AGENDA

REGULAR MEETING OF THE HEMET CITY COUNCIL

February 23, 2016

REGULAR SESSION

6:00 p.m.
Hemet Public Library Upstairs **www.cityofhemet.org**
300 E. Latham Avenue *Please silence all cell phones*

**Notice: Members of the Public attending shall comply with the Council's adopted Rules of Decorum in Resolution No. 4545. A copy of the Rules of Decorum are available from the City Clerk.*

Call to Order

Roll Call

ROLL CALL: Council Members Krupa, Milne, and Youssef, Mayor Pro Tem Raver and Mayor Wright

Invocation

Pledge of Allegiance

City Council Business

Notice to the Public

The Consent Calendar contains items which are typically routine in nature and will be enacted by one motion by the Council unless an item is removed for discussion by a member of the public, staff, or Council. If you wish to discuss a Consent Calendar item please come to the microphone and state the number of the item you wish to discuss. Then wait near the lecture. When the Mayor calls your turn give your last name, and address, then begin speaking. You will have three minutes at that time to address the Council.

Consent Calendar

1. **Approval of Minutes** – February 9, 2016

2. **Receive and File** – Warrant Registers
   a. Warrant registers dated January 1, 2016 in the amount of $1,437,042.70 and February 4, 2016 in the amount of $1,929,210.21. Payroll for the period of January 18, 2016 to January 31, 2016 was $617,439.41.

3. **Recommendation by Administration** – Allocations for 2016-2017 Program Year Community Development Block Grant
   a. Accept and approve the City Council Ad-Hoc Committee recommended allocations of $744,726 in 2016-2017 Community Development Block Grant (CDBG) funding and previously unexpended funding of $85,608.60.

Communications from the Public

Anyone who wishes to address the Council regarding items not on the agenda may do so at this time. As a courtesy, please complete a Request to Speak Form found at the City Clerk's desk. Submit your completed form to the City Clerk prior to the beginning of the meeting. Presentations are limited to three minutes in consideration of others who are here for agenda items. Please come forward to the lectern when the Mayor calls upon you. When you are recognized, you may proceed with your comments.
Notice: Members of the Public attending shall comply with the adopted Rules of Decorum in Resolution No. 4545. A copy of the Rules of Decorum are available from the City Clerk.

State law prohibits the City Council from taking action or discussing any item not appearing on the agenda except for brief responses to statements made or questions posed by the public. In addition, they may, on their own initiative or in response to questions posed by the public, ask a question for clarification, provide a reference to staff or other resources for factual information, or request staff to report back to them at a subsequent meeting. Furthermore, a member of the City Council or the Council itself may take action to direct staff to place a matter of business on a future agenda.

Public Hearing

The City Council's procedure for public hearings will be as follows: The Mayor will ask the City Manager for the staff report; the City Manager will call on the appropriate staff member for the report. The Mayor will ask for clarification of items presented, if needed. The Mayor will open the public hearing: ask for comments for those IN FAVOR of the case; ask for comments IN OPPOSITION to the case; and finally for rebuttal to any comments made. The Mayor will then CLOSE THE PUBLIC HEARING. The Mayor will ask the City Manager to respond to any questions raised by the public (the public will not have the opportunity to respond). The matter will then be discussed by members of the City Council prior to taking action on the item.

4. **Revenue Enhancement Ad Hoc Committee Report and Recommendations** - Council Member Krupa and Mayor Pro Tem Raver
   a. Receive the report of the Ad Hoc Committee to Explore Revenue Options; and
   b. Hold a Public Hearing to discuss the Ad Hoc Committee's recommendation; and
   c. Adopt a resolution Calling a Special Election to Ask the Voters to Approve a Transaction and Use Tax for Public Safety; Approving the Ordinance to be Submitted to the Voters, and Requesting Consolidation of the Election with the Election to be held on June 7, 2016. **Resolution Bill No. 16-012**

City Council Reports

5. CITY COUNCIL REPORTS AND COMMENTS

A. Council Member Krupa
   1. Riverside Conservation Authority (RCA)
   2. Ramona Bowl Association
   3. Riverside Transit Agency (RTA)
   4. Watermaster Board
   5. Library Board
   6. League of California Cities
   7. Riverside County Transportation Commission (RCTC)
   8. Western Riverside Council of Governments (WRCOG)

B. Council Member Milne
   1. Riverside County Habitat Conservation Agency (RCHCA)
   2. Riverside Conservation Authority (RCA)
   3. Disaster Planning Commission

C. Council Member Youssef
   1. Planning Commission

D. Mayor Pro Tem Raver
   1. Traffic and Parking Commission
   2. Riverside Transit Agency (RTA)
   3. Riverside County Transportation Commission (RCTC)
   4. Watermaster Board

E. Mayor Wright
   1. Park Commission
   2. Riverside County Habitat Conservation Agency (RCHCA)
   3. Ramona Bowl Association
   4. League of California Cities
   5. Western Riverside Council of Governments (WRCOG)

F. Ad-Hoc Committee Reports
   1. Diamond Valley Lake Recreation Ad-Hoc Committee (January 27, 2015)
   2. Ad-Hoc Committee to Explore Revenue Options (May 26, 2015)
   3. Grant Ad-Hoc Committee (June 23, 2015)
   4. CDBG Ad-Hoc Committee (December 8, 2015)
   5. Homeless Ad-Hoc Committee (February 9, 2016)

G. City Manager Meyerhoff
   1. Manager's Reports

Future Agenda Items

If Members of Council have items for consideration at a future City Council meeting, please state the agenda item to provide direction to the City Manager.

Adjournment

Adjourn to Tuesday, March 8, 2016 at 7:00 p.m. for consideration of items placed on that agenda. The next regular meeting will be held March 22, 2016.

Staff reports and other disclosable public records related to open session agenda items are available at the City Clerk's Office or at the public counter located at 445 E. Florida Avenue during normal business hours.

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the City Clerk. Notification 48 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to this meeting.

#1

MINUTES

REGULAR MEETING OF THE HEMET CITY COUNCIL

February 9, 2016

6:00 p.m.
City of Hemet Council Chambers
450 E. Latham Avenue

www.cityofhemet.org
Please silence all cell phones

Call to Order

Mayor Wright called the meeting to order at 6:00 p.m.

Roll Call

PRESENT: Council Members Krupa, Milne, and Youssef, Mayor Pro Tem Raver and Mayor Wright

ABSENT: None

Work Study

Discussion regarding this item, with possible direction to staff

1. Process and Timeline to Establish a District Electoral System for the City of Hemet Elected Officials, City of Hemet Demographic and Voter Information, and Conceptual District Boundaries – Marguerite Leoni, Special Counsel and Doug Johnson, Demographer

Marquerite Leoni, introduced Doug Johnson of National Demographics Corporation. We are here because the City received a letter in December from a lawyer in Malibu demanding that the City Council members be elected by district and not at-large by November 2016. New California laws allow the City Council to address this issue by ordinance. Ms. Leoni explained the procedures that must be followed. The letter contained no evidence that the City is in violation. Under the Federal voting laws there is no claim, however, under the California Voting Rights Act (CVRA) the laws are different. The City Council can litigate. If the City loses, the cost to the taxpayers is high. The court will require that the plaintiff's attorney's fees are reimbursed. If the City wins the taxpayers still pay the cost of the City's attorney's fees. The cost to litigate will easily be in the hundreds of thousands of dollars. Ms. Leoni gave the City Council examples of scenarios from other cities that litigated and the cost to the taxpayers. The cities ended up electing their council members by district. In some cases, after the expensive court battle the City lost control of the districting process to the court. There is a fiscal reason for moving forward with districts. The biggest reason to move forward is control. You can set up districts after litigation, but the court will draw the boundaries and the plaintiff's will have a large say. In some cases, the court retained jurisdiction over the districts for a period of time. Largely the reasons to move forward are to avoid the costs and maintain control.

Doug Johnson, NDC, the district lines need to comply with the Federal Law. The CVRA doesn't care how you district just that you do. Mr. Johnson presented demographic

information to the City Council. Maps were displayed showing the following: Population Density, people per square mile; Latino % of the total Citizens of Voting Age Population; African-American % of the total Citizens of Voting Age Population; Spanish spoken at home (data averaged by census tract); Household income over $75,000 per year (data averaged by census tract); and Percent of those age 25+ with a College Degree (data averaged by census tract). The maps and the data were discussed in length. The data reveals that the Latino voting age resident density, as well as the Spanish language spoken at home, is located downtown and that there is no concentration of African-American voting age residents. The household income and number of college graduates is lower in the downtown area and higher in the outer areas of the City, largely due to the cost for housing. Maps were displayed showing the Council Member locations and Land Use which can be used as criteria for districts. Also displayed were district maps for the Water Districts and Hemet Unified School District for reference. There districts would not work as guidelines or starting points for City Council districts. Community engagement is strongly encouraged. The City Council should engage, educate and empower the public, the "3 E's". Hopefully public comment will include definitions of neighborhoods and "communities of interest"; suggesting individual district or entire plans; and sharing opinions on plans. There are many ways to define communities. The best way to define a neighborhood remains to hear from the people who live there. Some examples of communities of interest could include: school attendance areas; housing developments; neighborhoods around parks; and horse-friendly neighborhoods. Some communities want to be unified to maximize their voice in a single election. Other (often school attendance areas and senior living communities) want to be divided so they have multiple representatives on the Council.

Mayor Wright, instead of significant ethnic pockets, Hemet has significant senior pockets that should be taken into consideration.

Council Member Krupa, asked why the districts need to be in place by November 2016.

Ms. Leoni, it was the demand in the letter. If you miss that date, the City will be sued.

Council Member Krupa, asked if it would negate the possibility of going to districts if the City can prove that there has been minority participation on the Council and that there are no significant ethnic pockets.

Ms. Leoni, under the CVRA the plaintiffs do not need to show that either condition exists. The Court will force the City into districts whether it will help the minority districts or not. The single goal of the CVRA is to eliminate at-large elections.

Mayor Wright, asked if it would change anything is if the voters signed a petition opposing districts. Mayor Wright expressed concern with being accused of gerrymandering with the districts are formed around council members location.

Ms. Leoni, a voter initiated petition would not change anything. The Council can also be accused of pushing a council member out of office if the lines are drawn to include two members in one district. Ms. Leoni gave the City Council a powerpoint presentation regarding the legal & policy criteria governing the establishment of the electoral districts. Ms. Leoni presented a basic overview of the process with a goal of being in place by the November 2016 elections. Today is the work shop regarding the creation of electoral district, criteria for districting and tentative calendar, the related steps and instructions. On March 1, 2016, initial draft plans will be made public. In March and April 2016 (dates to be determined) the City Council will conduct three public hearings as required in Election Code Section 10010. In late April or early May 2016 (dates to be determined) the City Council will introduce an ordinance adopting electoral districts, and consider adoption of the ordinance in April 2016 with a

effective date of 30 days after adoption. The nomination period for the November 2016 election will begin on July 18, 2016. The districts will be adopted and in place to be used for the November 2016 City Council election. No council member's term must be cut short per Government Code section 34878 and Election Code section 21606(a), but when his or her term ends, an incumbent can only run for the new district in which he or she reside. Ms. Leoni explained the legal considerations when drawing the lines. Overriding criterion is population equality (Election Code section 21601). Unlike congressional districts, local electoral districts do not require perfect equality, some deviation is acceptable to serve valid governmental interests. Total deviation of less than 10% is presumptively constitutional. Total City population per the 2010 Census is 78,657 persons. Ideal District population, 5 districts, would be 15,731 persons per district. Redistricting would be required every 5 years beginning in 2021. Section 2 of the federal Voting Rights Act prohibits electoral systems (including district plans), which dilute minority voting rights by denying minorities an equal opportunity to nominate and elect candidates of their choice. In the districting context, only requires creation of majority-minority districts. California Voting Rights Act is silent with respect to the shape of electoral districts, so long as they are used. Ms. Leoni explained the terms and presented visual examples of "Cracking" and "Packing". The Fourteenth Amendment prohibits using race as the "predominant" criterion in drawing districts and the subordination of other considerations. Bizarrely shaped electoral districts can be evidence that racial considerations are predominate. But bizarre shape is not required for racial considerations to "predominate". An example of bizarrely shape electoral district that would be considered racial Gerrymandering was displayed. The Fourteenth Amendment does not, however, prohibit all consideration of race in redistricting. The focus should be on communities of interest. Additional permissible criteria per Election Code section 21601 is: topography; geography; cohesiveness, contiguity, compactness and integrity of territory; and communities of interest. Other criteria approved by courts: preventing head-to-head contests between incumbents, to the extent reasonable possible; respecting the boundaries of political subdivisions (e.g., school attendance areas, special district boundaries, county boundaries, etc.); use of whole census geography; and other non-discriminatory, evenly applied criteria (e.g. location of public facilities, planned development, allocation of commercial areas). Mr. Johnson will prepare a couple of different maps based on the information presented and the information that the City Council has shared such at the senior communities. At that time, the City Council and the public can critic and make recommendations for boundary lines.

Eric Vail, City Attorney, Mr. Jonhson and Ms. Leoni are also working for the City of Wildomar who received the same letter. Wildomar is a little ahead of us in the process. They already have their conceptual maps on the website and will begin the public hearing process shortly. That will give you an idea of the process and a general idea of the information. The more information you know the better. The comment regarding the senior communities was great and exactly what they need. At the public hearings, the map will be on the screen and Mr. Johnson will have the ability to manipulate them at the meeting based on comments received. Mr. Vail recommended that at the first public hearing the City Council consider adoption of a resolution of intention to consider adoption an ordinance for districting.

The City Council recessed briefly at 7:01 p.m. to the Regular Session.

Closed Session

Notice of Opportunity for Public Comment
There were no public comments presented
Continued to the end of the Regular Session

2. Conference with Labor Negotiators
   Pursuant to Government Code section 54957.6
   Agency designated representatives: *City Manager Meyerhoff*
   Employee organization:
   Service Employees International Union (SEIU) General Employees
   Hemet Non-Sworn Police Employees Association

REGULAR SESSION

7:00 p.m.
City of Hemet City Council Chambers
450 E. Latham Avenue

Call to Order

Mayor Wright called the meeting to order at 7:06 p.m.

Roll Call

PRESENT: Council Members Krupa, Milne, and Youssef, Mayor Pro Tem Raver and Mayor Wright
ABSENT: None
OTHERS PRESENT: City Manager Meyerhoff, City Attorney Vail and City Clerk McComas

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Invocation

Invocation was given by Michael Madrigal, Hemet-San Jacinto Interfaith Counsel

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Pledge of Allegiance

Pledge of Allegiance was led by Council Member Milne

City Attorney Closed Session Report

3. Conference with Labor Negotiators
   Pursuant to Government Code section 54957.6
   Agency designated representatives: *City Manager Meyerhoff*
   Employee organization:
   Service Employees International Union (SEIU) General Employees
   Hemet Non-Sworn Police Employees Association

City Council Business
Consent Calendar

4. **Approval of Minutes** – January 26, 2016

5. **Receive and File** – Warrant Registers
   a. Warrant registers dated January 7, 2016 in the amount of $637,040.68 and January 11, 2016 in the amount of $4,112,619.14. Payroll for the period of January 4, 2016 to January 17, 2016 was $597,941.72.

6. **Recommendation by Community Development** - Zone Change No. 15-003
   a. Adopt an ordinance approving Zone Change No. 15-003 to change the zoning classification from R-A (Residential Agricultural) to R-1-7.2 (Single Family Residential 7,200 sq. ft. min.) located at 354 North Palm Avenue
   Ordinance No. 1913

7. **Recommendation by Fire** - Repealing Sections 26-3 and 26-4 of the Hemet Municipal Code pertaining to the City's Disaster Planning Commission
   a. Adopt an ordinance repealing Sections 26-3 and Section 26-4 of the Hemet Municipal Code, which deal with the City's Disaster Planning Commission
   Ordinance No. 1914

8. **Recommendation by Finance –** Amendment to the Fiscal Year 2015-16 Budget
   a. Adopt a resolution amending the Fiscal Year 2015-16 Budget.
   Resolution No. 4655

9. **Recommendation by Finance** – Subordination Request Relating to Proposed Refunding Bond Issue for Desert Communities Redevelopment Project Area
   a. Adopt a resolution and authorize the City Manager to sign the acknowledgement form approving the subordination request relating to the proposed refunding bond issue for the Desert Communities Redevelopment Project Area of the Successor Agency to the Redevelopment Agency for the County of Riverside.
   Resolution No. 4656

10. **Recommendation by Finance** – Subordination Request Relating to Proposed Refunding Bond Issue for Mid-County Redevelopment Project Area
    a. Adopt a resolution and authorize the City Manager to sign the acknowledgement form approving the subordination request relating to the proposed refunding bond issue for the Mid-County Redevelopment Project Area of the Successor Agency to the Redevelopment Agency for the County of Riverside.
    Resolution No. 4657

11. **Recommendation by Engineering** – Supplemental Appropriation – Whittier Avenue Storm Drain
    a. Authorize the Deputy City Manager/Administrative Services Director to establish budget in the amount of $81,855 plus a 10% contingency of $8,186 for a total expenditure in the amount of $90,041 in Fund No. 222-5618-5500; and

b. Authorize the City Manager to execute an amendment to the Cooperative Agreement with Riverside County Flood Control and Water Conservation District to include the additional $90,041 for street repaving.

12. **Recommendation by Fire** – Purchase of 3 Holmatro Safety Tools with CDBG funding
    a. Approve the purchase of three (3) Holmatro Safety Tools in the amount of $91,762.99; and
    b. Authorize the City Manager to approve the purchase requisition in the amount of $91,762.99.

Item Nos. 6, 8, 9 and 10 were removed from the Consent Calendar. **Council Member Youssef moved and Council Member Krupa seconded a motion to approve the remaining Consent Calendar items as presented. Motion carried 5-0.**

Item No. 6

Council Member Milne, asked for a brief explanation for the public.

Deanna Elliano, Community Development Director, the proposed zone change will allow Habitat for Humanity to build two homes on the property. The zoning is consistent with the surrounding neighborhood.

Council Member Krupa moved and Council Member Youssef seconded a motion to approve this item as presented. Motion carried 5-0.

Item No. 8

Council Member Milne, asked for clarification for the public on the mid-year adjustments.

Jessica Hurst, Deputy City Manager/Administrative Services Director, the City applied for and was awarded grant funds of $86,600 through WRCOG's Beyond Program which required an increase in budgeted revenue that will be used for the Downtown Specific Plan. The Hemet Public Library was awarded $4,100 more grant revenue than originally budgeted. The Library has requested an appropriation of $7,500. The total effect on the General Fund is an $83,200 increase in revenue. Additional appropriation for the Home Program Income is requested in order to utilize existing grant program income. Additional appropriation for the CalHome Program of $19,000 is requested in order to utilize existing grant program funding. Additional appropriation in NSP Grant of $67,000 is requested in order to utilize existing grant program funding. Additional appropriation from Indian Gaming Grant of $7,926 is requested in order to fully utilize the grant revenue received to date. Additional appropriation is Heartland Fund balance is requested in order to pay for administration costs of the bond. The City of Hemet pays for unemployment benefits on a pay-as-you-go basis. Due to an oversight at the time the citywide budget was adopted, an appropriation to pay these benefits was not requested. $50,000 is being requested from fund balance to pay for unemployment benefits through the remainder of the fiscal year.

Mayor Pro Tem Raver moved and Council Member Milne seconded a motion to approve this item as presented. Motion carried 5-0.

Item Nos. 9 and 10

Council Member Krupa, requested that staff explain why Hemet would be included in the two Riverside County Redevelopment Project Areas.

Jessica Hurst, Deputy City Manager/Administrative Services Director, both Project Areas are within the Former County of Riverside Redevelopment Agency. The reason the City of Hemet is affected by the Desert Communities Redevelopment Project Area is because Hemet Ryan Airport falls within this project area. The Mid-County Redevelopment Project Area includes an area in North Hemet. When the City refunded the Redevelopment Bonds with the Count there was a similar subordination agreement with the Mid-County Project Area.
Council Member Krupa moved and Council Member Milne seconded a motion to approve Item Nos. 9 and 10 as presented. Motion carried 5-0.

Communications from the Public

Linda Resvalaso, invited the City Council to participate in "The Longest Walk 5" Declaring a War on Drugs on February 16, 2016.
Stacie Olson, Project Hope, working to help provide the homeless with dignified living and seeking transitional housing. Ms. Olson expressed concern that many of the City's ordinances discriminate against homeless. According to the ordinance the homeless can't be a number of places private or public after dusk. Ms. Olson asked where they can be?
Julian Perez, Hemet, expressed concern with the some sidewalks and ramps for wheelchairs. Mr. Perez also expressed concern with the lack of activities in Weston Park, this park used to be the hub of the activity in Hemet.
Weston Park will be renovated with the Hemet Downtown Specific Plan. Mr. Perez was referred to Steve Latino about the sidewalks and ramps.
Ann Smith, Hemet, enjoyed the discussion about the districting. Ms. Smith recommended that the City Council be mindful of cheaper housing being concentrated in one area that might form a ghetto. Ms. Smith expressed concern that a majority of the Latino population doesn't vote.
Janae Betterton, Hemet, expressed concern with the homeless. They need to be somewhere other than on Florida Avenue, the library or in our parks.
Mayor Pro Tem Raver, suggested that the City Council have a meeting to discuss the criteria in which to use to form the districts prior to the first public hearing.
Alex Meyerhoff, the public hearings are tentatively scheduled in March and April. The intent tonight was to explain the criteria. The maps will come back at that time allowing the public and the City Council to comment.
The City Council and staff discussed the concern. Mr. Johnson will use the criteria defined by the state and federal voting rights acts as well as the comments presented today and bring a couple of examples that can be considered and manipulated at the public hearings.
Mayor Pro Tem Raver, asked if the council members locations are to be a consideration or not.
The City Council directed the consultant to come back with draft maps based on their recommended criteria.

City Council Reports

13. CITY COUNCIL REPORTS AND COMMENTS
    A. Council Member Krupa
        1. Riverside Conservation Authority (RCA)

2. Ramona Bowl Association
3. Riverside Transit Agency (RTA)
4. Watermaster Board
5. Library Board
6. League of California Cities
7. Riverside County Transportation Commission (RCTC)

Two major issued discussed at the annual off-site retreat were the future of transportation in Riverside County and the Riverside County Strategic Assessment. The State has cut $800,000,000 out of the STIP Program. Congress has re-authorized the 5-Year Transportation plan.

8. Western Riverside Council of Governments (WRCOG)

Council Member Krupa attended the Ribbon Cutting for PDH Salon.
Council Member Krupa attended a Hemet CAN presentation at HUSD. Efforts of both the City Council and the High School PLUS Program's the City of Hemet's grade from the American Lung Association has been raised from a "D" to a "B".
Council Member Krupa represented Hemet CAN in Washington DC speaking about prescription drug abuse. Council Member Krupa had the opportunity to speak with Congressman Ruiz regarding funding for Highway 79.

B. Council Member Milne
1. Riverside County Habitat Conservation Agency (RCHCA)
2. Riverside Conservation Authority (RCA)
3. Disaster Planning Commission

Council Member Milne attended the MSJC Gala.

C. Council Member Youssef
1. Planning Commission

D. Mayor Pro Tem Raver
1. Traffic and Parking Commission
2. Riverside Transit Agency (RTA)

Mayor Pro Tem Raver attended the meeting. A proposal to enhance the transportation in and out of UCR was presented.

3. Riverside County Transportation Commission (RCTC)

Mayor Pro Tem Raver attended the meeting. SCAG presented their transportation plan to the committee. The City of Moreno Valley expressed concern that RCTC has not completed projects in their area saying that the plan is inconsistent with the original policy and proposal. Mayor Pro Tem Raver requested that Highway 79 be moved up on the priority list, concurred by Council Member Ruiz from San Jacinto.

4. Watermaster Board

E. Mayor Wright
1. Park Commission
2. Riverside County Habitat Conservation Agency (RCHCA)
3. Ramona Bowl Association

4. League of California Cities
5. Western Riverside Council of Governments (WRCOG)

Mayor Wright heard a number of presentations on the transportation plan and at every cost make a plea to have Highway 79 moved up on the priority list.

F. Ad-Hoc Committee Reports

1. Diamond Valley Lake Recreation Ad-Hoc Committee (January 27, 2015)

Next meeting, February 29, 2016

2. Ad-Hoc Committee to Explore Revenue Options (May 26, 2015)

Report from this Committee will be presented on February 23, 2016

3. Grant Ad-Hoc Committee (June 23, 2015)

Next meeting, February 18, 2016

4. CDBG Ad-Hoc Committee (December 8, 2015)

Recommendations will be presented to the City Council on February 23, 2016.

G. City Manager Meyerhoff

1. Manager's Reports

Mr. Meyerhoff and staff met with the new Transportation Director for WRCOG and staff regarding the City's priorities. Mr. Meyerhoff and staff also met with Valley-Wide regarding graffiti.

2. Staff Spotlight

Mr. Meyerhoff, Wayne Vaughn of Vaughn Construction complimented Steve Latino, Deanna Elliano and Carole Kendrick, saying that staff is easy to work with and we appreciate that.

The City Council gave direction to staff to include the compliments on the City's website.

The City Council recessed to Closed Session at 7:58 p.m.

Continued Closed Session

2. Conference with Labor Negotiators

Pursuant to Government Code section 54957.6

Agency designated representatives: *City Manager Meyerhoff*

Employee organization:

Service Employees International Union (SEIU) General Employees

Hemet Non-Sworn Police Employees Association

Reconvened at 8:06 p.m.

City Attorney Continued Closed Session Report

3. Conference with Labor Negotiators

Pursuant to Government Code section 54957.6

Agency designated representatives: *City Manager Meyerhoff*

Employee organization:

Service Employees International Union (SEIU) General Employees

Hemet Non-Sworn Police Employees Association

The City Attorney reported that there was no reportable action.

Future Agenda Items

Mayor Wright, requested formation of an ad-hoc committee to develop a strategy for the homeless concerns.

The City Council approved the formation of the Homeless Ad-Hoc Committee and the appointment of Council Member Krupa and Mayor Wright to the committee.

Adjournment

Adjourned at 8:08 p.m. to Tuesday, February 23, 2016 at 7:00 p.m.

AGENDA # 2

Staff Report

TO: Honorable Mayor and Members of the City Council

FROM: Jessica A. Hurst, DCM/Administrative Services
Alexander P. Meyerhoff, City Manager

DATE: February 23, 2016

RE: Warrant Register

The City of Hemet's warrant registers dated January 21, 2016 in the amount of $1,437,042.70 and February 4, 2016 in the amount of $1,929,210.21 and $2,468,854.65 are currently posted on the City's website in the Finance Department section, under *Financial Information*. Payroll for the period of January 18, 2016 to January 31, 2016 was $617,439.41.

CLAIMS VOUCHER APPROVAL

"I, Jessica A. Hurst, Deputy City Manager/Administrative Services, do hereby certify that to the best of my knowledge and ability, that the warrant register posted on the city's website is a true and correct list of warrants for bills submitted to the City of Hemet, and the payroll register through the dates listed above, and that there will be sufficient monies in the respective funds for their payment."

Respectfully submitted,

Jessica A. Hurst
Deputy City Manager/Administrative Services

JAH: mh

CITY OF HEMET
VOUCHER/WARRANT REGISTER
FOR ALL PERIODS

CLAIMS VOUCHER APPROVAL

I, JESSICA A. HURST, DO HEREBY CERTIFY THAT TO THE BEST OF MY KNOWLEDGE AND ABILITY, THAT THE WR POSTED ON THE CITY WEBSITE IS A TRUE AND CORRECT LIST OF WARRANTS FOR BILLS SUBMITTED TO THE CITY OF HEMET THROUGH THE DATES LISTED ABOVE, AND THAT THERE WILL BE SUFFICIENT MONIES IN THE RESPECTIVE FUNDS FOR THEIR PAYMENT.

JESSICA A. HURST
DCM/ADMINISTRATIVE SERVICES DIRECTOR

AGENDA # 3

Staff Report

TO: Honorable Mayor and Members of the Hemet City Council

FROM: Alexander Meyerhoff, City Manager
Carla Callahan, CDBG Coordinator

DATE: February 23, 2016

RE: Consideration of Allocations for 2016-2017 Program Year Community Development Block Grant entitlement and previously unexpended funding.

RECOMMENDATION:

That the City Council accepts and approves the City Council Ad Hoc Committee recommended allocations of $752,245 in 2016-2017 Community Development Block Grant (CDBG) funding and previously unexpended funding of $85,608.60.

BACKGROUND:

The City of Hemet (City) is an entitlement city of the Community Development Block Grant (CDBG) program and as such, receives annual grants on a formula basis from U.S. Department of Housing and Urban Development (HUD). The purpose of CDBG is to carry out a wide range of community development activities directed toward revitalizing neighborhoods, economic development, and providing improved community facilities and services, with maximum feasible priority given to activities which benefit low and moderate income persons. The City is responsible for developing its own programs and funding priorities within CDBG and HUD requirements, as well as monitoring sub-recipients of the funds awarded under this grant. The goal of the City of Hemet, with funding from CDBG, is to increase self-sufficiency and economic opportunity for lower-income residents and individuals with special needs so that they can achieve a reasonable standard of living.

During this year's annual CDBG funding process the City received a total of fifteen applications by the December 22, 2015 due date. Of these applications, totaling $1,174,358, eighteen met the HUD established criteria for eligibility. On December 8, 2015 the City Council reactivated the Ad Hoc City Council Committee (Ad Hoc) comprised of Councilpersons Linda Krupa and Shellie Milne to review the eligible applications and provide funding recommendations for full council consideration. The Ad Hoc Committee members and staff met February 8, 2015 to review and discuss the 2016-2017 CDBG applications.

The Annual Action Plan is a short range (one year) planning document used to address the City's annual needs, goals and objectives by allocating funds to eligible activities. CDBG

allocation funding for the 2016-2017 Program Year will be incorporated into the Annual Action Plan (AAP) draft. The AAP draft will be available for 30 days for public review and comment prior to a Public Hearing of the City Council, tentatively scheduled for April 12, 2016, before final approval and submission to HUD. The final AAP must be submitted no later than May 16, 2016.

DISCUSSION:

In their recommendation, the Ad Hoc Committee continues to advance the City's Five Year Consolidated Plan (2015-2019) goals by allocating CDBG funding toward activities that improve the quality of life, enhance neighborhood stabilization and provide the basis for economic growth in the City of Hemet. The funding recommendations presented in **Attachment 1**, are a result of these discussions and the City of Hemet 2016-2017 Program Year CDBG Allocation of $752,245 and previously unexpended funding of $85,608.60.

FISCAL IMPACT:

No impact to the General fund. Approval of the recommendation of the Ad Hoc Committee will advance the potential receipt of CDBG funds to benefit the City of Hemet and the community.

Respectfully submitted,

Carla Callahan
CDBG Coordinator

Approved:

Alexander Meyerhoff
City Manager

ATTACHMENT:

1) Copy of 2016/17 CDBG Funding Recommendations by the Ad Hoc Committee

2016/17 CDBG Ad Hoc Recommendations

Agency/Department	Activity	Activity Type	Requested $	Eligible?	$Recommended	P.S. 15% cap
City of Hemet - Code Enforcement Division	Code Enforcement	Housing	$180,000.00	Y	$ 180,000.00	
City of Hemet - Community Development	Crime Free Multi Family Housing Program	Public Service	$55,000.00	Y	$ 55,000.00	$ 55,000.00
City of Hemet - Housing Division	Senior or Disabled Home Repair Program	Housing	$150,000.00	Y	$ 200,000.00	
City of Hemet - Engineering	Sidewalk infill and ADA Ramps	Infrastructure	$192,011.00	Y	$ 197,558.60	
City of Hemet - Library	Fencing	Public Facilities	$225,000.00	Y	$ -	
		Total COH	**$802,011.00**		**$ 632,558.60**	
California Family Life Center	Kin Care	Public Service	$25,000.00	Y	$ -	
Care-A-Van Transit	Care-A-Van Transit	Public Service	$25,000.00	Y	$ 10,000.00	$ 10,000.00
Center Against Sexual Assault (C.A.S.A.)	Sexual Assault Response Team for Hemet	Public Service	$13,946.00	Y	$ 13,946.00	$ 13,946.00
Fair Housing Council of Riverside County, Inc.	Fair Housing and Landlord/Tenant Counseling	Public Service or Admin	$30,900.00	Y	$ 30,900.00	$ 30,900.00
			*required element of CDBG			
Family Services Association dba FSA	FSA More Than a Meal	Public Service	$15,000.00	Y	$ -	
The Wheelhouse Skate Center	ADA upgrade and Storefront Improvements	Economic Development	$41,548.00	N	$ -	
Valley Restart Shelter	Housing Outreach Navigator	Public Service	$27,008.00	Y	$ -	
Valley-Wide Recreation	Youth Scholarship Program	Public Service	$10,000.00	Y	$ -	
Voices for Childen	Brighter Futures for Hemet Foster Children	Public Service	$15,000.00	Y	$ -	
		Total Community Agencies	**$203,402.00**		**$54,846.00**	
City of Hemet - Building Division	COH ADA Self-Evaluation and Transition Plan	Administration	$20,000.00	Y	$20,000.00	
City of Hemet	**CDBG Administration (20% Cap)**	**Administration**	**$ 150,449.00**	Y	**$ 130,449.00**	
		Total Requests	**$1,175,862.00**		**$ 837,853.60**	**$ 109,846.00**

2/16/2016

previously unexpended = $85,608.60
15/16 allocation = $752,245
16/17 expected balance = $837,853.60

PS limit $752,245 x 15% = $112,836
Admin limit $752,245 x 20% = $150,449

#4

City of Hemet

445E. FLORIDA AVE • HEMET, CALIFORNIA 92543 • (951)765-2303

From the Office
of the
REVENUE OPTIONS AD-HOC
COMMITTEE

Report of the Revenue Enhancement Ad Hoc Committee

On May 26, 2015, the Hemet City Council established the City Council Ad Hoc Committee to Explore Revenue Options, and appointed then Mayor Linda Krupa and Councilmember Paul Raver to the committee. The Committee's charge was to explore potential revenue options needed to enhance public safety services to improve the quality of life within the City.

With the assistance of City Manager Alex Meyerhoff, Police Chief David Brown, Fire Chief Scott Brown, Deputy City Manager/Administrative Services Director Jessica Hurst and City Attorney Eric Vail, the attached report was developed for City Council and the public's review and comment.

The report includes the impact of the Great Recession on Hemet's finances and service levels. It also includes the outreach efforts of the Ad Hoc to involve the residents and business community. Statistics from three community surveys performed within the last three years are also presented.

We are encouraged by the community's positive response and involvement in the gathering of the data. We thank the many people who worked diligently with the Ad Hoc and City Staff to prepare what, we believe, is a viable option to put before the residents of Hemet.

Respectfully submitted,

K. Paul Raver
Mayor Pro Tem

Linda Krupa
Councilmember

AGENDA # 4

Staff Report

TO: Honorable Mayor and Members of the City Council

FROM: K. Paul Raver, Mayor Pro Tem
Linda Krupa, Council Member
Alexander P. Meyerhoff, City Manager
David M. Brown, Chief of Police
Scott Brown, Fire Chief

DATE: February 23, 2016

RE: Revenue Enhancement Ad Hoc Committee Report and Recommendation

RECOMMENDATIONS

1. Receive the report of the Ad Hoc Committee to Explore Revenue Options.
2. Hold a Public Hearing to discuss the Ad Hoc Committee's recommendation.
3. Adopt Resolution Bill No. 16-012 Calling a Special Election to Ask the Voters to Approve a Transaction and Use Tax for Public Safety; Approving the Ordinance to be Submitted to the Voters, and Requesting Consolidation of the Election with the Election to be held on June 7, 2016.

BACKGROUND

On May 12, 2015 the Hemet City Council participated in a work study discussion regarding the FY 15/16 annual budget and impact of the on-going structural deficit on general fund reserves. During the work study, staff reported that the proposed annual budget for FY 15/16 included a structural deficit. At the end of the work study session, council members discussed the potential for enhancing revenues to enhance public safety and avoid additional cuts in city services. Council Member Paul Raver requested a future council agenda item to include discussion of a potential city council ad hoc committee to examine the city's revenue needs and to explore revenue enhancement options.[1]

On May 26, 2015 the Hemet City Council unanimously established the Revenue Enhancement Ad Hoc Committee and appointed then-mayor Linda Krupa and council member Paul Raver to serve on the committee.[2] The stated purpose was to explore revenue enhancement options available to the City to provide additional funding to address city service needs, enhance public safety and improve quality of life in Hemet.

The Ad Hoc Committee held its first meeting on June 4, 2015 and established a work plan that included an analysis of the revenue enhancement options available to the city, a proactive

[1] City of Hemet, published minutes of the regular meeting of the Hemet City Council, 05-12-15, http://www.cityofhemet.org/Archive
[2] City of Hemet, published minutes of the regular meeting of the Hemet City Council, 05-24-15, http://www.cityofhemet.org/Archive

community engagement and outreach effort, and a comprehensive examination of costs associated with providing city services and enhancing public safety services.

The Ad Hoc Committee began its work by identifying the cost-saving actions already taken by the city during the state budget deficit, economic recession and housing crisis. A summary of these recent cost-saving measures and service reductions are outlined below:

1. Staff Cuts/Service Reductions: Beginning in 2008, the Hemet City Council approved a number of staffing and service reductions in order to address the city's dwindling revenue brought on by the recession. Between FY 08/09 and FY 14/15, full-time equivalent city-wide staffing was reduced by 38% from 442 to 293, including a loss of 25 police officers and 10 firefighters. Additionally, the Hemet Public Library reduced operating hours by 50% and operation of the City of Hemet Simpson Senior Center was contracted to Valley Wide Parks and Recreation and the YMCA of Riverside. City Hall implemented employee furloughs and reduced hours of operation by closing every Friday.

2. Employee Compensation/Benefit Reforms: Beginning in 2008, city employees agreed to a number of significant pay and benefit reductions during the recession, including layoffs, salary cuts, furloughs, benefit reductions and increased employee contributions to medical and retirement benefits. Reforms also included lower retirement benefit tier for new employees.

3. Retiree Medical Reforms: On September 8, 2015, the Hemet City Council unanimously approved City Council Resolution No. 4642 to effectuate the reform of the city's retiree medical benefit.[3] According to the resolution, the cost of this benefit to the city had grown to over $4.1 million in FY 15/16 and was expected to increase 42% to over $5.9 million by 2018. Due to the decisive action taken by the city council, hard work by city staff and enormous cooperation on behalf of the retirees, the city is projected to save in excess of $30 million over the next 10 years.

4. Franchising of City-Operated Refuse Services: On October 10, 2011, the Hemet City Council voted unanimously to approve a "Franchise Agreement for Comprehensive Refuse Services" with CR&R, Incorporated.[4] This action resulted in the elimination of 28 city jobs and shifted the entire city-run refuse operation to CR&R, Inc. As a result, the city received a lump sum payment of $12.5 million and an annual franchise fee totaling $12.5 million over 19 years ($657,895 per year). This agreement resulted in an infusion of cash in the city's general fund as well as an on-going revenue stream to help off-set the city's structural deficit.

5. Contracting Services: The city council has expressed an interest in exploring contracting certain city services to the private sector or to other agencies in order to lower costs. The city council spent over 2 years exploring the possibility of contracting Fire and EMS services to the State/County. The city council ultimately decided against contracting with Cal Fire on December 9, 2014.[5] The city currently contracts with the private sector or non-profits for over 40 functions city-wide including, but not limited to: animal control services, forensic crime-lab analysis, fire plan check, background investigations, vehicle towing service, custodial services, landscape maintenance and refuse / solid waste collection & disposal.

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[3] City of Hemet Resolution No. 4642, enacted by the Hemet City Council on September 8, 2015 at the regular meeting of the Hemet City Council

[4] City of Hemet, published minutes of the regular meeting of the Hemet City Council, 10-11-11, http://www.cityofhemet.org/Archive

[5] City of Hemet, published minutes of the regular meeting of the Hemet City Council, 12-09-14, http://www.cityofhemet.org/Archive

6. Enhanced Grant Funding: City staff have applied for over $30 million in grant funding to offset general fund expenditures since 2008. Public safety grant awards during this 7 year period total over $20.5 million for public safety expenses including police and fire safety equipment, police and fire personnel in support of innovative public safety enhancement programs such as the Hemet Restoring Our Community Strategy (ROCS) and traffic safety and gun violence reduction programs. Grant funding has also been used extensively to offset general fund expenditures for the purchase of police, fire and public works vehicles and apparatus. Last year alone, the city was awarded $4,489,674.00 in Federal grant dollars.

7. External Funding Sources: General fund operations funded by sources other than the general fund or grants totaled $757,737.00 in 2014. The city continues to aggressively pursue outside funding sources to offset general fund expenditures.

8. 5-Year Financial Plan: On October 13, 2015, staff presented the Hemet City Council with a 5-year financial projection that establishes the framework for the development of future budgets in an effort to achieve and maintain a balanced budget. Most significantly, the 5-year plan ends the historic practice of deficit spending by FY 19/20 while maintaining at least a 20% general fund reserve balance as required by city ordinance. Key elements of the 5-year plan are the impact of the general fund savings generated by the retiree medical reform outlined above as well as assumptions that any capital improvement projects (CIP) or staffing increases must be funded by sources other than the general fund. In other words, the 5-year financial plan assumes "status quo" service and staffing levels in all general fund departments, including police and fire.

DISCUSSION/ANALYSIS

State of Public Safety in Hemet:
Hemet has a serious crime and public safety issue. Reports and figures related to crime and safety were provided to the Ad Hoc Committee by Hemet's public safety chiefs.

- Overall crime is up 21% since 2010. Violent crime is up over 50% in the same period.
- There are 25% fewer police officers on the street today than there were in 2006.
- Last year the Hemet Fire Department responded to 16,171 calls for service and call volume has been increasing by 12.2% annually. Calls for service include medical, rescue and fire emergencies.
- Since 2008, significant budget cuts have resulted in a 40% reduction in fire department staffing, including closing an Engine Company, Truck Company and eliminating Battalion Chiefs responsible for training, fire prevention and emergency medical certifications.
- Staff reductions occurred despite a 23% increase in calls for emergency services and a 21% increase in population.
- Assaults of Hemet Police Officers have increased over 1100% since 2013.
- Mental Health related calls (5150 WIC) have increased 94.8% since 2005.
- Hemet police officers responded to an average of five "5150" calls per day in 2015.
- Public nuisance calls (trespassing, disturbing the peace, etc) have increased from 1,173 in 2010 to 13,206 in 2015 (1025% increase). That represents 13,206 man hours or 6.5 full time police officers working 40 hours per week responding to these calls.
- There are no fire engines on duty at Station 5 in eastern Hemet.
- Police officer "free neighborhood patrol time" where crime prevention and apprehension work occurs decreased from 37% in 2005 to 16% in 2015.

- Gang members and drug dealers continue to enter Hemet from Los Angeles communities to commit crimes.
- The number of parolees and sex offenders being released into Hemet from state prisons is increasing.
- Some Hemet fire stations do not have paramedics on duty.
- The Hemet-San Jacinto Valley is home to 3% of the county population, but over 13% of the county's parolee and probationers.

Community Outreach/Engagement: During the council discussion that led to the creation of the Ad Hoc Committee, several council members stressed the importance of community engagement. Public Safety forums were held in established communities such as Solera Diamond Valley Del Webb, Four Seasons, Hemet West, Seven Hills and Sierra Dawn.

The city also solicited community input through community feedback surveys that allowed residents to provide feedback about what public safety priorities are important to them. So far the city has received over 1,000 responses. A summary of responses is provided below.

Committee and staff members also met with community groups including, service clubs, chamber of commerce, and homeowners associations. The Ad Hoc Committee also held several discussions with representatives from the education, medical, faith, non-profit and business communities.

2013 CSU San Bernardino Institute of Applied Research-Hemet Community Survey[6]:
This two-part survey research consisted of a statistically valid random sample telephone survey of 448 Hemet residents with a +/- 4.6% margin of error. Surveys were conducted in English and Spanish, when necessary. A separate online survey was conducted between November 28, 2013 and January 4, 2014 that included 1,345 surveys of Hemet residents and an additional 466 non-residents who self-identified as visitors or employees of business working in Hemet. Key findings from this research are listed below:

- 80.4% of residents said they want more police patrols in their neighborhood
- 74.6% of Hemet residents are "very fearful" or "somewhat fearful" that they will be the victim of a serious or violent crime
- 57.5% of Hemet residents believe it is not safe to walk in their own neighborhood at night
- 52.5% of respondents said they usually leave Hemet to shop or spend money
- 42.6% of respondents said they do not feel safe shopping in Hemet
- Only 24.5% of respondents said Hemet is a good place to raise children
- Only 29% feel Hemet is a "safe city" to live in
- Only 47.1% of residents rated Hemet as a "very good" or "fairly good" place to live

2016 Community Safety Survey:
This survey was conducted to reach citizens who otherwise might not have a forum to express their opinions in order to obtain feedback from residents and stakeholders about what public safety priorities are important to them. The survey was available on-line & via paper surveys. Over 1,000 responses have been received so far with nearly 600 community members providing email addresses for updates on public safety. Respondents ranked certain public safety services 1-10 by importance. The results of the Community Safety Survey are below.

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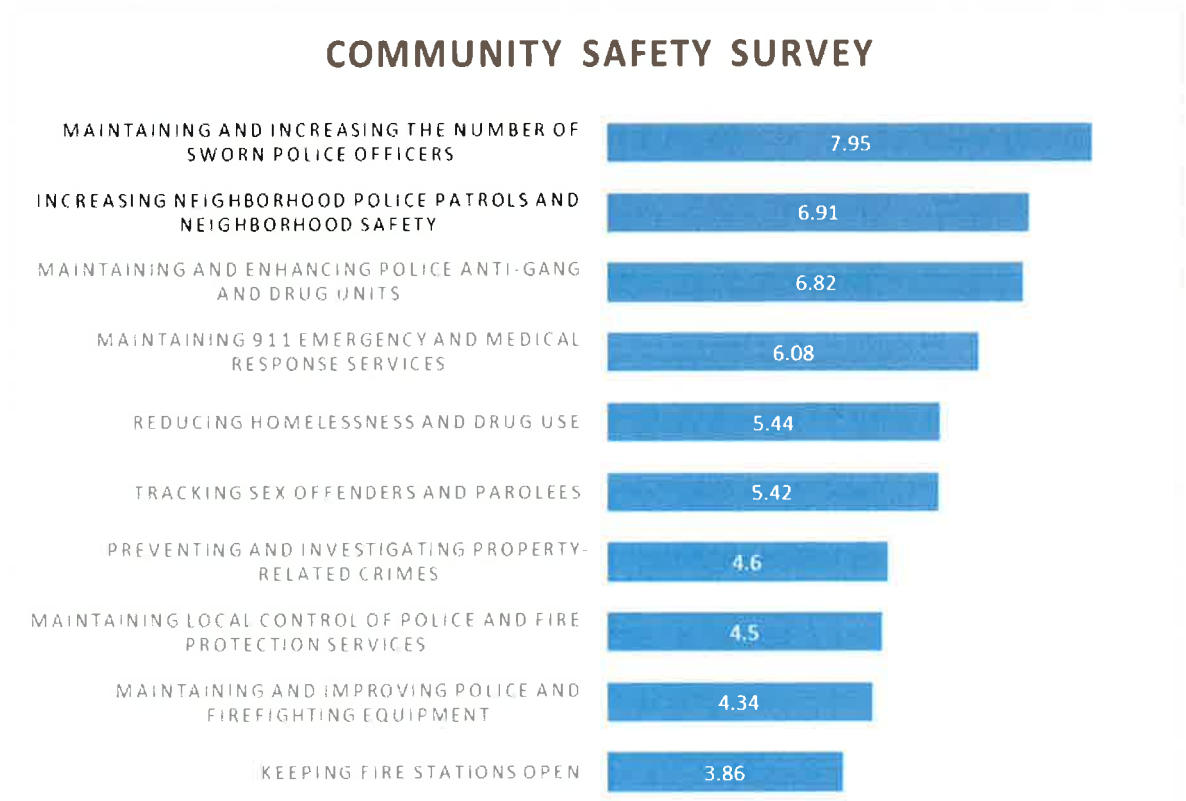
[6] Hemet Community Survey-Final Report (2013); conducted by California State University, San Bernardino, Institute of Applied Research and Policy Analysis, final report published March 10, 2014.

The graph below is ranked-position weighted and shows the top 10 public safety priorities most important to the community.



Community Forums and Meetings:
Hemet Public Safety Chiefs and city staff met with and solicited feedback from established communities such as Solera Diamond Valley Del Webb, Four Seasons, Hemet West, Seven Hills, Sierra Dawn, Sunrise Rotary, Sunset Rotary, Morning Lions, Hemet / SJ Chamber Board, Hemet/SJ Congress of Republicans, Hemet/SJ Action Group, Hemet/SJ Democrats. Feedback was solicited from over 1000 individuals.

Public Opinion Research:
The City of Hemet commissioned an independent survey of residents. The Community Revenue Options Survey was conducted August 6 through 15, 2015 by the highly respected public opinion research firm Fairbank, Maslin, Maullin, Metz & Associates (FM3 Research). The survey included over 350 randomly selected respondents identified as likely voters in a June 2016 primary election. The margin of error was +/- 5.2%.

The survey shows residents in the City of Hemet are very concerned about public safety and interested in providing additional funding for enhanced police and fire services.

The following is a list of key findings from the August 2015 FM3 study:[7]

- The City's public safety agencies enjoy excellent job ratings. Fire Department, 82% excellent or good. Police Department, 72% excellent or good.
- Respondents were concerned about public safety with 81% of respondents saying crime in general was an "extremely" or "very" serious problem.
- Respondents overwhelmingly believe the City needs additional funding with 72% saying there was "great" or "some" need for additional funds. A near majority (49%) said there was "great need."
- 71% of respondents supported a one cent "special purpose" public safety sales tax measure, above the 2/3rds vote threshold required for a special measure.
- 62% of respondents supported a general purpose one cent sales tax, well above its simple majority (50%+1) vote threshold required for a general measure.
- Only 61% of respondents supported a 6.8% "special purpose" public safety UUT tax measure, below the 2/3rds vote threshold required for a special measure.
- Accountability provisions were important to respondents. Over 70% of respondents viewed "All funds raised by the measure would be required to be used only in Hemet", "It requires annual financial audits", "All funds raised by the measure would be required by law to be used for City of Hemet police and fire department services only", and "It requires independent citizens oversight of all expenditures" as provisions that would make them more likely to support a measure.

The City of Hemet recently commissioned opinion research firm Fairbank, Maslin, Maullin, Metz & Associates (FM3 Research) to conduct a Community Tracking Survey to provide the City with up-to-date feedback regarding the community's interest in potential revenue enhancement. Survey results will be presented at the February 23rd City Council Meeting.

REVENUE OPTIONS EVALUATED

The Ad Hoc Committee studied a variety of revenue enhancement mechanisms available to cities in California. With the increasing demand for enhanced public safety statewide, it is not surprising that many other jurisdictions have turned to revenue measures to keep communities safe. A total of 316 revenue measures have been passed by voters in California cities, counties and special districts since 2001. One hundred thirty-nine (139) of those have been special purpose measures designated to police, fire and EMS.[8]

All taxes are either special taxes or general taxes (Gov. Code § 53721). General taxes are taxes imposed for general governmental purposes. Special taxes are taxes imposed for specific purposes. A general tax must be placed on the ballot by two-thirds vote of all members of the legislative body of the local government or district (Gov. Code § 53724(b)) and approved by a majority vote of the voters voting in an election on the issue (Gov. Code § 53723). A special tax must be placed on the ballot by 2/3 vote of all members of the legislative body of the local government or district and is restricted to specified purposes (Cal Const art XIIIC, §1(d)) and require two-thirds voter approval.

Based on the community feedback and established city council priorities, the police and fire chiefs were tasked with developing detailed staffing plans and cost estimates required to enhance public safety and address the overwhelming crime and safety concerns of the community. The proposed police and fire department staffing and spending plans are attached to this report and discussed

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[7] Fairbank, Maslin, Maullin, Metz & Associates (FM3) Hemet Final Report_1, http://www.cityofhemet.org/

[8] Californiacityfinance.com; California Local Government Finance Almanac; http://www.californiacityfinance.com/SuperMajVotes_1401.pdf

in greater detail below. In summary, the plans require a sustainable annual revenue source of approximately $10 million.

The committee's analysis of each of the revenue options are listed below:

Property Based Parcel Tax:
Generally, a parcel tax is imposed as an annual tax that does not need to be applied uniformly. A parcel tax cannot be based on land value (ad valorem) because Proposition 13 prohibits such taxes. Parcel taxes are commonly based on either a flat rate per non-vacant parcel or a rate that varies depending on use, and size or number of units, or both.[9] Policy analysts have recently suggested that cities avoid applying parcel taxes based on use or improvements of the land because it will discourage productive use of land.[10]

Based on the public safety revenue need estimate, the committee determined that the average parcel tax levied under a property-based parcel tax scenario would need to be in excess of $350 per year, per parcel. A parcel tax would place the burden entirely on property owners.

For these reasons, the property-based parcel tax was eliminated from further consideration.

Utility User's Tax (UUT):
A Utility User's Tax (UUT) is a usage tax on utilities, such as electricity, gas, water, sewer, telephone, sanitation and cable television.

Several Riverside County cities have voter-approved utility user taxes in place. Revenue generation through the use of a UUT can be substantial depending on the rate of tax. For example, a 5.75% UUT in the city of Moreno Valley generates approximately $16 million per year and a similar UUT (6%) in the city of Indio generates approximately $9 million annually.

In order to generate the annual projected public safety revenue need of $10 million, the city of Hemet would need to enact a 6.8% UUT. A 6.8% utility user's tax was tested in the August 2015 Community Revenue Options Survey. While over a majority supported a special purpose UUT (63% "yes"), it did not meet the 2/3rd's voter approval threshold required by a special purpose (public safety) measure.

Additionally, UUT would place the burden entirely on rate payers, including business owners, non-profits, and faith-based organizations.

For the reasons above, the UUT was eliminated from further consideration.

Retail Transactions & Use Tax (Sales Tax):
Generally there are two types of "sales taxes." The most commonly known sales tax is imposed by counties under the Bradley-Burns Uniform Local Sales and Use Tax Law (Rev. & Tax Code §§ 7200-7226). This tax is imposed on retailers who sell or rent tangible personal property, goods and merchandise) but generally consumable goods (e.g. certain food) is except from the tax. The local share of the tax is distributed by the state back to the jurisdiction where the sale is negotiated or the order is taken for the personal property or goods. It is not currently an option to increase this sales tax within the City based on state law.

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[9] The California Municipal Law Handbook::5 Finance and Economic Development::§5.63 10. Parcel Tax
[10] Jon Sonstelie, "Parcel Taxes as a Local Revenue Source in California," Public Policy Institute of California, April 2015 (found at: http://www.ppic.org/content/pubs/report/R_415JSR.pdf)

The second type of "sales tax" is a transaction and use tax pursuant to Revenue and Taxation Code sections 7285.9 – 7285.92. Generally the transaction and use tax is imposed on the personal property, goods and merchandise as a traditional sales tax but the transaction and use tax is allocated to the city where the goods and merchandise are delivered or placed into service. The City is allowed to levy a tax in increments of 0.125 percent up to a maximum of two percent. The Ad Hoc Committee determined that a special transaction and use tax at a rate of 1% would provide the best mechanism under the law to enhance City funding of public safety. Where this memo refers to a "special purpose public safety sales tax" it is referring to a transaction and use tax as described in this paragraph, the use of the proceeds of which is limited by the terms of the proposed measure.

While both general use and special purpose sales taxes tested above the thresholds for passage in the August 2015 Community Revenue Options Survey conducted by FM3, the Ad Hoc Committee received strong community feedback that a special purpose (public safety) measure was highly preferred because it provides the maximum accountability and transparency possible to taxpayers.

After careful analysis of the revenue enhancement options available to the city, feedback from the community, stakeholders, and the two independent statistically valid community surveys, the Ad Hoc Committee concluded that a one cent special purpose public safety sales tax measure is the best revenue enhancement option available, and that with crime and safety such a serious issue in the community, voters should have a right to vote on the measure.

PROPOSED ONE-CENT SPECIAL PURPOSE PUBLIC SAFETYSALES TAX MEASURE

A one-cent special purpose public safety sales tax measure would provide approximately $10 million annually for public safety service enhancements.

Accountability Provisions and Taxpayer Safeguards: If approved by voters, the proposed measure would include accountability provisions and safeguards including:

- Requiring all funds raised by the measure be used only in Hemet
- Requiring that two-thirds of the measure funding go to enhanced police services and one-third go to enhanced fire/EMS services, which is consistent with the City's current distribution of public safety resources.
- Legal protections to guarantee that existing city funding for public safety is protected and cannot be reduced or redirected for other purposes by the City Council.
- Requiring by law that all measure funds are spent on public safety only. Funds from the measure cannot be redirected or taken for other uses by the City Council.
- Requiring annual independent financial audits
- Requiring measure funds be used according to a public expenditure plan that is reviewed each year by an Independent Citizens Oversight Committee before being approved by the city council
- Requiring an Independent Citizens Oversight Committee review of all measure expenditures
- Limiting the measure to 10 years only

Enhanced Public Safety Funding:
The Hemet Police Department is consistently ranked as one of the highest performing law enforcement agencies in the county of Riverside.[11] The department is community-focused and

[11] State of California-Department of Justice; CJSC Statistics: Crimes and Clearances; 2005-2014

extremely effective in clearing crimes. Unfortunately, the massive reduction in police officers and resources due to the state budget deficit, economic recession and housing crisis, coupled with the devastating local impacts of state and county jail overcrowding have left our community nearly overrun with criminals. With the right resources, the Hemet Police Department is well-prepared and capable of reversing this ugly trend and leading the restoration of Hemet to the safe, enjoyable, thriving community it once was.

The Hemet Fire/ EMS Department is significantly under resourced as compared to its regional counterparts and national averages. While the department has made great progress with existing resources including the implementation of a fire-based paramedic program and the re-opening of Fire Station 5 in eastern Hemet, the resource and staffing reductions continue to impact HFD's operational capacity to rapidly respond to fire and medical emergencies on a consistent, reliable basis. The full details of these challenges are outlined in the Service Delivery Options Analysis attached to this report.

The proposed measure would provide funding to enhance police, fire, and 9-1-1 paramedic and emergency services with legal protections to guarantee that existing City funding for public safety is protected and cannot be reduced or redirected for other purposes by the City Council. The measure requires that the police and fire chiefs develop annual expenditure plans for the measure, and that they are submitted to the Independent Citizens' Oversight Committee for their review and comment prior to the Council's consideration and adoption.

<u>If approved by voters, the proposed measure would address public safety needs and priorities, including</u>:

- Increasing the number of police officers and firefighters in Hemet
- Improving neighborhood police patrols
- Maintaining 911 paramedic and emergency response services
- Ensuring paramedics are on duty at every fire station in Hemet
- Restoring police anti-drug and anti-gang units
- Enhancing crime prevention and investigation
- Restoring fire engine Company at Station 5 in eastern Hemet
- Enhancing tracking of sex offenders and parolees
- Maintaining and improving police and firefighting equipment

Preliminary Police Department Enhanced Staffing Plan:

Hemet PD-Public Safety Tax Staffing Plan		YEAR 1		YEAR 2		YEAR 3		YEAR 4		YEARS 5-10
Department Personnel	CURRENT	ADD	TOTAL	ADD	TOTAL	ADD	TOTAL	ADD	TOTAL	
Chief of Police	1	0	1	0	1	0	1	0	1	
Deputy Chief of Police	1	0	1	0	1	0	1	0	1	
Lieutenant	3	0	3	1	4	0	4	0	4	
Sergeant	10	2	12	0	12	0	12	0	12	
Sergeant-Limited Term Program	1	-1	0	0	0	0	0	0	0	MAINTAIN
Corporal	5	0	5	0	5	0	5	0	5	
Investigator	3	0	3	4	7	0	7	0	7	
Investigator-Limited Term Program	2	-2	0	0	0	0	0	0	0	OPTIMUM
Police Officer	**46**	**16**	**62**	**6**	**68**	**6**	**74**	**4**	**78**	
Sworn total	**72**	**15**	**87**	**11**	**98**	**6**	**104**	**4**	**108**	
Confidential Office Specialist	1	0	1	0	1	0	1	0	1	STAFFING
Management Assistant	2	0	2	0	2	0	2	0	2	
Public Safety Dispatch Supervisor	0	0.5	0.5	0	0.5	0	0.5	0	0.5	
Crime Scene Technician	1	0	1	0	1	0	1	0	1	LEVELS
Public Safety Dispatcher	12	0	12	0	12	0	12	0	12	
Public Safety Tech Specialist	0	0.5	0.5	0	0.5	0	0.5	0	0.5	
Property/Evidence Technician	2	0	2	0	2	0	2	0	2	
Community Service Officer	7	0	7	0	7	0	7	0	7	
Media & Intelligence Analyst	1	0	1	0	1	0	1	0	1	
Public Safety Office Specialist	5	0	5	0	5	0	5	0	5	
Non-sworn total	**31**	**1**	**32**	**0**	**32**	**0**	**32**	**0**	**32**	
Police Department Total Staff	**103**	**16**	**119**	**11**	**130**	**6**	**136**	**4**	**140**	

- Add 6 police officers and 1 sergeant to form Crime Suppression Unit to immediately reduce gang violence & increase patrols in neighborhoods, parks and shopping centers
- Add 6 police officers and 1 sergeant to form Nuisance Abatement Team to improve quality of life in the city by addressing homelessness, panhandling and trespassing
- Add 16 police officers to patrol neighborhoods, prevent crime and improve response times to emergency calls
- Add 4 Criminal Intelligence Investigators to track parolees, gang members and sex offenders and prevent violent crime
- Add 1 Lieutenant to oversee Special Enforcement Bureau to improve efficiency and keep police officers on the street
- Add 1 dispatch supervisor to improve response times to 9-1-1 emergencies and implement Emergency Medical Dispatch to save lives

Preliminary Fire Department Enhanced Staffing Plan

Hemet FD-Public Safety Tax Staffing Plan		YEAR 1		YEAR 2		YEAR 3		YEAR 4	
Department Personnel	**CURRENT**	**ADD**	**TOTAL**	**ADD**	**TOTAL**	**ADD**	**TOTAL**	**ADD**	**TOTAL**
Fire Chief	1	0	1	0	1	0	1	0	1
Deputy Chief	0	0	0	0	0	0	0	0	0
Battalion Chief	0	3	3	0	3	0	3	0	3
Fire Captain	15	0	15	6	21	0	21	0	21
Engineer	15	3	18	0	18	0	18	0	18
Firefighter	15	3	18	0	18	0	18	0	18
Sworn Total	**46**	**9**	**55**	**6**	**61**	**0**	**61**	**0**	**61**
Public Safety Dispatcher	0	0	0	6	6	0	6	0	6
Public Safety Tech. Specialist	0	1	1	0	1	0	1	0	1
Media & Intelligence Analyst	0	0	0	1	1	0	1	0	1
Fire Inspector	0	0	0	0	0	1	1	0	1
Emergency Service Coordinator	.5	.5	1	0	1	0	1	0	1
Non-sworn total	**0**	**2**	**2**	**7**	**9**	**1**	**10**	**0**	**10**
Fire Department Total Staff	**47**	**11**	**57**	**13**	**70**	**1**	**71**	**0**	**71**

- Staff and re-deploy Truck Company to Station 1 where fire/rescue need is most severe
- Establish "light-force rapid response unit" for immediate response to medical emergencies.
- Staff and convert Squad 5 to full-service Paramedic Engine to provide full paramedic and fire suppression coverage to residents and businesses in eastern Hemet
- Re-deploy Squad 5 to improve emergency paramedic response times throughout the city.
- Add three shift Battalion Chiefs to improve overall management of day-to-day operational functions and program management including EMS/Paramedic, Training, Fire Prevention
- Add 6 Emergency 9-1-1 Medical Dispatchers to improve life-saving capabilities
- Purchase apparatus equipment and support equipment

Voter Transparency:
The right to vote is a fundamental right in our country. With crime and safety such serious issues in our community, there is no question, the community should have the right to vote on whether to establish a one cent sales tax measure for enhanced public safety services. Letting voters decide on this issue provides the maximum transparency to voters.

Required Action to Place Proposed Measure on Ballot for Voters Consideration:
The City Council Revenue Enhancement Ad Hoc Committee is recommending that the City Council place a 1% transaction and use tax (1 cent sales tax) measure on the ballot to support exclusively, enhanced public safety services within the City of Hemet. To be effective, the ordinance must be adopted by a 2/3 vote of the membership of the Council and then be submitted to the City's voters who must enact the measure by a 2/3 vote. The proposed measure includes the following key elements:

- ***Use of Revenue Restricted to Enhancing Hemet Police and Fire Services***. The measure strictly limits the City's use of the tax proceeds to enhancing public safety services provided by the Hemet Police and Fire Departments. Tax proceeds may only be expended on regular and special expenses incurred by the Hemet Police and Fire Departments for their operation and the provision of public safety services within the City as expressly provided in Section 74-136(A). No other expenditures are permitted under the measure. 74-131(B), 74-136(A), (B) and (D).

- ***Expenditure Plan***. The City Council will be required to annually prepare and adopt an expenditure plan for the Hemet Police and Fire Departments applying the proceeds of the tax consistent with the requirements of the measure. The expenditure plan must be submitted to the citizens' oversight committee for their review and comment prior to the Council's consideration and adoption of the plan. The expenditure plan must be consistent with the requirements of the measure. Section 74-136.

- ***Independent Audit***. The measure requires an independent audit of the use of tax proceeds annually. The audit is also required to be reviewed by the Citizen's Oversight Committee. Section 74-135.

- ***Citizen Oversight Committee***. The measure will create a Citizen's Oversight Committee responsible for reviewing the City's expenditure plan and the independent audit to ensure that tax proceeds are being used only as provided for in the measure. Meetings and reports of the Citizen Oversight Committee will be open and available to the public. Section 74-134.

- ***Revenue Allocation 2/3 Police and 1/3 Fire***. The measure requires that tax revenue be allocated 1/3 to the Hemet Fire Department and 2/3 to the Hemet Police Department and expended consistent with the provisions of the measure. Section 74-136(C).

- ***Protected General Fund Hemet Police and Fire Services Funding***. The measure will ensure continued general fund funding for the Hemet Police and Fire Departments at current levels, which is 72% of the City's general fund. Under the measure, the City must maintain at least this level of general fund support for public safety so long as the City continues to receive proceeds from the tax. As explained above, tax proceeds will be used to enhance the level of public safety through increases in the number of peace

officers, firefighters and paramedics, and supporting services and equipment. Sections 74-131(A) & (B); 74-136(D).

- ***Mandatory Police Staffing Ratio***. The measure requires that tax proceeds be used to recruit, hire, equip, and support sworn peace officers and/or police academy cadets, so that the Hemet Police Department attains a staffing ratio of 1.2 full time equivalent sworn peace officers per 1,000 City of Hemet residents by July 1, 2019 and maintains that ratio for the duration of the tax. Sections 74-131(B) and 74-136(E).

- ***Expiration Date***. The tax is scheduled to terminate ("Sunset") in ten (10) years after the tax becomes effective.

FISCAL IMPACT:
Based on an estimate provided by the Riverside County Registrar of Voters, the cost of the consolidated election will be approximately $67,000.

Respectfully submitted,

David M. Brown
Chief of Police

Scott Brown
Fire Chief

ATTACHMENTS:
FM3 Community Revenue Options Survey Final Report
FM3 Summary of 2015 Survey Results Memo
2015 Fire Department Service Delivery Options Analysis-Standards of Coverage Final Report
2013 CSU-San Bernardino, Institute of Applied Research Quality of Life Study

CITY OF HEMET
Hemet, California

RESOLUTION BILL NO. 16-012

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF HEMET, CALIFORNIA CALLING AN ELECTION TO ASK THE VOTERS OF THE CITY OF HEMET TO APPROVE A TRANSACTIONS AND USE TAX; APPROVING THE FORM OF THE ORDINANCE TO BE SUBMITTED TO THE VOTERS; REQUESTING THAT THE BOARD OF SUPERVISORS OF THE COUNTY OF RIVERSIDE CONSOLIDATE THE ELECTION WITH THE ESTABLISHED ELECTION DATE TO BE HELD ON JUNE 7, 2016; AND DIRECTING THE COUNTY ELECTIONS DEPARTMENT TO CONDUCT THE ELECTION ON THE CITY'S BEHALF

WHEREAS, the City of Hemet seeks to maintain a safe community to live, work, and raise a family; and,

WHEREAS, since 2008, the City of Hemet has experienced a reduction in tax revenue that has resulted in reduction in police and fire department staffing; and,

WHEREAS, the City of Hemet Police Department reported that compounded by severe staffing reductions, Hemet has experienced a 51% increase in violent crime and a 21% increase in overall crime since 2010, which is reflected in a recent community survey in which over 60% of residents reported being fearful they would be the victim of a crime in Hemet and over 52% said they usually leave Hemet to shop or spend money on entertainment; and

WHEREAS, more and more parolees and sex offenders are being released early because of state cuts to prisons; and

WHEREAS, the City of Hemet Fire Department experienced a 40% reduction in staffing as a result of the recession, and a recent community survey showed that 88% of Hemet citizens are opposed to making any cuts to 9-1-1/Paramedic services; and

WHEREAS, despite continued budget shortfalls, the Hemet Fire Department recently implemented a Paramedic program to improve life-saving emergency response in 60% of the City's fire stations; and

WHEREAS, the City of Hemet robustly engaged the community regarding Hemet's public safety needs to obtain feedback about what police, fire, and community safety priorities are important to them; and

WHEREAS, to preserve vital City of Hemet Police Department services, the proposed transactions and use tax would enable the Hemet Police Department to add up to an estimated 39 new peace officers to the Hemet police force, a 57% increase in peace officer staffing; and

WHEREAS, this measure will put more police officers on the streets and fund anti-drug and gang teams to improve safety in our city; and

WHEREAS, to preserve important City of Hemet Fire Department services, the proceeds from the proposed transactions and use tax could be used to add paramedics to all Hemet Fire Stations to improve emergency life-saving response; and

WHEREAS, the amount of crime, drug trafficking and homelessness in Hemet is hurting our local businesses and job market. People are going to other cities to do their shopping and businesses do not want to be located in a city that cannot provide adequate public safety services. This measure will help improve Hemet's quality of life and make it a safer place to live and do business; and

WHEREAS, the State of California has taken more than six million dollars from Hemet over the last five years and shifted responsibility for many programs back to local cities like Hemet without the necessary funding to provide the services. This measure provides locally-controlled funding for local police and fire services that cannot be taken by the state; and

WHEREAS, this measure is a special purpose public safety measure that requires by law that all measure funds are spent on public safety and cannot be redirected or taken by the City Council for other uses; and

WHEREAS, passing this measure will preserve Hemet's independent, City-run local Police and Fire Departments and not leave our community's safety up to County bureaucrats; and

WHEREAS, the City Council held a noticed public hearing on February 23, 2016 to consider calling an election to seek voter approval of a proposed public safety transactions and use tax as authorized by Revenue and Taxation Code section 7285.9; and

WHEREAS, the City Council desires to submit to the voters at the general election on June 7, 2016 a proposed ordinance to impose a transactions and use tax that, if approved would be imposed at a rate of 1% and would be collected by the State Board of Equalization and remitted to the City. The tax shall be approved if the measure receives at least a two-thirds (2/3) majority of affirmative votes; and

WHEREAS, Elections code section 9280 et seq. set forth the procedures for arguments in favor of or in opposition to any City measure and the procedures for rebuttal arguments;

WHEREAS, based on the all of the information presented at the February 23, 2016 public hearing, both written and oral, including the staff reports, minutes, and other relevant materials, the City Council finds that under CEQA guidelines 15060(c)(2) and 15378(b)(2) and (4), this tax does not constitute a project under CEQA and therefore review under CEQA is not required.

NOW, THEREFORE, the City Council of the City of Hemet does hereby resolve:

1. The City Council hereby finds that the above-referenced recitals are true and correct and material to this Resolution.

2. City Council of the City of Hemet hereby calls an election at which it shall submit to the qualified voters of the City, a measure relating to the adoption of a transactions and use tax. This measure shall be designated by letter by the Riverside County Elections Department. The election for this measure shall be consolidated with the established consolidated general election to be conducted on June 7, 2016.
3. The Ordinance establishing the transactions and use tax to be submitted to the voters for approval pursuant to Section 2 is as set forth in Exhibit A hereto and incorporated by this reference. The City Council hereby approves the Ordinance, the form thereof, and its submission to the voters of the City at the June 7, 2016 election, as required by Revenue and Taxation Code section 7285.9, subject to the approval of a two-thirds (2/3) majority of the voters voting on the measure at the election called by the adoption of this Resolution. The Ordinance establishes a transactions and use tax that can be administered and collected by the State Board of Equalization in a manner that adapts itself as fully as practicable to, and requires the least possible deviation from, the existing statutory and administrative procedures followed by the State Board of Equalization in administering and collecting the California State Sales and Use Taxes.
4. In accordance with Section 12111 of the Elections Code and Section 6061 of the Government Code, the City Clerk is hereby authorized and directed to cause notice of the measure to be published once in a newspaper of general circulation, printed, published, and circulated in the City of Hemet and hereby designated for that purpose by the City Council of the City of Hemet. The City Clerk may request that the County of Riverside Elections Department prepare and publish the required notice.
5. Pursuant to the requirements of the laws of the State of California relating to cities within said State, the following proposed measure shall be added to the

ballot for the June 7, 2016 election and thereby submitted to the voters of the City:

Hemet Police/Fire Community Safety Measure. To maintain/improve Police, Fire, and Paramedic/911 Emergency services, the number of police officers/firefighters, rapid response to gang violence, tracking of sex offenders/parolees; and, restore anti-gang/anti-drug units, shall the City of Hemet establish a 1% sales tax (1 cent) for 10 years only, providing $10,000,000 annually, with annual audits, and all funds required by law to be used in Hemet for police/fire services only?	__ Yes __ No

6. The official ballot to be used at said election shall conform to the laws of the State of California with relation thereto.
7. The City Council authorizes the Registrar of Voters to consolidate this election with the established election on June 7, 2016 for the ease and convenience of the registered voters and to take advantage of any cost savings possible by such consolidation.
8. The City Clerk may request the assistance of the County of Riverside Election Department in regard to said election, as the City Clerk deems necessary.
9. The City shall reimburse the County for services performed when the work is completed and upon presentation to the City of a properly approved bill.
10. The election shall be held and conducted as provided by law for holding municipal elections.
11. The notice of the time and place of holding the election is given and the City Clerk is directed to give further or additional notice of the election in the time, form and manner as required by law.
12. The City Clerk is hereby directed to submit to the City Attorney a certified copy of the measure. The City Attorney is hereby authorized and directed to prepare an impartial analysis of the ballot measure showing the effect of the measure on the existing law and operation of the measure, said analysis to be submitted by the City Attorney to the Registrar of Voters or other appropriate office of the County

of Riverside, for printing by the date set by City Clerk for the filing of arguments for and against the measure. The analysis shall not exceed 500 words in length and shall otherwise comply in all respects with the applicable provisions of the Elections Code of the State of California.

13. The City Clerk shall fix and determine a date for submission of arguments for or against said Measure, and said date shall be posted in the Office of the City Clerk. Arguments for and against said Measure may be filed in accordance with applicable provisions of law. The Council does not authorize the Council as a body or any individual member of the Council to file a written argument or any rebuttal argument for or against the Measure.

14. The election of the measure set forth in section 5 of this resolution shall be held and conducted, the votes canvassed and the returns made, and the results ascertained and determined as provided for herein. In all particulars not prescribed in this resolution, the election shall be held as prescribed in the Elections Code of the State of California. The Board of Supervisors of the County of Riverside is authorized to canvas the returns of the election with respect to the votes cast in the City of Hemet and certify the results to the City Council. At the next regular meeting of the City Council occurring after the returns of the election have been canvassed and the certification of the results to the City Council, the City Council shall cause to be entered in its minutes a statement of the results of the election.

15. The City Manager is hereby authorized and directed to expend the necessary funds to pay for the City's cost of placing the measure on the election ballot.

16. The City Clerk is hereby ordered to certify to the adoption of this resolution, notice, and proclamation, and to file copies hereof, so certified, with the Clerk of the Board of Supervisors of the County of Riverside and with the Registrar of

Voters of the County of Riverside, and to enter it into the book of original resolutions.

PASSED, APPROVED, AND ADOPTED this 23rd day of February, 2016

Bonnie Wright, Mayor

ATTEST:

APPROVED AS TO FORM:

Sarah McComas, City Clerk

Eric S. Vail, City Attorney

State of California)
County of Riverside)
City of Hemet)

I, Sarah McComas, City Clerk of the City of Hemet, do hereby certify that the foregoing Resolution is the actual Resolution adopted by the City Council of the City of Hemet and was passed at a regular meeting of the City Council on the 23rd day of February, 2016 by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

Sarah McComas, City Clerk

EXHIBIT A

SEE NEXT PAGE

NOT OPERATIVE UNTIL ENACTED BY VOTERS

CITY OF HEMET
Hemet, California
ORDINANCE NO. 1915

AN ORDINANCE OF THE CITY OF HEMET, CALIFORNIA, ADOPTING A TRANSACTIONS AND USE TAX TO SUPPORT PUBLIC SAFETY SERVICES FROM THE CITY OF HEMET POLICE AND FIRE DEPARTMENTS, AS ENACTED BY THE CITY OF HEMET VOTERS

WHEREAS, Revenue and Taxation Code section 7285.91 authorizes the governing body of any city to levy a transactions and use tax under Part 1.6 of the Revenue and Taxation Code, the proceeds of which are designated for a specific purpose; and

WHEREAS, Revenue and Taxation Code section 7285.91 requires the governing body of the city to adopt an ordinance proposing to levy a special purpose transactions and use tax by a two-thirds vote of the body, and then submit the ordinance to the voters for approval, which also must be by a two-thirds vote; and

WHEREAS, the City Council and the People of the City of Hemet desire to adopt a transactions and use tax pursuant to Revenue and Taxation Code section 7285.91 for the purpose of providing additional funding to the City of Hemet Police and Fire Departments; and

WHEREAS, since 2008 the City of Hemet has experienced a reduction in tax revenue resulting in reductions in Police and Fire Department staffing; and

WHEREAS, the City of Hemet Police Department reported that compounded by severe staffing reductions, Hemet has experienced a 51% increase in violent crime and

a 21% increase in overall crime since 2010, which is reflected in a recent community survey in which over 60% of residents reported being fearful they would be the victim of a crime in Hemet and over 52% said they usually leave Hemet to shop or spend money on entertainment; and

WHEREAS, the proposed transaction and use tax would enable the Hemet Police Department to ultimately add 39 new peace officers to the Hemet police force, a 57% increase in peace officer staffing; and

WHEREAS, the Hemet Fire Department experienced a 40% reduction in staffing as a result of the recession, and a recent community survey showed that 88% of Hemet citizens are opposed to making any cuts to 9-1-1/Paramedic services; and

WHEREAS, despite continued budget shortfalls, the Hemet Fire Department recently implemented a Paramedic program to improve life-saving emergency response in 60% of the City's fire stations; and

WHEREAS, proceeds from this temporary transactions and use tax would be used to add paramedics to all Hemet Fire Stations to improve emergency life-saving response.

THE PEOPLE AND THE CITY COUNCIL OF THE CITY OF HEMET DO ORDAIN AS FOLLOWS:

SECTION 1: CITY OF HEMET POLICE AND FIRE DEPARTMENTS TRANSACTIONS AND USE TAX

A new Article V (City of Hemet Police and Fire Departments' Public Safety Transactions and Use Tax) is added to Article 74 (Taxation) of the Hemet Municipal Code as follows:

"ARTICLE V. – CITY OF HEMET POLICE AND FIRE DEPARTMENTS' PUBLIC SAFETY TRANSACTIONS AND USE TAX

Sec. 74-130. – Title.

This article shall be known as the "City of Hemet Police and Fire Departments' Public Safety Transactions and Use Tax Ordinance."

Sec. 74-131. – Purpose and Intent.

A. Enumerated Purposes. In enacting the City of Hemet Police and Fire Departments' Public Safety Transactions and Use Tax Ordinance ("ordinance"), it is the purpose and intent of the People of the City of Hemet to:

1. Protect and enhance public safety within the City of Hemet.

2. Ensure continued general fund funding for the Hemet Police and Fire Departments at current levels.

3. Irrevocably dedicate the proceeds from the tax created by this ordinance to use by the Hemet Police and Fire Departments.

4. Ensure proceeds from the tax are dedicated specifically for Hemet Police and Fire Departments (or joint public safety efforts/task forces that include the Hemet Police and/or Fire Departments) and not for any other agency.

5. Create an oversight structure to ensure preservation of current funding ratios for Hemet Police Department and Fire Department funding and ensure new revenues are strictly dedicated to public safety purposes within the City of Hemet.

6. Impose a retail transactions and use tax in accordance with the provisions of Part 1.6 (commencing with Section 7251) of Division 2 of the Revenue and Taxation Code and Section 7285.91 of Part 1.7 of Division 2 of the Revenue and Taxation Code, the proceeds of which will be used exclusively to

support the public safety services provided by the City of Hemet Police and Fire Departments.

7. Adopt a retail transactions and use tax ordinance that incorporates provisions identical to those of the Sales and Use Tax Law of the State of California insofar as those provisions are not inconsistent with the requirements and limitations contained in Part 1.6 of Division 2 of the Revenue and Taxation Code.

8. Adopt a retail transactions and use tax ordinance that imposes a tax and provides a measure therefore that can be administered and collected by the State Board of Equalization in a manner that adapts itself as fully as practicable to, and requires the least possible deviation from, the existing statutory and administrative procedures followed by the State Board of Equalization in administering and collecting the California State Sales and Use Taxes.

9. Adopt a retail transactions and use tax ordinance that can be administered in a manner that will be, to the greatest degree possible, consistent with the provisions of Part 1.6 of Division 2 of the Revenue and Taxation Code, minimize the cost of collecting the transactions and use taxes, and at the same time, minimize the burden of record keeping upon persons subject to taxation under the provisions of this article.

B. Specific Intent. It is the specific intent of the People of the City of Hemet that the City Council shall not use proceeds generated from the tax created by this ordinance to replace general fund funding ratios for the Hemet Police and Fire Departments. This ordinance shall be strictly interpreted to preserve and maintain funding ratios presently in place for the Hemet Police Department and Fire

Department. This ordinance shall be further strictly interpreted to hold that proceeds generated by the tax created by this ordinance shall be used to supplement, and not replace in any way, public safety general fund funding ratios for the Hemet Police Department and Fire Department. It is further the specific intent of the People of the City of Hemet, by enacting this ordinance, that the City shall attain and maintain a minimum ratio of 1.2 full time equivalent sworn Hemet Police Department officers per 1,000 City of Hemet residents. It is further the specific intent of the People of the City of Hemet, by enacting this ordinance, that the proceeds of the tax created by this ordinance shall be dedicated specifically for the Hemet Police and Fire Departments (or joint public safety efforts/task forces that include the Hemet Police and/or Fire Departments) and not for any other agency. Finally, it is the intent of the People of the City of Hemet that any interpretation of this ordinance shall be liberally construed to effectuate the intent of the ordinance as stated heretofore.

Sec. 74-132. – Transactions Tax Rate.

For the privilege of selling tangible personal property at retail, a tax is hereby imposed upon all retailers in the incorporated territory of the City, as it exists on the operative date of this article, and in the incorporated territory of the City as it may hereafter be amended through annexation, at the rate of one percent of the gross receipts of any retailer from the sale of all tangible personal property sold at retail in said territory on and after the operative date of this ordinance.

Sec. 74-133. – Use Tax Rate.

An excise tax is hereby imposed on the storage, use or other consumption in the City of tangible personal property purchased from any retailer on and after the operative date of this ordinance for storage, use or other consumption in the incorporated territory

of the City, and in the incorporated territory of the City as it may hereafter be amended through annexation, at the rate of one percent of the sales price of the property. The sales price shall include delivery charges when such charges are subject to state sales or use tax regardless of the place to which delivery is made.

Sec. 74-134. – Citizens' Oversight Committee.

A citizens' oversight committee shall be established to furnish independent advisory review of the expenditure of the proceeds generated by the transactions and use tax as provided in this article. The committee shall meet at least twice each calendar year and more frequently if necessary to discharge the responsibilities of the committee. All of its meetings shall be subject to the provisions of the Brown Act (Cal. Gov. Code Section 54950 et seq.).

A. Committee Membership. The committee shall consist of seven (7) members, all whom shall be residents of the City of Hemet or reside within its sphere of influence, or owners of business located within the City of Hemet. A Majority of committee members shall be residents of the City of Hemet. Two (2) members shall be appointed by the Chief of Police, two (2) members shall be appointed by the Fire Chief, and three (3) members shall be appointed by the City Council. The members of the committee shall serve for a term of two years and such service shall be at the pleasure of the person or body that appointed them.

B. Committee Duties. The citizens' oversight committee shall annually review and comment on the City Council expenditure plan required under this article prior to its adoption by the City Council. The committee shall also annually comment on the independent annual audit required under this article prior to its final review by the City Council. The committee shall annually prepare a brief statement indicating whether the City's expenditure of proceeds from the transaction and use tax was consistent with the provisions of this article. This statement shall be sent to the Council and available to the public together with the committee's comments on the independent annual audit.

The committee shall not have authority to hire or retain its own staff, consultants, or contractors. The City shall provide such staff resources as are reasonable to assist the committee with its duties.

Sec. 74-135. – Independent Annual Audit.

The proceeds resulting from the transactions and use tax imposed by this article shall be deposited into a special fund established by the City and shall be subject to the same independent annual audit requirements as other special fund revenue. The independent auditor's report, which shall include an accounting of the revenues received and expenditures made from the transactions and use tax, will be presented annually to the City Council and made available for public review. The citizens' oversight committee shall review the independent annual audit and provide its comments on the audit to the City Council.

Sec. 74-136. – Expenditure Plan; Use Of Tax Proceeds.

The City Council shall as part of the City's normal budget process, annually prepare and adopt an expenditure plan for the Hemet Police and Fire Departments applying the proceeds of the transactions and use tax consistent with the requirements of this article. The expenditure plan shall be submitted to the citizens' oversight committee for their review and comment prior to the Council's consideration and adoption of the plan. The expenditure plan shall be consistent with the requirements of this article, including but not limited to the following:

A. Use of Proceeds. The transactions and use tax proceeds shall be used exclusively to pay for costs associated with the citizen's oversight committee, the independent audit, and to ensure adequate funding of the City of Hemet Police and Fire Departments. The tax proceeds may be expended on any and all regular and special expenses incurred by the Hemet Police and Fire Departments for their operation and

the provision of public safety services within the City and in response to mutual and automatic aid agreements, including but not limited to: wages, benefits, and deferred compensation for Police and Fire personnel and the Police and Fire Department's pro rata shares of such costs for other City personnel that support the Police and Fire Departments; the purchase, operation and maintenance of vehicles and equipment including repairs, fuel and maintenance; the purchase, operation and maintenance of property, buildings, improvements and other facilities necessary for Police or Fire purposes; training, licensing and certification of Police and Fire personnel; risk management and legal services in defense of claims and actions against either department and/or its personnel, and contractors, subcontractors, consultants, and professional services utilized by the Police or Fire Departments.

B. Limitations on Use of Proceeds. Except as expressly provided in this article, the proceeds of the transactions and use tax shall not be used to pay for any police or fire services provided by a governmental or private entity that would diminish or replace services provided by City of Hemet Police or Fire Department personnel. Notwithstanding the foregoing, proceeds of the transactions and use tax may be used to pay for police and fire services provided by a governmental or private entity that are in addition to, or which supplement or support, those services provided by City of Hemet Police or Fire Department personnel, including but not limited to, mutual and automatic aid services, joint task force services, hazmat services, training and certification, communication services, emergency medical services including ambulance transport, explosive ordinance detection and demolition, emergency preparedness and humanitarian aid services, similar emergency services, and such services determined to be necessary or convenient (i) to the enhanced operation of the Hemet Police Department as determined by the Police Chief, or (ii) to the enhanced operation of the

Hemet Fire Department as determined by the Fire Chief.

C. Split of Proceeds. Each fiscal year, transaction and use tax proceeds shall be allocated two-thirds to the City of Hemet Police Department, and one-third to the City of Hemet Fire Department.

D. Continued Budget Appropriations. The City shall not in any fiscal year, reduce the percentage of general fund revenues budgeted and appropriated for the Hemet Police and Fire Departments below 72% of the total general fund expenditure budget for the given fiscal year. At no time shall the City use proceeds from the transaction and use tax for expenditures other than those required for the Hemet Police and Fire Departments as permitted under this article.

E. Police Service Ratio. Prior to July 1, 2019, each expenditure plan and City of Hemet budget shall provide adequate funding for the Hemet Police Department to annually, recruit, hire, equip, and support sworn peace officers and/or police academy cadets, in such a manner, and considering estimated tax proceeds to be received in each of these fiscal years, so that the Hemet Police Department shall attain a funded staffing ratio of 1.2 full time equivalent sworn peace officers per 1,000 City of Hemet residents ("mandatory staffing ratio") by July 1, 2019. After July 1, 2019, and until termination of the tax as provided in Section 74-138 of this article, the City must budget for the mandatory staffing ratio and each expenditure plan and City of Hemet Budget shall provide adequate funding for the Hemet Police Department to maintain the mandatory staffing ratio.

Sec. 74-137. – Operative Date.

"Operative Date" shall mean the first day of the first calendar quarter commencing more than 110 days after the adoption of the City of Hemet Police and Fire Departments' Transactions and Use Tax Ordinance.

Sec. 74-138. – Termination.

The transactions and use tax levied by this article shall commence on the operative date and shall continue for a period of ten (10) years thereafter unless extended by the necessary vote of the registered voters of the City.

Sec. 74-139. – Contract With State.

Prior to the operative date, the City shall contract with the State Board of Equalization to perform all functions incident to the administration and operation of this article; provided, that if the City shall not have contracted with the State Board of Equalization prior to the operative date, it shall nevertheless so contract and in such a case the operative date shall be the first day of the first calendar quarter following the execution of such a contract.

Sec. 74-140. – Place Of Sale.

For the purposes of this article, all retail sales are consummated at the place of business of the retailer unless the tangible personal property sold is delivered by the retailer or his or her agent to an out-of-state destination or to a common carrier for delivery to an out-of-state destination. The gross receipts from such sales shall include delivery charges, when such charges are subject to the state sales and use tax, regardless of the place to which delivery is made. In the event a retailer has no permanent place of business in the state or has more than one place of business, the place or places at which the retail sales are consummated shall be determined under rules and regulations to be prescribed and adopted by the State Board of Equalization.

Sec. 74-141. – Adoption Of Provisions Of State Law.

Except as otherwise provided in this article and except insofar as they are inconsistent with the provisions of Part 1.6 of Division 2 of the Revenue and Taxation Code, all of the provisions of Part 1 (commencing with Section 6001) of Division 2 of the

Revenue and Taxation Code are hereby adopted and made a part of this article as though fully set forth herein.

Sec. 74-142. – Limitations On Adoption Of State Law And Collection Of Use Tax.

In adopting the provisions of Part 1 of Division 2 of the Revenue and Taxation Code:

A. Wherever the state of California is named or referred to as the taxing agency, the name of the City shall be substituted therefor. However, the substitution shall not be made when:

1. The word "state" is used as a part of the title of the State Controller, State Treasurer, State Board of Control, State Board of Equalization, State Treasury, or the Constitution of the State of California.

2. The result of that substitution would require action to be taken by or against the City or any agency, officer, or employee thereof rather than by or against the State Board of Equalization, in performing the functions incident to the administration or operation of this article.

3. In those sections, including, but not necessarily limited to sections referring to the exterior boundaries of the State of California, where the result of the substitution would be to:

a. Provide an exemption from this tax with respect to certain sales, storage, use or other consumption of tangible personal property which would not otherwise be exempt from this tax while such sales, storage, use or other consumption remain subject to tax by the state under the provisions of Part 1 of Division 2 of the Revenue and Taxation Code, or;

b. Impose this tax with respect to certain sales, storage, use or other consumption of tangible personal property which would not be subject to tax by the state under the said provision of that code.

4. In Sections 6701, 6702 (except in the last sentence thereof), 6711, 6715, 6737, 6797 or 6828 of the Revenue and Taxation Code.

B. The word "city" shall be substituted for the word "state" in the phrase "retailer engaged in business in this state" in Section 6203 and in the definition of that phrase in Section 6203.

Sec. 74-143. – Permit Not Required.

If a seller's permit has been issued to a retailer under Section 6067 of the Revenue and Taxation Code, an additional transactor's permit shall not be required by this article.

Sec. 74-144. – Exemptions and Exclusions.

A. These shall be excluded from the measure of the transactions tax and the use tax the amount of any sales tax or use tax imposed by the state of California or by any city, city and county, or county pursuant to the Bradley-Burns Uniform Local Sales and Use Tax Law or the amount of any state-administered transactions or use tax.

B. These are exempted from the computation of the amount of transactions tax the gross receipts from:

1. Sales of tangible personal property, other than fuel or petroleum products, to operators of aircraft to be used or consumed principally outside the county in which the sale is made and directly and exclusively in the use of such aircraft as common carriers of persons or property under the authority of the laws of this state, the United States, or any foreign government.

2. Sales of property to be used outside the City which is shipped to a point outside the City, pursuant to the contract of sale, by delivery to such point by the retailer or his or her agent, or by delivery by the retailer to a carrier for shipment to a consignee at such point. For the purposes of this paragraph, delivery to a point outside the City shall be satisfied:

a. With respect to vehicles (other than commercial vehicles) subject to registration pursuant to Article 1 (commencing with Section 4000) of Division 3 of the Vehicle Code, aircraft licensed in compliance with Section 21411 of the Public Utilities Code, and undocumented vessels registered under Division 3.5 (commencing with Section 9840) of the Vehicle Code by registration to an out-of-city address and by a declaration under penalty of perjury, signed by the buyer, stating that such address is, in fact, his or her principal place of residence; and

b. With respect to commercial vehicles, by registration to a place of business out-of-city and declaration under penalty of perjury, signed by the buyer, that the vehicle will be operated from that address.

3. The sale of tangible personal property if the seller is obligated to furnish the property for a fixed price pursuant to a contract entered into prior to the operative date of the ordinance codified in this article.

4. A lease of tangible personal property which is a continuing sale of such property, for any period of time for which the lessor is obligated to lease the property for an amount fixed by the lease prior to the operative date of the ordinance codified in this article.

5. For the purposes of subsections (B)(3) and (B)(4) of this section, the sale or lease of tangible personal property shall be deemed not to be obligated pursuant to a contract or lease for any period of time for which any party to the contract or lease has the unconditional right to terminate the contract or lease upon notice, whether or not such right is exercised.

C. These are exempted from the use tax imposed by this article, the storage, use or other consumption in the City of tangible personal property:

1. The gross receipts from the sale of which have been subject to a transactions tax under any state-administered transactions and use tax ordinance.

2. Other than fuel or petroleum products purchased by operators of aircraft and used or consumed by such operators directly and exclusively in the use of such aircraft as common carriers of persons or property for hire or compensation under a certificate of public convenience and necessity issued pursuant to the laws of this state, the United States, or any foreign government. This exemption is in addition to the exemptions provided in Sections 6366 and 6366.1 of the Revenue and Taxation Code of the state of California.

3. If the purchaser is obligated to purchase the property for a fixed price pursuant to a contract entered into prior to the operative date of the ordinance codified in this article.

4. If the possession of, or the exercise of any right or power over, the tangible personal property arises under a lease which is a continuing purchase of such property for any period of time for which the lessee is obligated to lease the property for an amount fixed by a lease prior to the operative date of the ordinance codified in this article.

5. For the purposes of subsections (C)(3) and (C)(4) of this section, storage, use, or other consumption, or possession of, or exercise of any right or power over, tangible personal property shall be deemed not to be obligated pursuant to a contract or lease for any period of time for which any party to the contract or lease has the unconditional right to terminate the contract or lease upon notice, whether or not such right is exercised.

6. Except as provided in subsection (C)(7), a retailer engaged in business in the City shall not be required to collect use tax from the purchaser of tangible personal property, unless the retailer ships or delivers the property into the City or participates within the City in making the sale of the property, including, but not limited to, soliciting or receiving the order, either directly or indirectly, at a place of business of the retailer in the City or through any representative, agent, canvasser, solicitor, subsidiary, or person in the City under the authority of the retailer.

7. "A retailer engaged in business in the City" shall also include any retailer of any of the following: vehicles subject to registration pursuant to Article 1 (commencing with Section 4000) of Division 3 of the Vehicle Code, aircraft licensed in compliance with Section 21411 of the Public Utilities Code, or undocumented vessels registered under Division 3.5 (commencing with Section 9840) of the Vehicle Code. That retailer shall be required to collect use tax from any purchaser who registers or licenses the vehicle, vessel, or aircraft at an address in the City.

D. Any person subject to use tax under this article may credit against that tax any transactions tax or reimbursement for transactions tax paid to a district imposing, or

retailer liable for a transactions tax pursuant to Part 1.6 of Division 2 of the Revenue and Taxation Code with respect to the sale to the person of the property the storage, use or other consumption of which is subject to the use tax.

Sec. 74-145. – Amendments.

All amendments subsequent to the effective date of this article to Part 1 of Division 2 of the Revenue and Taxation Code relating to sales and use taxes and which are consistent with Part 1.6 and Part 1.7 of Division 2 of the Revenue and Taxation Code, and all amendments to Part 1.6 and Part 1.7 of Division 2 of the Revenue and Taxation Code, shall automatically become a part of this article, provided however, that no such amendment shall operate so as to affect the rate of tax imposed by this article.

Sec. 74-146. – Enjoining Collection Forbidden.

No injunction or writ of mandate or other legal or equitable process shall issue in any suit, action or proceeding in any court against the state or the City, or against any officer of the state or the City, to prevent or enjoin the collection under this article, or Part 1.6 of Division 2 of the Revenue and Taxation Code, of any tax or any amount of tax required to be collected."

SECTION 2: CEQA

The adoption of this ordinance is not a "project" subject to the requirements of the California Environmental Quality Act (CEQA) (Public Resources Code Section 21000 et seq.). CEQA Guideline 15378(b)(4) provides that the creation of government funding mechanisms or other government fiscal activities that do not involve any commitment to a specific project that may result in a potentially significant physical impact on the environment are not projects subject to the requirements of CEQA.

SECTION 3: SEVERABILITY

If any part or provision of this ordinance, or the application of this ordinance to any person or circumstance, is held invalid, the remainder of this ordinance, including the application of such part or provisions to other persons or circumstances, shall not be affected by such a holding and shall continue in full force and effect. To this end, the provisions of this ordinance are severable.

SECTION 4: ELECTION REQUIRED; EFFECTIVE DATE.

This ordinance shall be submitted to the voters at the special election to be held on June 7, 2016. This ordinance shall not become operative unless and until two-thirds of the electors voting on the measure vote to approve this ordinance, in which case this ordinance shall go into effect ten (10) days after the date on which the election results are declared by the City Council.

APPROVED FOR PLACEMENT ON THE BALLOT this ___ day of _____ 2016.

_____
Bonnie Wright, Mayor

ATTEST:

_____
Sarah McComas, City Clerk

APPROVED AS TO FORM:

_____
Eric S. Vail, City Attorney

Ordinance No. 1915 was submitted to the People of the City of Hemet at the June 7, 2016, statewide primary election. It was approved by the following vote of the electors:

YES: _____

NO: _____

State of California)
County of Riverside)
City of Hemet)

I, Sarah McComas, City Clerk of the City of Hemet, do hereby certify that the foregoing Ordinance was approved for placement on the ballot at the regular meeting of the Hemet City Council on the ___ day of _____, 2016, and was passed by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

_____
Sarah McComas, City Clerk

RIV #4847-0299-0892 v5

Fairbank, Maslin, Maullin, Metz & Associates

FM3

Public Opinion Research & Strategy

TO: **Interested Parties**

FROM: **John Fairbank & Adam Sonenshein**
Fairbank, Maslin, Maullin, Metz & Associates (FM3)

RE: **Summary of Survey Results**

DATE: **August 28, 2015**

Fairbank, Maslin, Maullin, Metz & Associates (FM3) recently completed a survey[1] of Hemet residents to provide the City with feedback on its residents' budgeting priorities and assess interest in possible local community revenue options.

Key Findings:

1) Hemet residents strongly approve of the performance of their public safety agencies.

2) Survey respondents overwhelmingly believe that the City of Hemet is in need of additional funds to provide the level of services that residents need and want.

3) More than three-quarters of respondents were interested in establishing voter-approved, special sales tax funding for public safety to maintaining and improving local public safety services, including police and fire protection, paramedic services and 911 emergency response. This puts the measure well above the two-thirds threshold for passage and outside of the survey's margin of error.

4) After hearing information that could be presented about the measure, support is maintained at a level above the threshold for passing the measure.

5) A ballot measure that would fund the same public safety services by establishing a utility users' tax is not supported at a rate higher than the two-thirds threshold needed for passage.

---

[1] From August 6th – 15th, 2015, Fairbank, Maslin, Maullin, Metz & Associates (FM3) conducted a telephone survey of 350 Hemet residents likely to vote in the June 2016 California statewide general election. The margin of error for questions asked of the full sample is plus or minus 5.2 percent. The margin of error for questions asked of half of respondents is plus or minus 7.4%.

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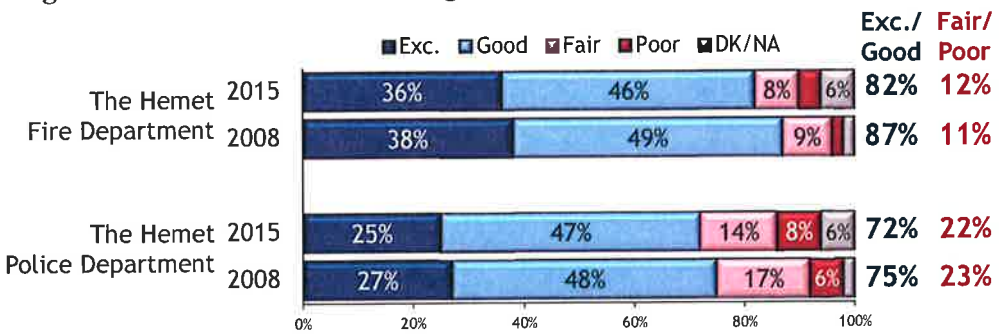
6) More than six-in-ten respondents were interested in establishing a local, voter-approved general sales tax for public safety, street and pothole repair, library services, and programs that attract and retain local businesses and jobs, as well as other general services, well above the majority vote threshold needed for passage and outside of the survey's margin of error.

7) Police and fire department leaders should work with residents, business owners and other stakeholders to further refine the measure before making the decision regarding revenue enhancement.

Detailed Findings:

The City of Hemet's Fire and Police departments both received very strong ratings by survey respondents for their job performance. As seen in **Figure 1** below, a combined 82 percent of respondents believe the Hemet Fire Department is either doing an "excellent" or "good" job, and 72 percent believe the same about the Hemet Police Department. These ratings are in line with research conducted in Hemet by FM3 in 2008.

Figure 1: Job Performance Ratings of Hemet Public Safety Agencies



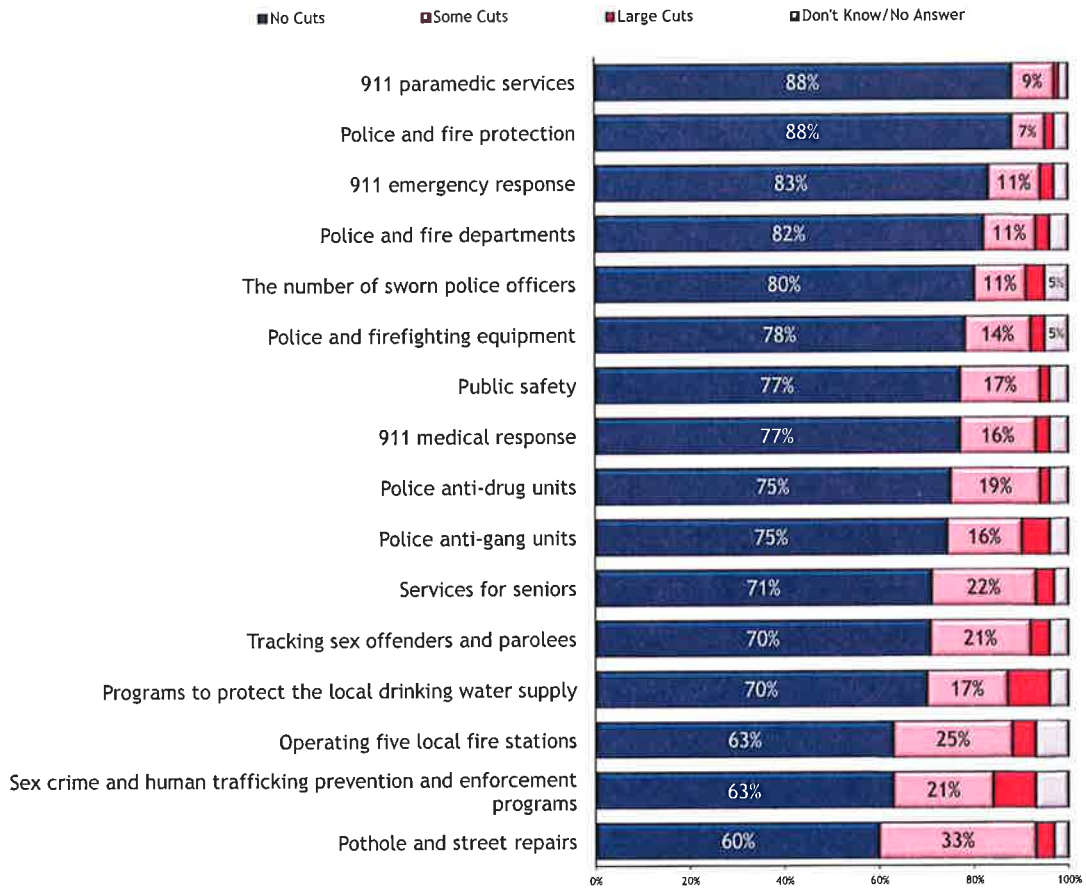
Hemet residents are very concerned about crime in their city, with over 80 percent describing several elements of crime as being either "extremely serious" or "very serious problems" in the city. Residents expressed the greatest concern about "the number of sex offenders and other parolees released into our community early from state prisons," with 87 percent of respondents calling it either an extremely or very serious problem in Hemet (see **Table 1** on the following page). "Gang members and drug dealers coming into Hemet from L.A. communities to commit crimes" and "crime in general" were both described as extremely/very serious problems by over 80 percent of respondents.

Table 1: Ratings of the Seriousness of Problems in Hemet

	Extremely Serious	Very Serious	Not too Much of a Problem	Not a Problem	Don't Know / No Answer	Total Extr. / Very Serious
The number of sex offenders and other parolees released into our community early from state prisons	45%	42%	4%	3%	6%	**87%**
Gang members and drug dealers coming into Hemet from L.A. communities to commit crimes	40%	43%	6%	4%	7%	**83%**
Crime in general	34%	47%	12%	4%	3%	**81%**
Vandalism	26%	46%	18%	7%	4%	**72%**
Personal safety in Hemet	24%	43%	19%	11%	3%	**67%**
State budget cuts to city programs and services	24%	42%	13%	6%	15%	**66%**
Feeling safe in the City	28%	35%	17%	17%	3%	**63%**
Feeling safe at night in the City	25%	39%	20%	13%	4%	**63%**
The potential for the City to declare bankruptcy	21%	42%	9%	11%	17%	**63%**
Continuing the City's current policy of operating a local police department	25%	35%	11%	20%	9%	**60%**
Continuing the City's current policy of operating a local fire department	25%	34%	13%	20%	8%	**59%**
Waste and inefficiency in local government	21%	37%	20%	8%	14%	**58%**
The size of City retirement benefits and pensions	17%	31%	15%	6%	30%	**48%**
The amount of local taxes people have to pay for city services	13%	25%	31%	18%	14%	**38%**

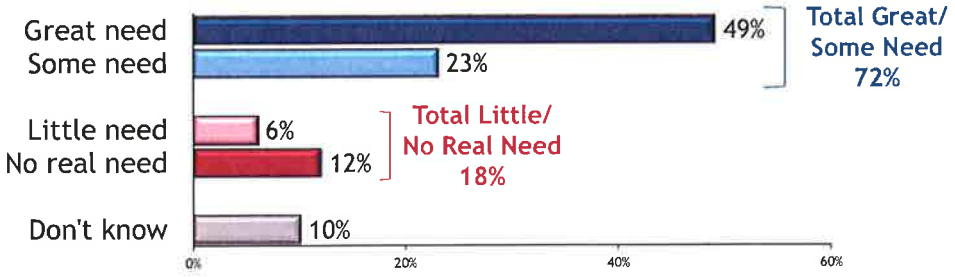
Hemet residents strongly opposed cuts to the City's budget for public safety services, including more than 80 percent saying they wanted "no cuts" to police and fire protection, paramedic and 911 emergency response services. As can be seen in **Figure 2,** 88 percent of respondents oppose any cuts to "911 paramedic services" and "police and fire protection" in Hemet. Additionally, over 80 percent oppose cuts to "911 emergency response," "police and fire departments," and "the number of sworn police officers."

Figure 2: Willingness to Accept Budget Cuts for Hemet City Services



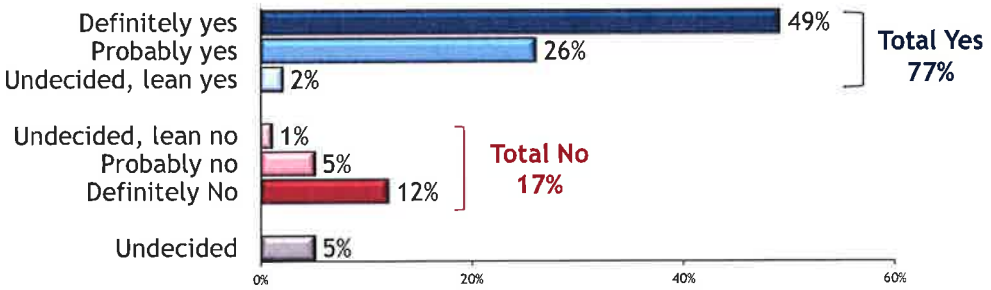
Over 70 percent of respondents indicated that Hemet is in need of additional revenue to provide the level of city services that residents need and want (Figure 3). Of those respondents, nearly half believe the City's need for funding is "great." Less than 20 percent believe that Hemet has little or no real need for funding, while 10 percent are unsure.

Figure 3: Percentage Saying Hemet Needs Additional Revenue



Supporters outnumber opponents by more than four-to-one for a June 2016 local, voter-approved special purpose one-cent sales tax measure. After hearing a description, 77 percent of respondents said they would support a possible revenue measure called the Hemet Police and Fire Community Safety Measure (see **Figure 4**) to maintain and improve local public safety services, 11 percentage points above the two-thirds threshold for passage and outside the survey's margin of error. The hypothetical measure would provide funding for police, fire, paramedics, and 911 emergency response, including efforts to reduce the impact of gangs and drugs and reduce homelessness, vandalism and graffiti. The hypothetical measure also included several provisions to ensure fiscal accountability. Only 18 percent of respondents oppose the measure and five percent are undecided.

Figure 4: Support for Public Safety Revenue Measure for the June 2016 Ballot

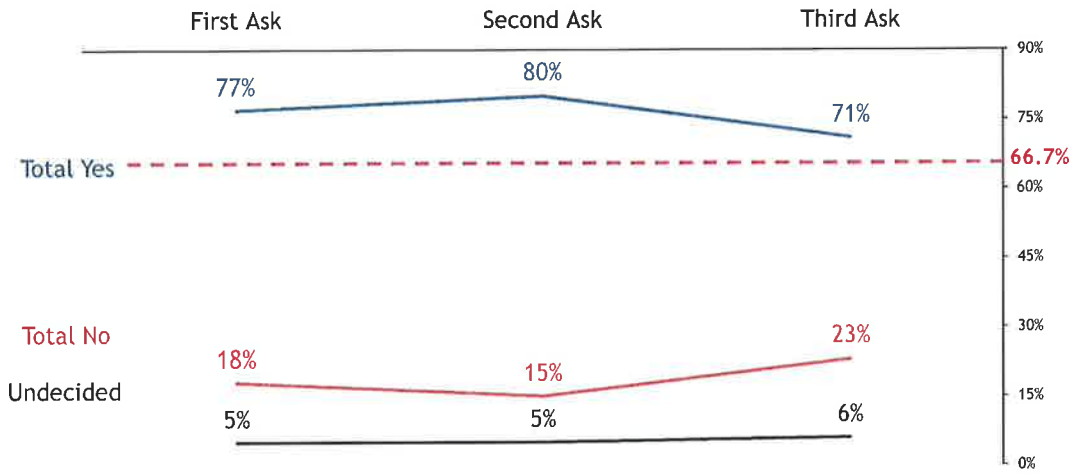


An alternative 6.8% Utility Users' Tax measure for the same services as described above was supported by 63 percent of survey respondents, below the two-thirds threshold for passage. The survey also tested an additional hypothetical one-cent sales tax measure which would fund public safety and other general services including street and pothole repair, library services, and programs to attract and retain local businesses and jobs. This measure was supported by 62 percent of voters – well above the majority vote threshold for this type of measure and outside of the survey's margin of error.

The one-cent public safety sales tax measure would have strong support from members of all political parties. Republicans support the measure overwhelmingly with 75 percent indicating they would vote yes and only 21 percent voting no, with five percent undecided. Support is even higher among Democrats, of whom 83 percent would vote yes and only 11 percent would vote no, with six percent undecided. Seventy-two percent of Independent voters would vote yes on the measure, compared to only 25 percent who would vote no and three percent who are undecided.

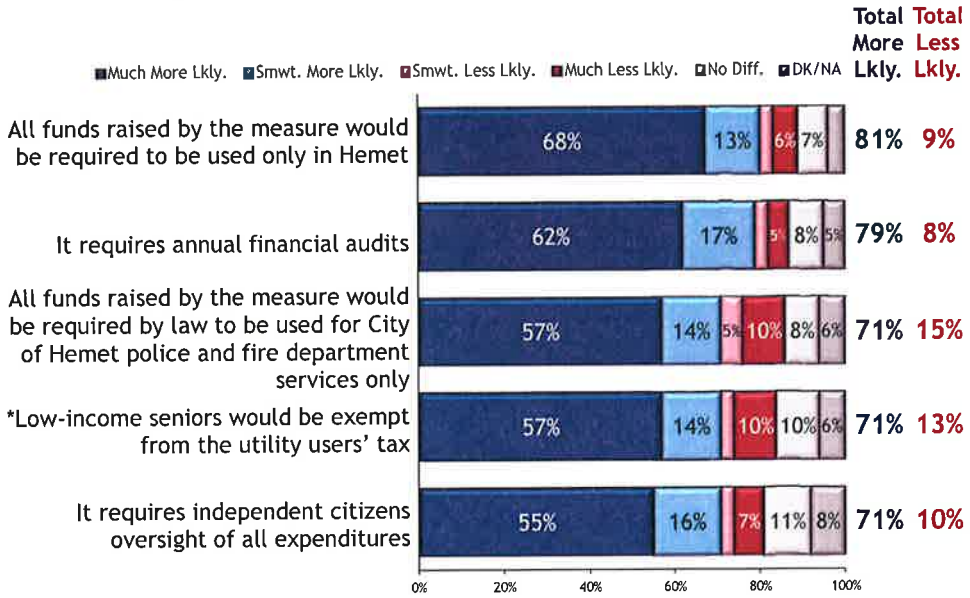
After an exchange of information about the measure, 71 percent of respondents support it, well above the two-thirds threshold for passage (see Figure 5). The measure reaches a high water mark of 80 percent of respondents saying they would vote yes to support the measure.

Figure 5: Support for a Potential One-Cent Public Safety Sales Tax Measure: Before and After Informational Messages



More than 70 percent of respondents said that they would be more likely to support the hypothetical revenue measure if any of several fiscal accountability provisions were included (see Figure 6). It was most important to respondents to know that "all funds raised by the measure would be required to be used only in Hemet," with 81 percent saying the statement made them more likely to support the measure, including 68 percent who said it made them "much more likely." Additionally, 79 percent would be more likely to support the measure if "it requires annual financial audits" (including 62% much more likely).

Figure 6: Ratings of Possible Accountability Provisions



Hemet Community Survey

Final Report

Submitted to:

Hemet Police Department

by:

CALIFORNIA STATE UNIVERSITY
SAN BERNARDINO
Institute of Applied Research
and Policy Analysis

Principal Investigator:
Barbara Sirotnik

Project Coordinator:
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Special Consultant:
Gina Airey Consulting, Inc.

Final Report Submitted March 10, 2014

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EXECUTIVE SUMMARY

In April, 2013, Hemet Police Chief Dave Brown introduced "Project H.O.P.E." (***H***emet's ***O***ption for ***P***olicing ***E***xcellence), and announced a plan to cut crime by 10 percent and fear of crime by 25 percent by the end of 2014. A key component of Chief Brown's plan was to survey the community to establish a baseline for fear of crime and determine the community's priorities for improving quality of life in Hemet.

IAR is pleased to submit its final report describing the results of the Hemet Community Survey, a survey effort to gather needed baseline data from the community regarding quality of life in Hemet, with specific emphasis on fear of crime and concrete behaviors linked to fear of crime (such as leaving the city to shop in order to increase their perceived level of safety). The data gathering effort was designed to produce numerical assessments which would be repeated over time to measure progress in meeting the Department's goals. The results will contribute meaningful information to the Department's strategic planning process, and will serve as a springboard for community-wide engagement and action geared toward improving the quality of life in the City.

SURVEY METHODS

Three types of survey methodologies were used in order to elicit information from Hemet residents, merchants/employers, and non-residents who visit Hemet or work in Hemet:

1) A **telephone survey** (conducted in English and Spanish, where necessary) was used in order to tap the opinions of a *statistically valid random sample* of Hemet residents; that is, a sample drawn from the population in a way that every adult (with a telephone) living in the City had virtually the same chance to be included in the sample. The random sampling procedures used were designed to ensure that the resulting data would be unbiased and would approximate the demographic breakdown shown in the 2010 Census. In other words, the sample would reflect the profile of adults who have phones (including cell phones) and who reside within the city limits of Hemet.

- A total of 448 residents were surveyed between October 23 and October 30, 2013 (with 3% of them conducted in Spanish), resulting in a 95 percent level of confidence and an accuracy of +/- 4.6%.
- The data were slightly skewed toward older people and non-Hispanics (people traditionally more likely to respond to a phone survey), thus in order to correct for this under-sampling and to better reflect the demographic profile of the City, a weighting factor was applied to the data. The weighted data (cited in this report) are only slightly different from the unweighted results, however the weighting better allows us to generalize to the full population of residents.

2) An **online survey** was used to tap opinions of Hemet residents as well as non-residents who visit Hemet or work in the city. The online versions of the Hemet Community Quality of Life Survey (available both in English and Spanish) were made active on the SurveyHemet.com web page on November 28, 2013 and were active through January 5, 2014.

- A total of 1,345 surveys of Hemet residents were completed online and 466 additional surveys of non-residents were completed online by people who visit Hemet or work in the City but live elsewhere.
- Online surveys can provide an opportunity for community engagement and broad participation. Further they can provide additional validation of phone survey results if the overall trends of the two methodologies match. They are also useful for asking questions which are better answered when "read/viewed" rather than "heard" over the phone. Data from online surveys are not random, however, and therefore must be interpreted with caution due to possible biases in the data. If there is a discrepancy between online survey results and phone survey results, ***the phone survey results are the statistically valid results which should be relied upon.***

3) Two **focus groups** were conducted on November 19, 2013, with representatives of Hemet's major employers and members of Chief Brown's advisory group. These focus groups provided the opportunity to ask in-depth probing questions too complex to be included in a phone or online survey and to begin to engage stakeholders in the Police Department's strategic planning process. Finally, they were used as a way of eliciting stakeholders' help in promoting the online survey (especially among under-represented groups from the phone survey – young people and Hispanics) so as to increase community participation.

FINDINGS

The research objectives of the study were to gather baseline data regarding overall quality of life in Hemet, perceptions of crime and safety in Hemet, and the community's preferred policing priorities. Questionnaires were constructed which would provide the Hemet Police Department and other City leaders with data that is useful (as opposed to simply "interesting") and *actionable*. In this executive summary, survey results are grouped based on what respondents felt positive about, what they felt "less positive" about, and what they cited as their main concerns. This summary **focuses mainly on the telephone survey results** (the statistically valid results which reflect the profile of adults in the City as shown in the 2010 Census).

LEGEND: Bold numbers are phone survey results (statistically valid, based on a random sample of residents); <u>underlined</u> numbers are online survey results (residents and workers).

POSITIVE VIEWS ABOUT LIFE IN HEMET AND THE HEMET POLICE DEPARTMENT

- Residents like Hemet's location/scenery (**20.7%**), small town atmosphere (**15.0%**), convenience to stores (**13.6%**), and affordable housing (**12.1%**). Hemet is perceived as a place that is not crowded (**8.0%**), peaceful and quiet (**7.4%**), with friendly people (**7.3%**).
- **59.3%** are proud to live in Hemet, with older people more likely to feel such pride than younger people
- **55.1%** feel a sense of belonging in Hemet
- 86.1% of non-residents feel that Hemet is a good place to find an affordable place to live
- 69.6% of non-residents think Hemet is a good place to make friends
- **69.0%** think that the Hemet Police Department is doing a good, very good, or excellent job with the resources it currently has.
- 91.4% believe it is important to have local officers working the streets of Hemet.
- **39.8%** of phone survey respondents believe that safety in Hemet has improved over the past 6 months (and other **9.1%** said it MAY have improved). This finding is significant in that people don't tend to notice changes in a short period of time unless those changes are substantial. The other **51.1%** has not seen improvements in safety over the past 6 months.

FACTORS PEOPLE FEEL LESS POSITIVE ABOUT

- Less than half of Hemet residents (**47.1%**) rated Hemet as a "very good" or "fairly good" place to live, with older people giving higher ratings than younger people. About a quarter (26.0%) of non-residents surveyed find the city a "very good" or "fairly good" place to visit, and a more encouraging 52.9% rate Hemet as a "very" or "fairly" good place to work.
- **37.9%** of phone survey respondents who have lived in the city for 5 years or less agree that Hemet is a safe city, whereas only **23.3%** of those who have lived in the city more than 20 years feel that way
- **46.1%** of people who have been the victim of a property or violent crime in Hemet are satisfied with the way the Hemet Police Department (HPD) handled the incident. Comments highlight the community's appeal for more officers and resources (and the related desires for faster response time, more investigations, and a higher level of concern for the victims)

MAIN CONCERNS

- When asked what residents like least about living in Hemet, crime and violence were mentioned most often (**24.4%**), with another **13.8%** mentioning drugs, gang activity, and

the perception that Hemet is a "dumping ground" for criminals, sex offenders, and ex-cons. The online survey of residents reflected similar perspectives, with 50.3% mentioning crime and violence, 8.4% mentioning gang activity, and 4.2% mentioning drugs.

- 40.2% of Hemet workers who live elsewhere said crime is what they like least about working in Hemet and 23.4% mentioned homeless people or vagrants loitering. A third (34.1%) of visitors cite lack of safety as what they like least about visiting Hemet, and 26.3% said they are bothered by homeless or vagrants loitering.
- Only **24.5%** think Hemet is a good place to raise children
- **8.5%** of residents think Hemet it is not safe to walk around their neighborhood during the day, and **57.5%** feel it is not safe at night. In contrast, 25.8% of non-residents think that walking around Hemet during the day is not safe, and 89.2% think it is not safe at night.
- Main safety concerns include drugs, gang activity, and residential burglaries. Of only slightly lower concern are auto theft, vandalism and tagging, prostitution, and homeless/vagrants loitering.
- **48.3%** are "very" or "somewhat" fearful that they will be the victim of a serious crime. More specifically, **60.8%** are "very" or "somewhat" fearful they will be the victim of a *property* crime in Hemet in the near future, and the figure is **45.2%** relative to *violent* crime.
- **57.4%** feel safe going to the local stores in the City of Hemet. **52.5%** usually leave Hemet to shop or spend money on entertainment (mainly because of availability of more options elsewhere) – a definite economic development issue.
- Residents believe that safety is everyone's responsibility (93.9%) but still want officers to patrol the neighborhood more often (80.4%). Only 27.1% believe that traffic enforcement in Hemet meets the needs of the community. 42.2% agree that the HPD responds to emergency calls in a timely manner, and 22.8% disagree.
- On a 100 point scale of importance of HPD activities (with 100 meaning extremely important and 0 meaning not important), most important activities include: gang task force (91.4), response time to emergency calls (91.1), narcotics enforcement (84.3), respectful/ professional officers (81.5), prostitution sweeps (79.1), community involvement (78.9), and removing homeless and vagrants from City parks (77.5).

INTRODUCTION

In April, 2013, Hemet Police Chief Dave Brown addressed the City Council regarding possible immediate and long-term solutions to crime and safety issues facing the community of Hemet. The Council supported Chief Brown's plan which he tagged "Project H.O.P.E." – ***H***emet's ***O***ption for ***P***olicing ***E***xcellence. His stated goal was to cut crime by 10 percent and fear of crime by 25 percent by the end of 2014. A key component of Chief Brown's plan was to survey the community to establish a baseline for fear of crime and determine the community's priorities for improving quality of life in Hemet.

In September, 2013, Chief Brown contracted with the Institute of Applied Research (IAR) at California State University to gather needed baseline data from the community regarding quality of life in Hemet, with specific questions about fear of crime and concrete behaviors linked to fear of crime (such as leaving the city to shop in order to increase their perceived level of safety). The data gathering effort was designed to produce numerical assessments which would be repeated over time to measure progress in meeting the Department's goals. It was also designed to inform the Department's future strategic planning efforts which will make explicit the mission, vision and priorities of the Department.

IAR is pleased to submit its final report describing the results of the Hemet Community Survey. The results will contribute meaningful information to the Department's strategic planning process, and will serve as a springboard for community-wide engagement and action geared toward improving the quality of life in the City.

SURVEY METHODS

Target populations

Three categories of constituencies were deemed important to survey to gain a broad understanding of the community's perceptions about quality of life in Hemet, feelings about safety in the City, and suggestions of what should be the Police Department's top priorities. City **residents** comprise the primary target population. But Hemet **merchants/employers** were also deemed to be an important secondary target population to survey, as were their **employees**. . Finally, **visitors** to Hemet comprised a tertiary target population. These are people who spend their time and money in Hemet even though they live in the surrounding communities of San Jacinto or Valle Vista, or in the more distant communities of Sun City, Menifee, Wildomar, Winchester, Murrieta, Temecula, Idyllwild, and even Moreno Valley and Riverside. Non-residents were important to survey since people with a high level of fear of crime in Hemet are more likely to choose to work and visit elsewhere, resulting in a "brain drain" of skilled workers and a "money drain" from the loss of visitors and workers who now frequent Hemet businesses.

Types of Methodologies Used

Three types of survey methodologies were used in order to elicit information from Hemet residents, Hemet employers and workers, and Hemet visitors:

First, a **telephone survey** was used in order to tap the opinions of a statistically valid random sample of Hemet residents; that is, a sample drawn from the population in a way that every adult (with a telephone) living in the City had virtually the same chance to be included in the sample.[1] The random sampling procedures used were designed to ensure that the resulting data would be unbiased and would approximate the demographic breakdown shown in the 2010 Census. In other words, the sample would reflect the profile of adults who have phones (including cell phones) and who reside within the city limits of Hemet.

In addition, an **online survey** was used to tap opinions of Hemet residents and of non-residents who work in or visit the city. Although such a survey is not random (and therefore must be interpreted with caution due to possible biases in the data), it does provide an opportunity for community engagement and wider participation. Further online surveys can provide additional validation of phone survey results if the overall trends of the two methodologies match. They are also useful for asking questions better answered when "read/viewed" rather than "heard" over the phone. Data from online surveys are not random, however, and therefore must be interpreted with caution due to possible biases in the data. If there is a discrepancy between online survey results and phone survey results, ***the phone survey results are the statistically valid results which should be relied upon.***

Finally, two **focus groups** – one comprised of Hemet's major employers and one including "informal community leaders" (people on Chief Brown's Advisory Group and who are also otherwise active in community affairs) – were conducted in order to allow the researchers an opportunity to conduct more in-depth questioning of participants than the other techniques. The focus groups also served as an important method of engaging community stakeholders in the initial stages of the Police Department's strategic planning process. Finally, they were used as a way of eliciting stakeholders' help in promoting the online survey (especially among under-represented groups from the phone survey – young people and Hispanics) so as to increase community participation.

Questionnaire Construction

Questionnaire construction of the telephone survey instrument was a collaborative effort between IAR, Gina Airey Consulting, Chief Brown, Hemet City Manager Ron Bradley and Interim Assistant City Manager Gary Thornhill. Questions were only included if the resulting data would be *actionable*, would yield statistically valid information regarding respondents'

1. It must be noted that adults with more than one telephone had a slightly higher chance to be selected for the survey than those with only one phone.

views about the Police Department as well as the overall quality of life in Hemet, and would provide an opportunity to track changes over time. Questions were drawn from various sources, including: IAR's 2013 Inland Empire Annual Survey, the 2013 Riverside Community Quality of Life Survey conducted by IAR, the Pew Internet & American Life Project,[2] and discussions among the abovementioned people involved in the collaborative effort. The resulting survey instrument included questions about issues such as:

- Factors which make people feel good about living in, working in, or visiting Hemet;
- Factors which make people feel bad/uncomfortable about living in, working in, or visiting Hemet;
- Sense of "belonging" to the community (i.e., do people know their neighbors?);
- Feelings of safety in Hemet during the day and evening;
- Fear of crime and personal experience with property and/or violent crime (in Hemet and elsewhere);
- Ranking of Police Department's priorities and strategies (i.e., dealing with panhandlers, traffic control, increasing the number of police officers, increasing the visibility of the police, randomly patrolling areas versus patrolling in designated neighborhoods, etc.);
- Experience with Hemet Police Department and satisfaction with the interaction;
- Relative willingness to be taxed in order to provide specific types of police services; and
- Sources of information about crime in Hemet.

Where possible, the questions were structured to enable us to:

- Compare perceptions of different aspects of quality of life across subgroups of the population;
- Compare residents' perceptions to hard data about aspects of quality of life; and
- Elicit information which could result in recommended priorities for action which would have the greatest chance of making a positive difference in Hemet residents', workers', and visitors' quality of life.

Several iterations of the telephone survey were considered before the survey was finalized on October 27. Work then began on constructing the online survey which included most of the questions from the phone survey in addition to questions which had been deemed too difficult to address by phone. The online survey was completed and approved in late November, 2013, with separate versions for those who live in Hemet and those who work in or visit Hemet but live elsewhere. All versions of the survey (phone and the two online surveys) were available in both English and Spanish.

2. "Neighbors Online," by Aaron Smith, June 9, 2010; a project of the Pew Research Center.

Finally, the focus group guide was drafted in October and finalized in early November. It included open ended discussion questions about stakeholder's safety concerns and other issues relevant to the Hemet Police Department's strategic plan.

The telephone questionnaire is attached as Appendix I, the online questionnaires are attached as Appendices II and III, and the focus group guide is attached as Appendix IV.

Telephone Survey Methods

In order to generate the initial sampling frame, IAR purchased a list of randomly selected phone numbers (both landline and cell phone) likely to belong to City of Hemet residents in the 92543, 92544, and 92545 zip codes. The list was screened to eliminate business phones, fax machines, and non-working numbers. Finally, in order to ensure that some unlisted phone numbers were included in the sample, the original list was supplemented by using working numbers as seed numbers from which other numbers were generated by adding a constant. To the extent possible, therefore, each Hemet resident **with a telephone** (either landline or cell phone) had an equal chance of being included in the survey sample. A total of 448 residents were surveyed (with 3% of them conducted in Spanish)[3], resulting in a 95 percent level of confidence and an accuracy of +/- 4.6%.

The following table shows a partial demographic breakdown of the respondents who participated in the telephone survey. The reader will note that the phone survey slightly over-represented older people (people traditionally more likely to respond to a phone survey).

HEMET **ADULT** POPULATION BREAKDOWN

Age	Census	Phone survey (n = 448)
18 to 19	2.5%[4]	1.9%
20 to 24	8.7%	2.1%
25 to 34	15.1%	7.1%
35 to 44	13.9%	12.8%
45 to 54	16.2%	14.2%
55 to 64	15.1%	16.5%
65 to 74	13.5%	21.8%
75 to 84	10.1%	17.0%
85+ years old	4.9%	6.6%

Further, only 18.1% of the respondents reported being of Hispanic, Latino, or Spanish origin, whereas the 2012 American Community Survey[5] reports 28.8% of Hemet's adult

3. Of the 18.1% of the sample reflecting respondents of Hispanic, Latino, or Spanish origin, only 3% required the survey in Spanish language. The rest responded to the English version.
4. The census shows the age category as 15 to 19, so the above figure for 18 to 19 is an estimate only.
5. The American Community Survey is an ongoing survey conducted by the U.S. Census Bureau each year to provide more up-to-date statistics than the every-10-year census.

population (33.9% of Hemet's total population) falling into that category. The following table shows the percent Hispanic origin broken down by age group. As the reader will note, Hispanics were over-represented in the younger age groups and slightly under-represented in older age groups.

% HISPANIC BY AGE GROUP, HEMET ADULT POPULATION

	% HISPANIC IN POPULATION	% HISPANIC IN PHONE SURVEY
18 to 19 (estimate)	35.5%	75.0% of 8 people
20 to 24 years	25.9%	44.4% of 9 people
25 to 34 years	44.3%	53.3% of 30 people
35 to 44 years	39.7%	24.5% of 53 people
45 to 54 years	32.0%	25.4% of 59 people
55 to 64 years	25.3%	12.9% of 70 people
65 to 74	18.6%	12.0% of 92 people
75 to 84	11.8%	4.2% of 72 people
85 and older	15.5%	7.1% of 28 people
TOTAL ADULT POP	**28.8%**	**18.1%**

In order to better reflect the demographic profile of the City, a weighting factor has been applied to the data. The weighted data (cited in this report) are only slightly different from the unweighted results, however the weighting better allows us to generalize to the full population of residents.

Telephone interviews were conducted by the Institute of Applied Research at California State University, San Bernardino using Computer Assisted Telephone Interviewing (CATI) equipment and software. The surveys were conducted between October 23 and October 30, 2013 (weekdays from 3 to 9 PM, Saturdays from 10 AM to 6 PM, and Sundays from 1 PM to 7 PM) in order to maximize the chances of finding respondents available and willing to complete the survey. Length of interview ranged from 9 to 51 minutes, with a median of 16 minutes.

Online Survey Methods

The online survey was programmed in Qualtrics and thoroughly pre-tested. On November 28, 2013, four links to the online versions of the Hemet Community Quality of Life Survey were made active on the SurveyHemet.com web page. One link opened up an English version of the "live in Hemet" survey and another opened up an English version of the "work in Hemet and/or visit Hemet" survey. Links were also present for Spanish versions of the two surveys. The survey links were active through January 5. **A total of 1,345 surveys of Hemet residents were completed online and 466 additional surveys of non-residents were**

completed online by people who visit or work in Hemet but live elsewhere.

It is important to reiterate that online surveys are not random, thus results may be skewed and must be interpreted with caution. Typically online survey respondents are those who are either extremely positive or extremely negative about the issue under study and are more motivated to complete a survey than those with "mid-range" attitudes. Further, people who have a vested interest in survey results are able to answer an online survey more than once, thus introducing bias into the results. Even if protocols had been put into place to block more than one survey completion per IP address, the problem would still exist since people often have access to several computers. Finally, it is well known in the literature that residents who complete online surveys tend to be younger, better educated, more affluent, and more likely to be employed. And Hispanics tend to be under-represented in surveys (both online and phone surveys).

Bottom line: No survey methodology is perfect. Online surveys are a wonderful method of community engagement which can provide some interesting anecdotal data and additional validation of phone survey results if the overall trends of the two methodologies match. Further, online surveys are useful in that some types of questions elicit better responses when "read/viewed" rather than "heard" over the phone. And it is possible to include more questions on an online survey than can be asked over the phone due to the "fatigue factor" of listening to an interviewer over the phone. But if there is a discrepancy between online survey results and phone survey results, ***the phone survey results are the more statistically valid results which should be relied upon.***

Focus Group Methods

Chief Brown nominated representatives of major employers in Hemet and members of his advisory group to participate in the focus groups which were held on November 19, 2013. The sessions were held at the Hemet Police Administration Building after 5 PM. The Chief's volunteer group served as greeters, and light dinner was provided since the sessions were held in the evening (one from 5 PM to 6:30 PM and the other from 7 PM to 8:30 PM). In order to provide an environment in which focus group members could speak freely, no members of the Hemet Police Department were present for the sessions, and there was no tape recording of the discussion made. IAR staff and Gina Airey Consulting conducted the focus groups and took copious notes of the proceedings.

FINDINGS

Following are the findings from the surveys of Hemet residents, workers, and visitors. The results are organized by conceptual category. First, a brief description of demographic shifts over time in Hemet is presented, followed by perceptions of general quality of life in the city. Safety issues are then addressed, along with evaluative questions regarding the performance of

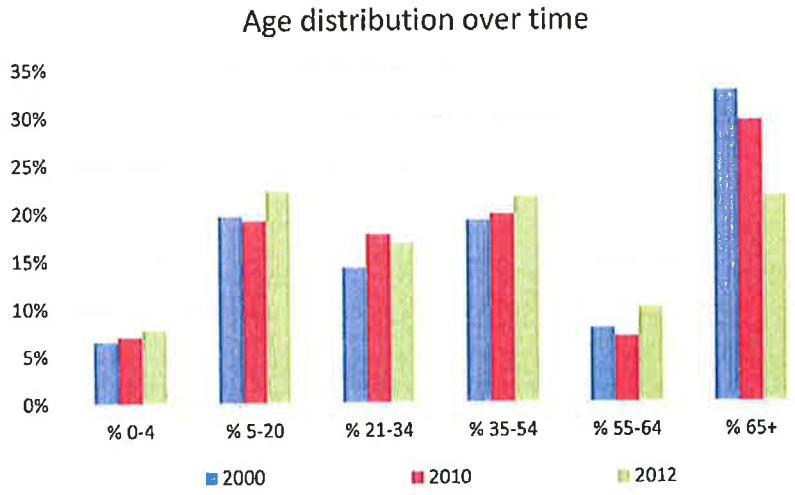
the Hemet Police Department. Within each category the weighted phone survey results are first presented, followed by the online survey and focus group results which provide supporting anecdotal data. **Telephone survey percentages are bolded** in order to reinforce the fact that these statistics are the random and generalizable figures to focus on. Online/paper results are underlined to distinguish these from the statistically valid phone results. Crosstabs by relevant variables such as respondent's age, longevity in the city, educational attainment, or race are presented where meaningful differences exist.

The reader is encouraged to view the full data displays as well as demographic profiles of respondents in Appendices V - VIII.

1) Brief Context – Changing Demographics

Although the city of Hemet was incorporated in 1910, large-scale residential development didn't blossom until the 1960's. Hemet quickly gained the reputation as a working class retirement area since much of the development was in the form of mobile home estates and retirement communities.

The Hemet of today is very different from the Hemet of the late 20th century. The City's population has grown from 59,000 in 2000 to nearly 81,000 today, with a shift in age distribution reflecting more young people and families, and fewer in the older age category (65+)[6].

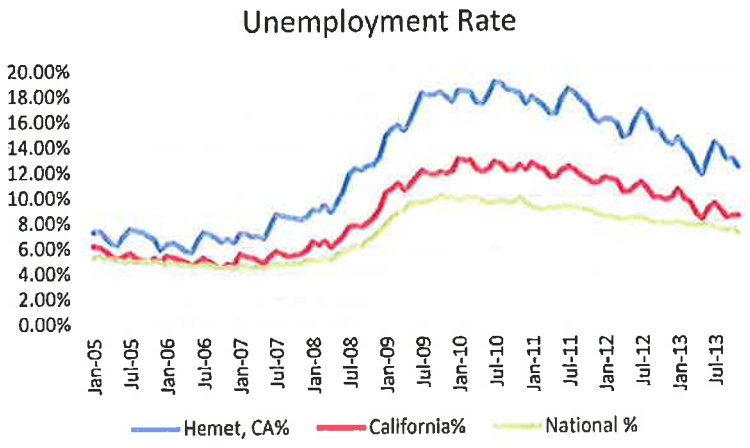


The increase in population and the shift in age distribution might partially be attributed to Hemet's relatively affordable cost of living. Indeed, in 2012 the cost of living in Hemet was 24.8% less than the California average.[7] The availability of low cost housing is a factor: the median sales price of a home ($123,000 in 2012) is significantly lower than housing prices

6. Sources: 2000 and 2010 U.S. Decennial Census; Nielsen Co., 2012
7. Source: http://www.areavibes.com/hemet-ca/cost-of-living/

elsewhere in Southern California – a draw for the population whose median household income is a bit over half of the state average ($32,726 in Hemet versus $53,219 countywide and $58,328 statewide for 2012). But one possible downside of Hemet's low cost of living is reflected in anecdotal evidence which suggests that Hemet's population has been augmented since 2011 by parolees released under AB109 – a change in the city's demographic profile which is a potentially serious issue for those residents who wish Hemet was still the secure retiree haven they had perceived in years past.[8]

Amidst these demographic changes, City officials have been actively engaged in efforts to improve the image of Hemet in an attempt to attract new businesses to the area.[9] The economic downturn (and the burst of the housing bubble) in the mid- to late-2000's have made that difficult. As noted in the graph below, the unemployment rate in Hemet (as well as statewide and nationally) began to increase in 2007. In January 2007 the unemployment rate for Hemet was 7.1% (vs 5.5% for California and 4.6% for the nation as a whole). Hemet's unemployment rate peaked at 19.0% in July, 2010 and has slowly trended down to 12.2% in November 2013, a figure which is still significantly higher than 8.3% statewide and 7.0% nationwide).[10]



It is in this context of demographic and economic shifts (typically associated with changes in the quality of life for residents, workers, and visitors) that the Hemet Community Survey was launched.

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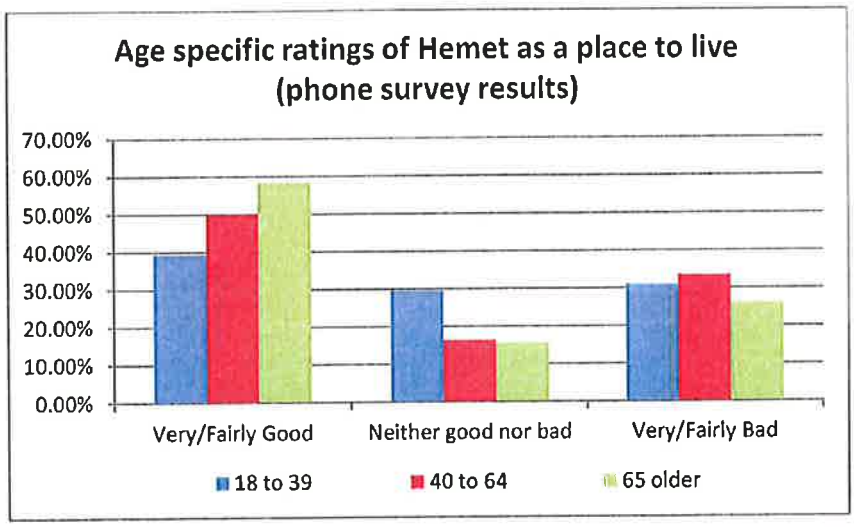
8. AB109 is the state's prison realignment program designed to reduce overcrowding in California's prison system. Some law enforcement members believe that early releases due to crowded county jails have resulted in increases in crime in some communities.
9. Hemet General Plan 2030, and "Hemet Trying to Put On a New Face," Los Angeles Times, February 24, 2003
10. Source: http://www.homefacts.com/unemployment/California/Riverside-County/Hemet.html

2) Overall Quality of Life in Hemet

OVERVIEW: Less than half of Hemet residents rated Hemet as a "very good" or "fairly good" place to live, with older people giving higher ratings than younger people. People like Hemet's location/scenery, small town atmosphere, convenience to stores, and affordable housing, but what they like least is crime and violence. Over half are proud to live in Hemet and feel a sense of belonging to the community.

There are various dimensions of "quality of life," but most researchers would agree that any attempt to measure quality of life would need to include a person's satisfaction (or lack thereof) with the cultural, financial, physical, environmental, intellectual, emotional, and social conditions of life. This year's survey effort was focused mainly on issues of crime and safety in Hemet, however there were also a few general quality of life questions included. The results of these questions have established a sound baseline which will allow us in future years to measure progress toward enhancing Hemet's quality of life.

To begin, respondents were asked: "Overall, how would you rate Hemet as a place to live?" Less than half **(47.1%)** of Hemet residents surveyed by phone rated Hemet as a "very good" or "fairly good" place to live. It is worth noting that there is a significant difference in ratings by age group, with older people giving higher ratings than younger people. Specifically, **58.3%** of people 65 or older versus **39.4%** of people 39 or younger rated Hemet as a "very good" or "fairly good" place to live.



Further, only 31.0% of online survey respondents who live in Hemet rated the city highly as a place to live. In a similar question, about a quarter (26.0%) of non-residents surveyed find

the city a "very good" or "fairly good" place to visit, and a more encouraging 52.9% rate Hemet as a "very good" or "fairly good" place to work.

To place these figures in context: when this standard survey question is asked about a city, county, or region, typically a majority of respondents provide a rating of "very good" or "fairly good" (either because they truly feel that way about their city/county, or because they in some way need to rationalize the fact that they have chosen to live in that location). For example, when IAR has asked the question on the Inland Empire Annual Survey during the years 1997 to 2013, between 62% and 74% rated San Bernardino County as a "very good" or "fairly good" place to live. Hemet figures did not come close to these levels this year.

Overall, what do respondents think are the best things about life in Hemet, and what are Hemet's biggest challenges (which are perhaps contributors to the less than stellar ratings of the city as a place to live and visit)? On the "plus" side, many survey respondents seemingly agree with a Press Enterprise article by Bob Pratte (1/1/14) in which Hemet was characterized as a place surrounded by beautiful hills, in a convenient location to scenic recreation areas, a city with a great deal of potential for strategic economic and population growth. Specifically, phone survey respondents feel that the best things about Hemet (an open-ended question to which respondents could offer more than one answer) include:

- Good area, location, scenery: **20.7%**
- Small town atmosphere/feeling: **15.0%**
- Convenience to stores, retail, restaurants: **13.6%**
- Affordable housing: **12.1%**
- Good climate, weather: **10.6%**
- Not crowded: **8.0%**
- Peaceful and quiet: **7.4%**
- Friendly people: **7.3%**
- ***NOTHING*: 8.0%**

These favorable factors were also listed in the online survey, although many more people mentioned "affordable housing" (53.8%) in the online survey than in the phone survey (perhaps because they were *viewing* a list of options rather than having them come to mind unprompted).

Hemet clearly has quite a few challenges as well as assets, summarized below in answer to the open-ended question: "What do you like least about living in Hemet?" Without a doubt, the main factor on the minds of phone survey respondents was crime and violence (mentioned by nearly a quarter of respondents – **24.4%**). Another group of people mentioned the related issues of drugs (**5.5%**), gang activity (**5.4%**), and the perception that Hemet is a "dumping ground" for criminals, sex offenders and ex-cons (**2.9%**). The online survey of residents reflected similar perspectives, with 50.3% mentioning crime and violence, 8.4% mentioning gang activity, and 4.2% mentioning drugs. The online survey of those who visit or work in Hemet (but don't live

there) reinforced those results, with 40.2% selecting "crime" from a list of factors some people like least about *working* in Hemet, and 23.4% selecting "homeless/vagrants loitering." And when people were asked what they like least about visiting or shopping in Hemet, 34.1% cited feeling a lack of safety and 26.3% indicated that they are bothered by homeless or vagrants loitering.

Several other general quality of life questions were placed on the phone and online surveys. For example, respondents were asked whether they agreed with the statement: "I am proud to live in Hemet," and **59.3%** of phone survey respondents agreed or strongly agreed with that statement, with older people being more likely to feel such pride than younger (71.3% agreement in the 65 or older age group versus 50% of the those 18 to 39 years old). Only 38.7% of online survey respondents answered that way (perhaps not surprising since the online survey included more young people than did the phone survey). Further, **55.1%** report feeling a sense of belonging to the community (51.1% of online survey respondents). Many focus group participants reported feeling that same sense of pride and belonging to the community, although they are clearly cognizant of the area's challenges:

- "This is my community. I've dedicated much of my adult life to the community and wanting to make a difference in this town."
- "When something bad happens, ears ring. It's not an option to leave! I feel compelled to do something."
- "I was born in Hemet, left for school, and came back. I know where to go and who to talk to, to get things done. Leaving is not an option. It bothers me when something doesn't go right."
- "I belong here and want to see my grandchildren grow up here."
- "I am fully invested here and 'all in.' My family is here, my business is here, my children are in school here, and my friends are here. Several times a week I hear of people wanting to leave, or people wanting to stay but whose friends are leaving. I don't see the opportunities in Hemet right now. My son will probably leave when he is old enough, and he won't come back. That hurts me. Shine a light on this!"
- "Hemet is a piece of the Midwest in Southern California."
- "People used to come here because there was a draw. We used to have a community that loved living here. Now many are ***angry*** about being here."

About 4 in 10 phone survey respondents (**42.7%**) report knowing most or all of their neighbors, which is a measure of social cohesion and "belonging" to the community. That is virtually identical to the findings of the nationwide study conducted in 2010 by the Pew Internet & American Life Project which showed that nationwide, 43% know most or all of their neighbors.

How do people who work in or visit Hemet characterize the city?

- Only 12.3% either "agree" or "strongly agree" that Hemet is a good place to find a job.
- 21.3% "agree" or "strongly agree" that Hemet is a good place to bring visitors
- 24.5% "agree" or "strongly agree" that Hemet is a good place to raise children
- 46.6% "agree" or "strongly agree" that Hemet is a good place to be active and healthy
- 69.6% "agree" or "strongly agree" that Hemet is a good place to make friends
- 86.1% "agree" or "strongly agree" that Hemet is a good place to find an affordable place to live

What can city leaders do with the above information which, admittedly, does not present Hemet in an overwhelmingly positive light? First and foremost, the above quality of life and social cohesion statistics represent a baseline from which to track changes (hopefully improvement) over time as resource decisions are made by city leaders. They reflect the "voice of the people" like no forum, newspaper straw poll, or community discussion can. They are also the community's "call to action" for the Hemet Police Department as well as the broader city leadership relative to changes that can be made to improve the quality of life of Hemet residents, workers, and visitors.

3) Perceptions of crime and safety in Hemet

OVERVIEW: Only 3 out of 10 residents feel that Hemet is a safe City, with long-time residents feeling less safe than newer arrivals. Those feeling unsafe in their neighborhood mentioned "unsavory" people hanging around, gang activity, and theft/burglaries from homes. Many people feel that it is not safe (or only somewhat safe) going to the local stores in the City of Hemet, a finding which has severe economic development implications. Almost half of phone survey respondents said they are "very fearful" or "somewhat fearful" of being the victim of a serious crime. The highest level of concern is about drug use, gang activity, and residential burglaries. On a somewhat positive note, nearly half of residents believe that crime and safety have improved over the past 6 months.

As noted in the introduction to this report, one of the main purposes of this survey was to gather baseline data on fear of crime and concrete behaviors linked to fear of crime. This large section of findings is divided into four parts: sense of safety, fear of crime, level of concern about specific safety issues, and sources of information about crime.

Sense of safety

As noted in the above section, crime and safety issues were the most often-mentioned factors that people like least about living, working, and visiting Hemet. It was not surprising, therefore, to find that only 3 out of 10 Hemet residents who responded to the phone survey (29.0%) agree or strongly agreed that "Hemet is a safe city." That figure is only 14.2% for online survey respondents who live in Hemet. There is no relationship between perceptions of

Hemet as a safe city and either age or ethnicity. That is, the opinions about safety are not affected by either the age or ethnicity of the respondent. On the other hand, there IS a relationship with longevity of residence. Specifically, **37.9%** of phone survey respondents who have lived in the city for 5 years or less agree that Hemet is a safe city, whereas only **23.3%** of those who have lived in the city more than 20 years feel that way. It is possible that people who have lived in the city for a long time are aware of the population growth and shifting demographics; perhaps they feel that those changes have been a negative factor relative to safety.

Hemet residents were also asked two related questions about whether it is safe, somewhat safe, or not safe to walk in the neighborhood during the day and at night. As noted in the table below, there is a "disconnect" between perceptions of Hemet as a safe city and a person's feeling of safety in his/her own ***neighborhood.*** From one point of view that doesn't make sense. After all, maps may recognize strict dividing lines between neighborhoods, but *crime* does not. But people's perceptions about safety in their neighborhood versus their city as a whole don't always match.

"Do you feel it is safe to walk around in your neighborhood during the day/night?"

	Phone Survey of Hemet Residents		Online Survey of Hemet Residents	
	During the DAY	At NIGHT	During the DAY	At NIGHT
Safe	**54.2%**	**17.1%**	41.8%	11.1%
Somewhat safe	**37.3%**	**25.4%**	44.8%	25.2%
Not safe	**8.5%**	**57.5%**	13.4%	63.7%

Those who answered that they don't feel safe (or feel only "somewhat safe") were asked an open-ended follow-up question focusing on the reason(s) for their feelings (multiple responses were allowed). Main responses (along with the percent of people mentioning them) included:

- The human element, including: "people hanging around on corners and sidewalks" **(14.8%)**, "teens or others hanging around on the streets" **(11.4%)**, "the homeless" **(7.7%)**, "bad people and transients" **(9.1%)**
- Gang activity **(19.0%)**
- Theft and burglaries from homes **(18.8%)**
- People buying and selling drugs **(12.3%)**
- General crime and violence **(11.3%)**
- Lack of lighting **(9.2%)**[11]

In some ways, these numerical results fail to reflect the passion of people's exact

11. Studies have shown that improved street lighting deters potential criminals from crime and improves community pride in the area. Source: http://cops.usdoj.gov/Publications/e1208-StreetLighting.pdf

comments regarding their feelings of lack of safety. Just consider the following direct quotes from phone survey respondents relative to feelings of a lack of safety:

- "A lot of people hanging around making threatening comments"
- "Dogs, pit bulls running around…I can't walk *my* dog because of them"
- "I don't feel like anyone would help if I was in trouble at night"
- "Ex-prisoners being bussed into town"
- "If I was to be in a parking lot to go to a restaurant, I'm afraid I could get stabbed"
- "Not enough street lights…if someone were to scream no one would come out"
- "In the last 5-8 years folks that have moved in are of criminal descent/ nature. High volume of them. For every one good family there are two that are criminals"
- "The creeps that are walking in the streets…being prostitutes…or little gangs hanging around. I am an 81 year old woman who feels I need to strap a gun around me when shopping."
- "Predators that are shipped in"
- "I've seen lots of homes broken into…find people sleeping in the bushes…it makes me feel unsafe"

Regardless of whether the above comments from phone survey respondents reflect objective reality or just paranoia, they should be taken seriously by the Hemet Police Department (HPD) and City leaders.

The online survey of Hemet residents showed similar factors (although the percentages were higher than those above, most probably because people were *viewing* a list of options to be clicked rather than having to provide their reasons unaided and "off the top of their head"). Prostitution and gunshots were also selected from the list by a significant portion of online respondents, in contrast to only a small portion of phone survey respondents.

Non-residents were also asked the safety question, however it was worded a bit differently to focus on the city as a whole rather than a person's neighborhood: "Do you feel it is safe to walk around in *Hemet* during the day/night?" The numerical data for these respondents are more discouraging than those for residents, although the reasons provided for their answers are consistent with those shown above for residents.

"Do you feel it is safe to walk around in Hemet during the day/night?"

	Online Survey of Hemet Workers or Visitors	
	During the DAY	At NIGHT
Safe	16.2%	0.9%
Somewhat safe	58.0%	9.9%
Not safe	25.8%	89.2%

Most focus group participants also felt that the city is not safe, as evidenced in one especially troubling comment:

- "My wife no longer wants to come to town without me (especially at night), and I don't want her to. I'm very concerned that the social structure that is supposed to keep the city safe is not here. The kids live in a nice community but then they are exposed to sex trafficking and drugs. They have to take 'evasive action' to get to school and avoid these issues."

Could it be that non-residents' perceptions of lack of safety contribute to their reasons for living elsewhere? The answer is "yes." When asked "Since you spend time in Hemet, what are the reasons you don't choose to LIVE in Hemet?" nearly half (47.1%) indicated that there is too much crime in the area. That was not the most-often selected answer…many (55.1%) said the just like living where they are now, or listed other reasons such as liking the schools in their area better, or not being able to afford to move from the current residence, or just not liking Hemet. And a large group said they live just outside the city limits of Hemet (so they weren't included in the analysis of this question). But the point is that if city leaders would like to see the city grow and prosper, the safety issue is something which must be addressed.

Further economic development in the city is at risk unless the crime and safety issues are addressed. As noted in the table below, a significant proportion of Hemet workers or visitors do not feel safe going to local stores in the city (or simply answered the question by saying they don't shop or eat in the city).

"Do you feel safe, somewhat safe, or not safe going to the local stores in the City of Hemet?"

	Phone Survey of Hemet Residents	Online Survey of Hemet Residents	Online Survey of Hemet Workers or Visitors
Safe	**57.4%**	15.5%	14.3%
Somewhat safe	**33.0%**	56.4%	54.6%
Not safe	**9.0%**	27.9%	28.3%
Don't shop or eat in the City	**0.6%**	0.2%	2.9%

These results, combined with the fact that **52.7%** of phone survey respondents say they usually leave Hemet to shop or spend money on entertainment (mainly because of availability of more options elsewhere) indicate that there is definitely a "money drain" from the city. The reader is reminded that the phone survey of residents should be considered the statistically valid source of information in the study. But the anecdotal information from online surveys also reinforces the fact that city leaders must address the crime problem if the city is to prosper and grow.

Three-quarters of phone survey respondents **(73.7%)** indicated that there are specific places in Hemet where they feel unsafe. The reader is encouraged to view the full array of responses provided in an Excel spreadsheet to the Hemet Police Department[12], however it is worth noting that **22.5%** mentioned Florida Avenue. Another **12.7%** mentioned downtown Hemet, **10.0%** said East Hemet, and **4.8%** said "center of town." And as one might imagine, a sizable group **(9.4%)** mentioned areas near liquor stores, shopping parking lots, or various Hemet businesses. An equal sized group **(9.4%)** said they feel unsafe everywhere in Hemet (the entire city).

In the face of these disconcerting results relative to people's feelings of safety in the city, we must note a somewhat positive finding. Specifically, **39.8%** of phone survey respondents believe that safety in Hemet has improved over the past 6 months (and other **9.1%** said it MAY have improved). This finding is significant in that people don't tend to notice changes in a short period of time unless those changes are substantial. Hopefully this means that some of Chief Brown's initiatives have borne fruit. Among online respondents who live in Hemet, 18.2% have seen an improvement over the past 6 months, 21.7% said it MAY have improved and 18.0% said they "don't know." Unfortunately 42.1% of residents said safety hasn't improved. The online survey of *non*-residents showed similar results: 16.6% have seen some improvement, 17.5% said it MAY have improved, and 36.0% said it hasn't improved (with the rest saying they "don't know").

Fear of crime

During the April community meeting of Hemet residents, Chief Brown verbalized the goal of cutting fear of crime by 25 percent by the end of 2014. In order to determine progress in reaching this ambitious goal, it is necessary to directly measure fear of crime by asking: "How fearful are you that you will be the victim of a serious crime, such as a violent or costly crime?" The options for answers were "very fearful," "somewhat fearful," "not too fearful," or "not at all fearful."

"How fearful are you that you will be the victim of a serious crime, such as a violent or costly crime?"

	Phone Survey of Hemet Residents	Online Survey of Hemet Residents	Online Survey of Hemet Workers or Visitors
Very fearful	**9.6%**	21.2%	17.0%
Somewhat fearful	**38.7%**	53.4%	54.0%
Not too fearful	**32.1%**	21.5%	24.2%
Not at all fearful	**19.5%**	3.9%	4.8%

12. NOTE: The spreadsheet has not been incorporated into a report appendix due to its extreme length.

The above table shows that almost half **(48.3%)** of phone survey respondents reported being "very" or "somewhat" fearful that they will be the victim of a serious crime. This statistically valid result can be tracked in future years to determine whether the level of fear is diminishing due to changing levels of police presence, community efforts, and other actions. Consistent with other results reported above, the level of fear of crime is higher in online survey respondents than among people who responded to the phone survey. It is unclear whether the fear of crime is truly a reflection of the state of the city, or just generic fears of the residents which may be based on past experiences, recent high profile crimes, and perhaps media hype rather than objective reality. When the survey is conducted again to measure possible changes in the level of fear, we can determine whether actual changes in crime rate are correlated with changes in fear of crime.

In the meantime, it is useful to compare these figures to other regional or city surveys as a benchmark. For example, in the 2013 Inland Empire Annual Survey conducted throughout San Bernardino County, over 55% of San Bernardino City residents reported being somewhat or very fearful, a figure slightly worse than the 48.3% in this Hemet survey. Results from the 2013 Riverside Community Quality of Life Survey showed that 32.8% fell into that category.

The above question dealt with an abstract feeling of fear of crime. Two other (more specific) questions were asked focusing on the fear of being the victim of either *property* or *violent* crime in **Hemet** *in the near future*. As noted below, there was more fear of being the victim of a property crime than a violent crime in the near future. Again, this figure can be tracked to determine if it decreases over time.

"How fearful are you that you will be the victim of a property crime in Hemet in the near future?"

	Phone Survey of Hemet Residents	Online Survey of Hemet Residents	Online Survey of Hemet Workers or Visitors
Very fearful	**25.9%**	36.0%	Not asked
Somewhat fearful	**34.9%**	47.9%	
Not too fearful	**22.2%**	14.3%	
Not at all fearful	**17.0%**	1.7%	

"How fearful are you that you will be the victim of a violent crime in Hemet in the near future?"

	Phone Survey of Hemet Residents	Online Survey of Hemet Residents	Online Survey of Hemet Workers or Visitors*
Very fearful	**11.7%**	24.9%	17.2%
Somewhat fearful	**33.5%**	46.0%	54.5%
Not too fearful	**32.7%**	25.6%	21.9%
Not at all fearful	**22.2%**	3.5%	6.3%

* The question on the worker/visitor survey did not specify *violent* crime

Has fear of crime caused people to make behavioral adjustments in their day-to-day lives? The answer is definitely "yes." When asked "in the past month, has fear of crime prevented you from doing things you would like to do in Hemet?" over a quarter (**26.8%**) of phone survey respondents, in addition to 44.3% of residents who completed the survey online and 43.1% of workers or visitors, answered in the affirmative (with more saying "maybe" or "not in the past month, but YES in the past year"). Quality of life is definitely being affected by fear of crime in the city.

Level of concern about specific safety issues

What are people's specific safety concerns? In order to develop more specific and measurable responses which can be tracked over time, respondents were asked: "The Hemet Police Department has few resources to address important crime and safety issues. The department needs to know what residents are most concerned about in order to better prioritize their activities. Please rate the following issues on a 5 point scale, with 1 being *not at all concerned* and 5 being *extremely concerned.*" The following table shows the results of that question:

Average Concern Ratings
(1 = "not at all concerned," 5 = "extremely concerned")

Level of concern about....	**Phone Survey of Hemet Residents**	Online Survey of Hemet Residents	Online Survey of Hemet Workers or Visitors
Drug use	**4.12**	4.40	4.26
Gang activity	**3.96**	4.65	4.50
Residential burglaries	**3.89**	4.49	4.22
Auto theft	**3.61**	4.22	3.93
Vandalism and tagging	**3.58**	3.97	3.74
Prostitution	**3.56**	4.24	3.99
Homeless/vagrants loitering	**3.56**	3.97	3.93
School safety	**3.43**	4.00	3.68
Panhandling	**3.41**	3.86	3.76
Traffic accidents and speeding	**3.32**	3.36	3.02
Jaywalking	**2.82**	2.85	2.84

The above table shows that drug use, gang activity, and residential burglaries elicit the most concern among residents and workers/visitors alike (although the rankings are a bit different among the three groups surveyed). One would think that if that question was followed up by the question "what should be the Hemet Police Department's TOP PRIORITY" for making the community safer," those same safety issues would be mentioned. Interestingly, that wasn't the case for non-residents who mentioned gang activity and burglaries (as expected), but

then followed those categories with "homeless/vagrants loitering." Nearly half responded to the questions about top priority by making comments such as:

- Hire more officers, have more of a police presence
- All of the issues are important!
- Work to discourage state/county from locating parolees in Hemet

Sources of information about crime

How do people hear about crimes and crime prevention in Hemet? And could fear of crime possibly be fueled by media reporting? Based on comments from focus group participants, the fear is not necessarily linked to media reporting. As one person said: "It's not just reading the newspaper, it is the ***reality***. We see things happening. We always have to look carefully where to park. There is a perception of lack of safety, but it is a perception that is ***real***." Other people disagreed slightly:

- "We have 300 job openings, but they are very hard to fill because of the news on the internet. Perception or not, people do not want to come and work here."
- "I rely on the Press Enterprise for news about crime. It then became real when my assistant's son was beaten up. It becomes real when crime touches the lives of the people I work with."

As seen in the table below, most people surveyed by phone or online indicated that they hear about crime from friends and family and/or newspapers. Social media has not seemingly surpassed these more traditional sources of information. This is a useful finding in that although social media is an important information source for certain segments of the population, there are other (perhaps more important) sources for communicating information and celebrating progress in reaching the Police Department's goals.

Sources of information about crimes and crime prevention in Hemet

	Phone Survey of Hemet Residents	Online Survey of Hemet Residents
Newspaper	**58.0%**	66.9%
Facebook, Twitter, or other social media	**34.3%**	50.9%
Friends and family	**66.1%**	66.4%
Local TV Channel	**40.7%**	36.0%
General internet use	**4.1%**	2.6%
Other	**9.9%**	14.9%

4) **Is the Hemet Police Department doing a good job, and what should its priorities be (from the perspective of residents and non-residents)?**

OVERVIEW: Over 2/3 of respondents believe that the Hemet Police Department is doing a good, very good, or excellent job with the resources it currently has, but respondents also believe that there is a need for more officers in the neighborhood, more traffic enforcement, and an improved response time. A monthly assessment to pay for increased police services would not be out of the question if residents knew the money would be used to address their policing priorities. Highest priorities appear to be gang task force activities, response time to emergency calls, and narcotics enforcement.

In this section, results are divided into three parts: evaluation of the Hemet Police Department, resources (i.e.; willingness to pay for increased police services), and respondents' ratings of the importance of various activities which could improve safety and the quality of life in Hemet.

Evaluation of Hemet Police Department

The focus groups were filled with laudatory comments about the job the Hemet Police Department does with its limited resources, and about the leadership skills of Chief Brown. On the other hand, it must be noted that the focus group participants were in no way a representative sampling of the city's population since those stakeholders reflected the subgroup of active, committed residents and workers who sincerely wish to see (and are working to help) the city grow and prosper.

The more broadly based phone and online surveys were used to find out whether residents, workers and visitors believe that the Hemet Police Department is doing a good job with the resources it currently has. When asked to rate the HPD on a scale of excellent, very good, good, fair, or poor, it was clear that of those who were able to rate, the majority (over 2/3) of respondents to each survey believe the department is doing a good, very good, or excellent job.

Ratings of how well the HPD does its job with the resources it currently has

	Phone Survey of Hemet Residents	Online Survey of Hemet Residents	Online Survey of Hemet Workers or Visitors
Excellent	**15.3%**	25.6%	26.7%
Very good	**28.3%**	22.5%	21.7%
Good	**25.4%**	24.2%	22.9%
Fair	**23.2%**	18.4%	21.9%
Poor	**7.8%**	9.2%	6.8%

Hemet residents completing the online survey were also asked to respond to a series of statements about the HPD. As noted in the table below, the main areas of improvement suggested by residents fall into three categories:

- Put more "boots on the ground"...there aren't enough officers in the neighborhood
- Increase efforts at traffic enforcement
- Improve response time

	Strongly Agree or Agree	Neither Agree nor Disagree	Disagree or Strongly Disagree
"Officers are fair in dealing with residents"	61.1%	32.0%	6.9%
"Officers are courteous"	68.3%	25.4%	6.3%
"Officers are professional and helpful"	68.2%	24.5%	7.4%
"Officers treat people with respect"	64.4%	27.8%	7.9%
"The Police Dept. responds to emergency calls in a timely manner"	42.2%	35.0%	22.8%
"There are enough officers in my neighborhood"	12.5%	25.0%	62.6%
"Traffic enforcement in Hemet meets the needs of the community"	27.1%	28.8%	44.1%
"I would feel comfortable asking a Hemet Police Officer a question or for assistance"	83.9%	9.2%	6.9%
"The Hemet Police Dept. does the best they can with the resources they have"	63.2%	26.4%	10.4%
"I would like officers to patrol in my neighborhood more often"	80.4%	16.9%	2.7%
"I feel safer when I see a police car patrolling my neighborhood"	84.7%	12.1%	3.2%
"Safety is everyone's responsibility"	93.9%	5.0%	1.1%
"I know one or more of the officers in our community by name or sight"	34.3%	18.7%	47.1%
"It is important to have local officers working the streets of Hemet"	91.4%	5.8%	2.8%

An abstract view of job performance is one thing, but direct experience is another. A series of questions were asked to determine whether respondents had ever been the victim of a property and/or violent crime, and whether those crimes had been in Hemet. Follow up questions probed on satisfaction with the way the Hemet Police Department addressed the incident, and suggestions regarding what the officer or department could have done better.

Focusing on the phone survey results, the data show that 198 out of the phone survey respondents (**44.2%**) have been a victim of a property crime *in Hemet* and 35 (**7.8%**) have been the victim of a violent crime *in Hemet*. Nearly half (**46.1%**) of those individuals indicated that they were satisfied with the way the Hemet Police Department addressed the incident. The following comments paraphrase the comments made by those saying they weren't satisfied:

- The police didn't really investigate and try to find the criminals
- The police should act as if they care. They should show more concern for the victims
- The police failed to provide follow up information to the victim
- Slow response time
- Police never showed up
- They need more officers and resources!

These comments from an admittedly very small group of people may reflect a need for further training; however it is also very possible that these comments are another reflection of the department's limited resources. A police department stretched to its capacity may not be able to provide (personally or through another agency) the emotional care a victim may desire. It may not have the personnel to follow up with the victim as much as might be desired. It may not have the resources to consistently arrive at an incident within the targeted response time and fully investigate (at least from the perspective of the victims). Of course the best solution is to find increased resources for more personnel and training, but short of that, some creative uses of Chief Brown's committed group of volunteers could perhaps be devised. Volunteers could perhaps be mobilized to provide some of the needed emotional support and do some of the follow-up with victims. Or perhaps cooperative ventures with area social service agencies or interns from the Criminal Justice Department at a nearby university might provide some low-level services to victims.

Resources

The issue of lack of resources came up repeatedly during the focus groups and was sprinkled throughout answers to all versions of the survey. Specifically, the comments centered on the perspective that the Hemet Police Department does a good job, but staffing is down and seemingly the resources aren't available to "put more boots on the ground." To address that issue, Hemet residents were asked: "How likely would you be to approve as assessment of $9 a month for additional police services if you were guaranteed the money would be used to address

the policing priorities you've identified?" 3/4 of residents report being somewhat or very likely to do so.

Likelihood of approving an assessment of $9 per month

	Phone Survey of Hemet Residents	Online Survey of Hemet Residents
Very likely	**42.5%**	61.5%
Somewhat likely	**33.9%**	26.0%
Unlikely	**23.5%**	12.5%

How much *are* people willing to spend monthly to increase police services? As noted in the table below, four out of 10 people are not willing to spend any amount of money. On the other hand, the good news is that nearly half of all phone survey respondents are willing to spend the $9 presented in the question (or even more).

Amount willing to pay for increased police services

	Phone Survey of Hemet Residents
$9 per month *or more*	**49.8%**
$1 to $5 per month	**7.8%**
Nothing	**42.4%**

Of course the actual likelihood of voting for such a fee/assessment depends upon the timing of the initiative, the specific spending plans for the money, and the marketing used to "sell" it to residents. Consider the example of Hemet's Measure "O" in 2008, a measure to impose a 5% utility users tax presented as a way to keep fire stations in Hemet open and maintain funding for various police initiatives (in addition to other general fund uses). The measure failed, with 55.18% voting "no." An internet search shows that many people did not trust that the money would actually be spent on police and fire services. The arguments for the measure were seen by many as a scare tactic. Clearly there are lessons to be learned from this experience if City leaders decide to once again ask Hemet residents to directly provide new funding for police priorities; however it appears that a monthly assessment would not be out of the question for Hemet residents.

Importance ratings of activities to improve safety and quality of life in Hemet

Finally, the online survey for residents and non-residents included questions asking the respondents to rate a series of police department activities on a scale from 0 meaning NOT important to 100 meaning EXTREMELY important for improving the safety and quality of life in Hemet. The highest priorities appear to be gang task force activities and response time to

emergency calls. Traffic enforcement and response time to non-emergency calls rated low on the importance scale, as did (surprisingly), patrols in the neighborhood.

Importance Ratings of Police Department Activities in Order of Importance
(Possible ratings range from 0 = NOT important to 100 = EXTREMELY important)

	Online survey of Hemet Residents		Online survey of Hemet Workers or Visitors	
	Mean	Median	Mean	Median
Gang task force activities	91.4	100.0	91.7	100.0
Response time to emergency calls	91.1	100.0	92.5	100.0
Narcotics enforcement	84.3	94.0	84.1	92.0
Respectful, professional officers	81.5	91.0	83.5	97.5
Prostitution "sweeps" resulting in arrests	79.1	90.0	75.3	85.0
Community involvement / neighborhood watch	78.9	85.0	76.7	81.0
Removing homeless / vagrants from City parks	77.5	90.0	76.1	88.0
Patrols in shopping centers	75.0	80.0	76.8	80.0
Patrols in my neighborhood	68.4	71.0	66.7	70.0
Traffic enforcement	62.9	65.0	59.2	58.0
Response time to NON-emergency calls	54.8	51.0	54.1	51.0

CONCLUSION

The City of Hemet and Hemet Police Department is to be applauded for embarking on its strategic planning process, an integral part of which is the Hemet Community Survey just completed. Only with information from such a survey can the Department: (1) make choices about priorities that are responsive to those it serves; (2) formulate an actionable strategic plan; and (3) track whether the Department's actions are successfully reducing crime and the community's fear of crime.

The Institute of Applied Research and Gina Airey Consulting stand ready to assist the Hemet Police Department as it incorporates the information from this report into its new strategic plan. Improving Hemet's quality of life will take a collective effort on the part of all city stakeholders: the Mayor and City Council, the City Manager, heads of City departments, business leaders, school districts, faith-based institutions, social services and other non-profits, and residents (who, based on this survey, have already expressed a wish to be part of the solution). As they say: "It takes a village." The Hemet Police Department cannot address the issues of public safety alone.

Hemet was once a community of people who loved living there. It has the potential to be that community again if the community pulls together towards that common goal.

CITY OF HEMET California

Community Services and Revenue Study

Survey Conducted:
August 6-15, 2015

Fairbank, Maslin, Maullin, Metz & Associates
FM3

THE LEW EDWARDS GROUP

220-4188

Project Objectives

- Conduct an independent, statistically valid community survey
- Assess and "track" constituent views on their current service priorities
- Determine constituent interest—if any—in local revenue solutions
- Prepare Final Report of survey findings

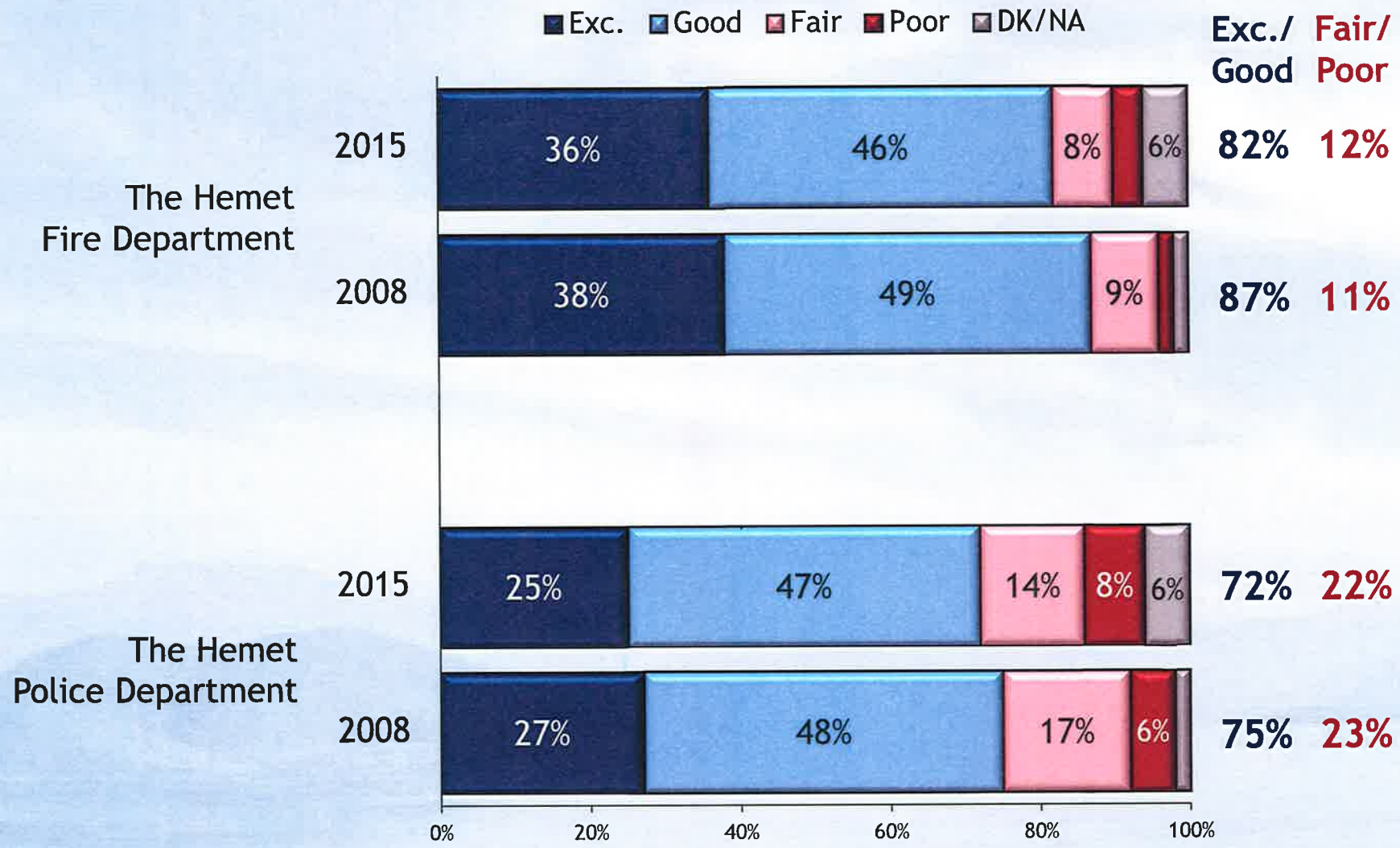
Methodology

- 350 interviews of randomly selected respondents
- Conducted August 6-15, 2015
- Landlines and cell phones
- Margin of Error: +/- 5.2% for full sample
- Some questions tracked to City of Hemet 2008 survey

CITY OF HEMET California

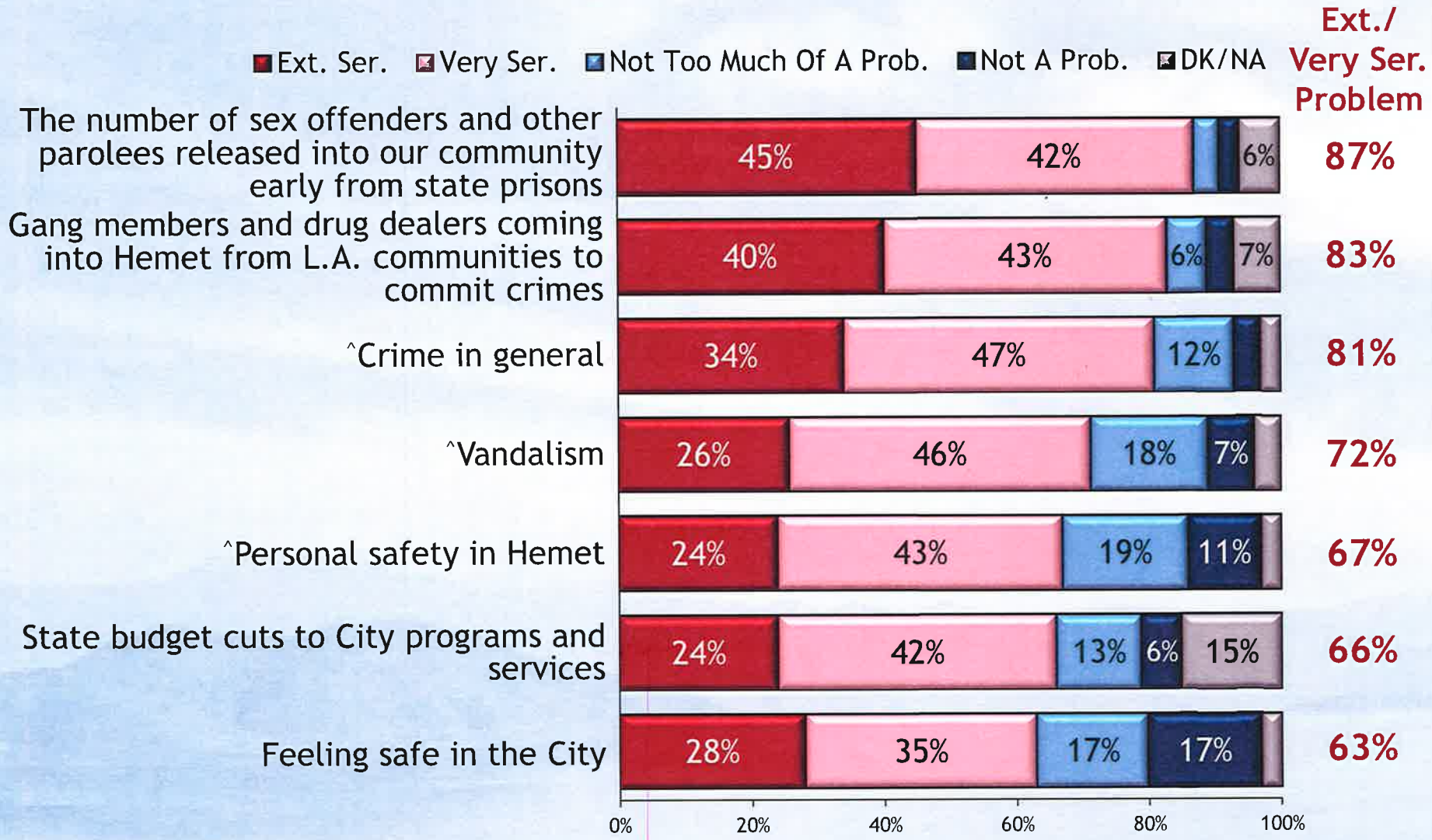
Mood of the Community

The City's public safety agencies continue to enjoy excellent job ratings.



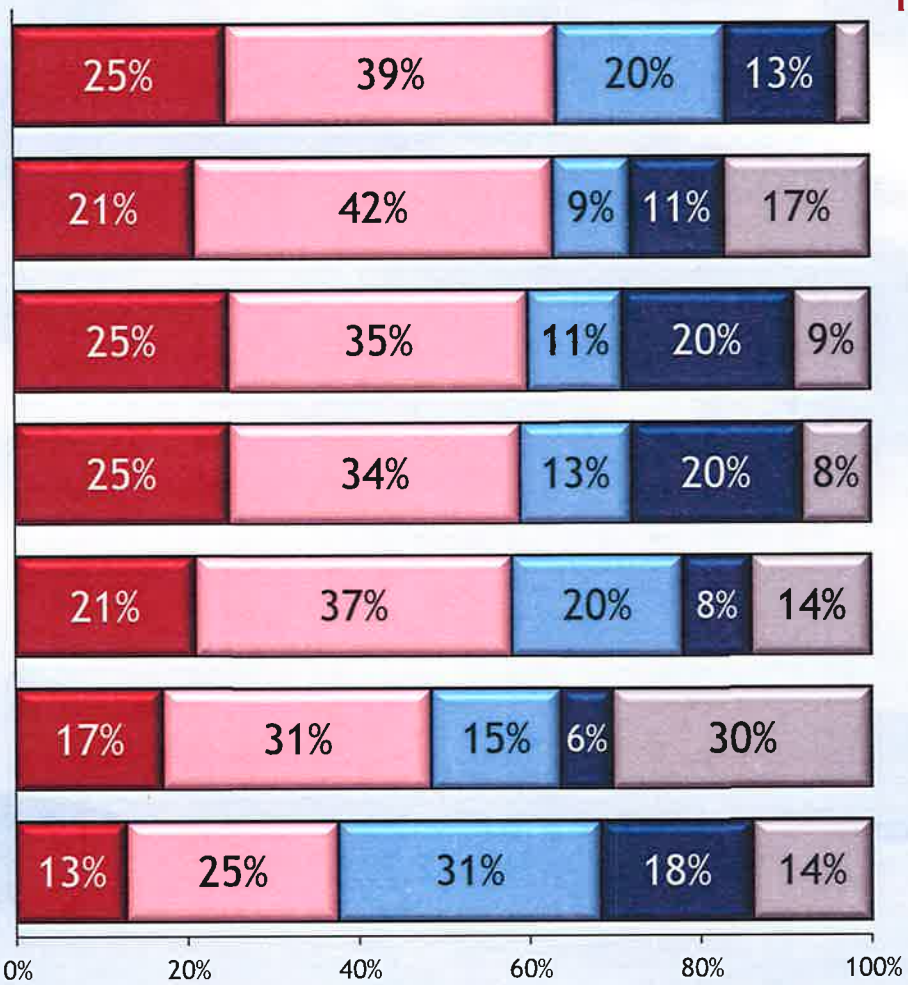
Please tell me if you feel that organization is doing an excellent job, a good job, a fair job or a poor job.

Crime and public safety are seen as the most serious problems in the City.



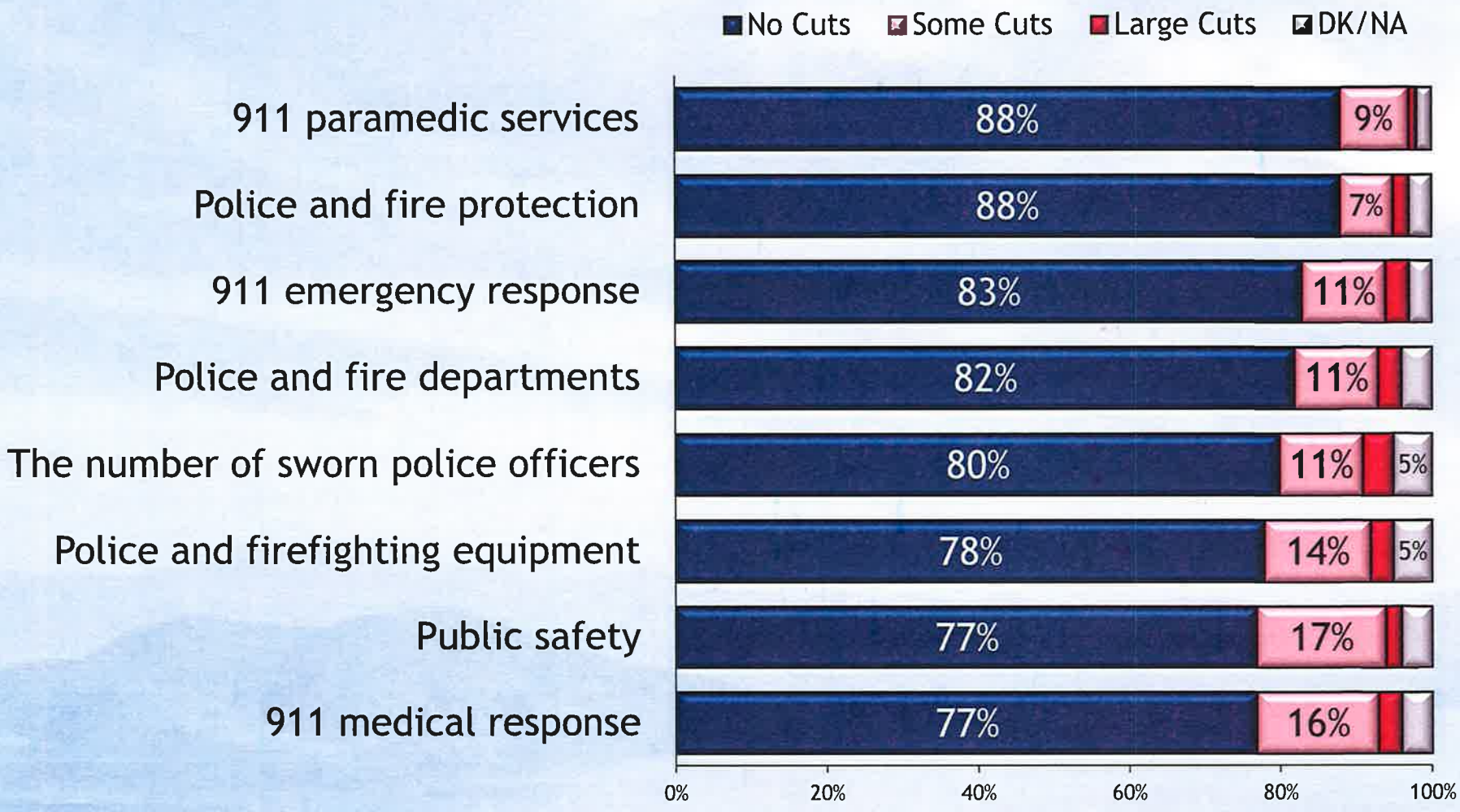
I am going to read you a few issues some people in Hemet have mentioned. Please tell me whether you think it is an extremely serious problem, a very serious problem, not too much of a problem, or not a problem at all in Hemet.

Issues related to the process of City government and taxes are seen as much smaller problems.



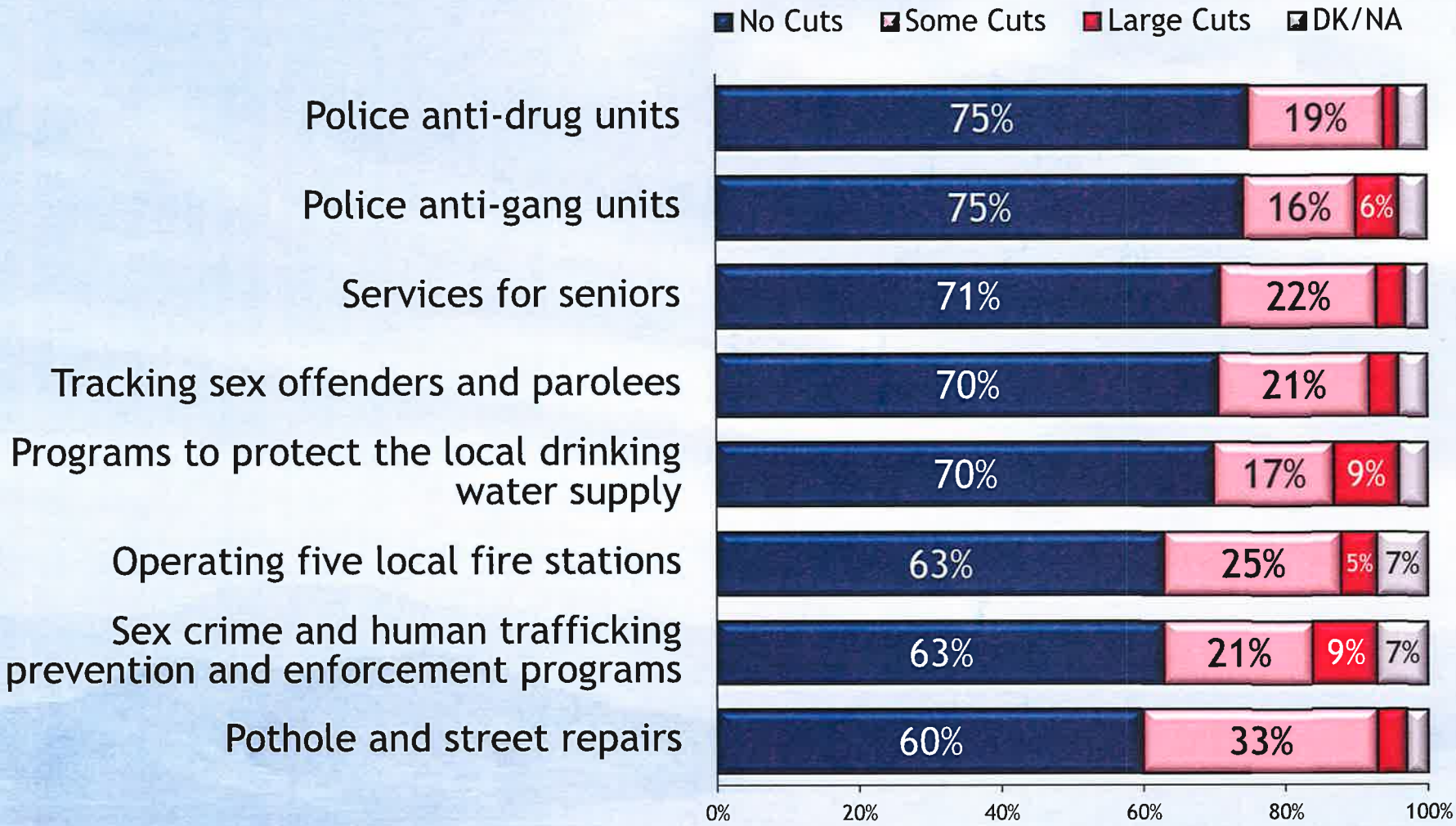
I am going to read you a few issues some people in Hemet have mentioned. Please tell me whether you think it is an extremely serious problem, a very serious problem, not too much of a problem, or not a problem at all in Hemet.

Respondents feel strongly they do not want any cuts to public safety services.



The City of Hemet has a budget deficit of $5 million per year. If the City is unable to close that budget gap, it will be forced to make tough decisions on what services to cut to balance its budget. Now, I am going to mention some of the services the City provides its residents. Please tell me whether you think large cuts should be made to that service in order to balance the budget, just some cuts should be made, or no cuts at all should be made to that service to balance the City budget.

Continued



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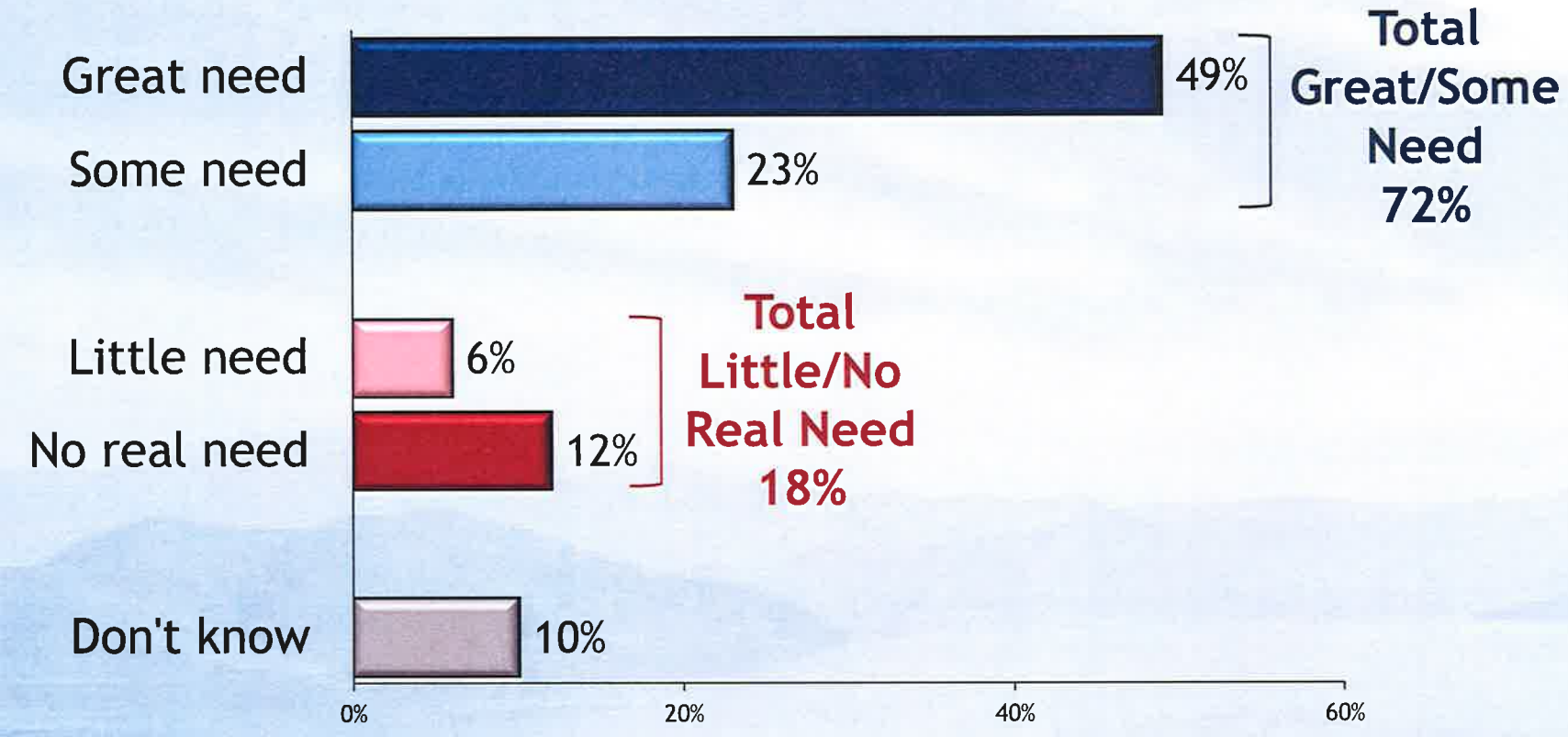
CITY OF HEMET California

Attitudes on Potential Local Revenue Generation

Respondents perceive an overwhelming need for additional funding to provide City services.

In your personal opinion, do you think there is a great need, some need, a little need, or no real need for additional funds to provide the level of City services that Hemet residents need and want?



The survey tested multiple revenue options. Initially respondents were asked about one of the following two options for a Public Safety Measure:

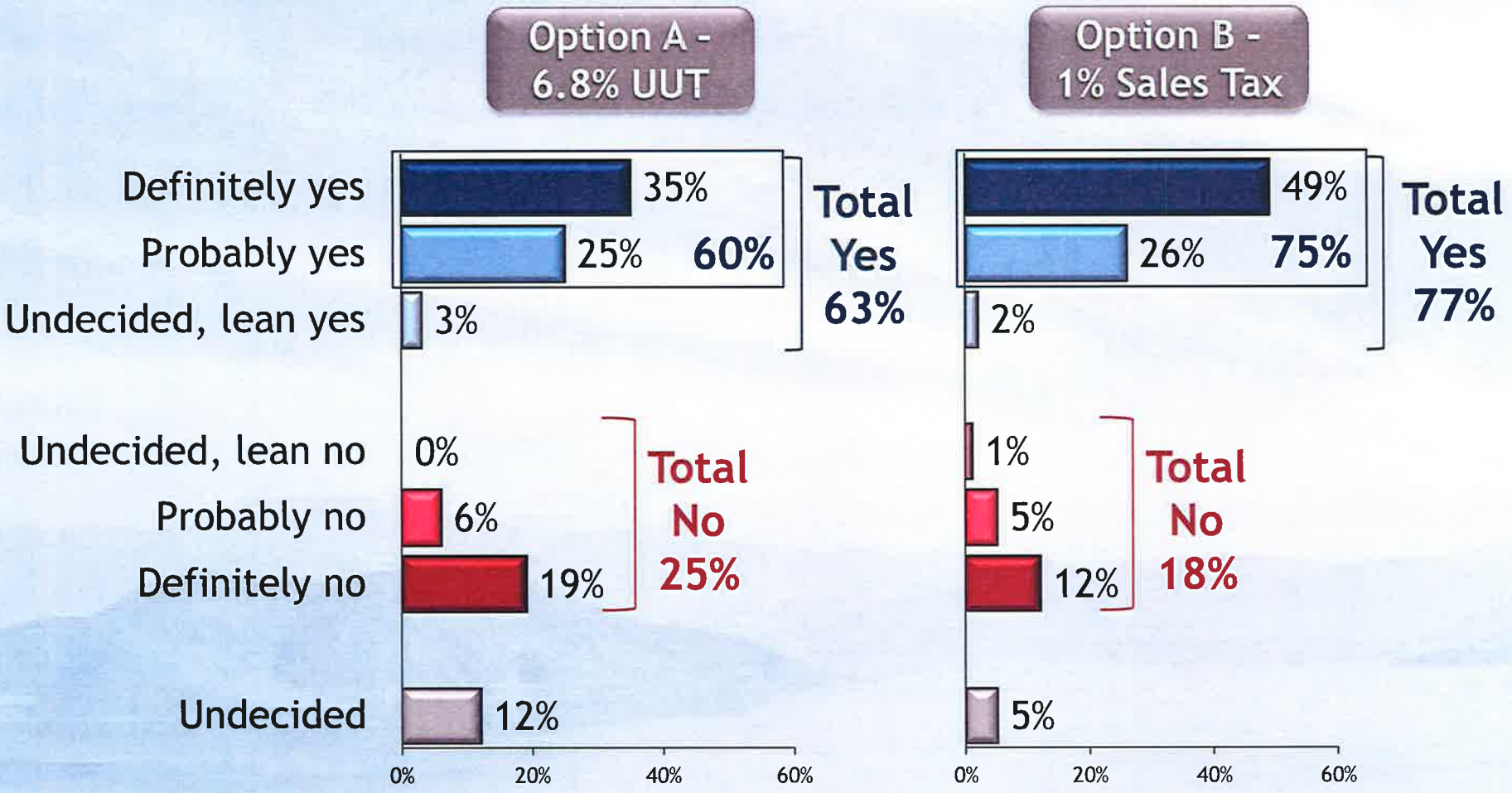
Hemet Police and Fire Community Safety Measure

"To maintain and improve local public safety services including, Police, Fire, Paramedics, 911 emergency response, homelessness/vandalism/graffiti reduction, rapid response to gang violence/ robberies/burglaries, and restore anti-gang/drug units; shall the City of Hemet establish a _____ annual audits, and all funds required by law to be spent for City of Hemet police and fire department services only?"

- **Option A:** 6.8% utility users' tax, for 10 years only, with low-income seniors' exemptions,
- **Option B:** 1% sales tax (1 cent), for 10 years only with

Q4 & Q6.

Only the public safety sales tax tests above the 2/3 threshold for passage on the initial ballot ask.



If the election were held today, would you vote "Yes" in favor of this measure or "No" to oppose it?

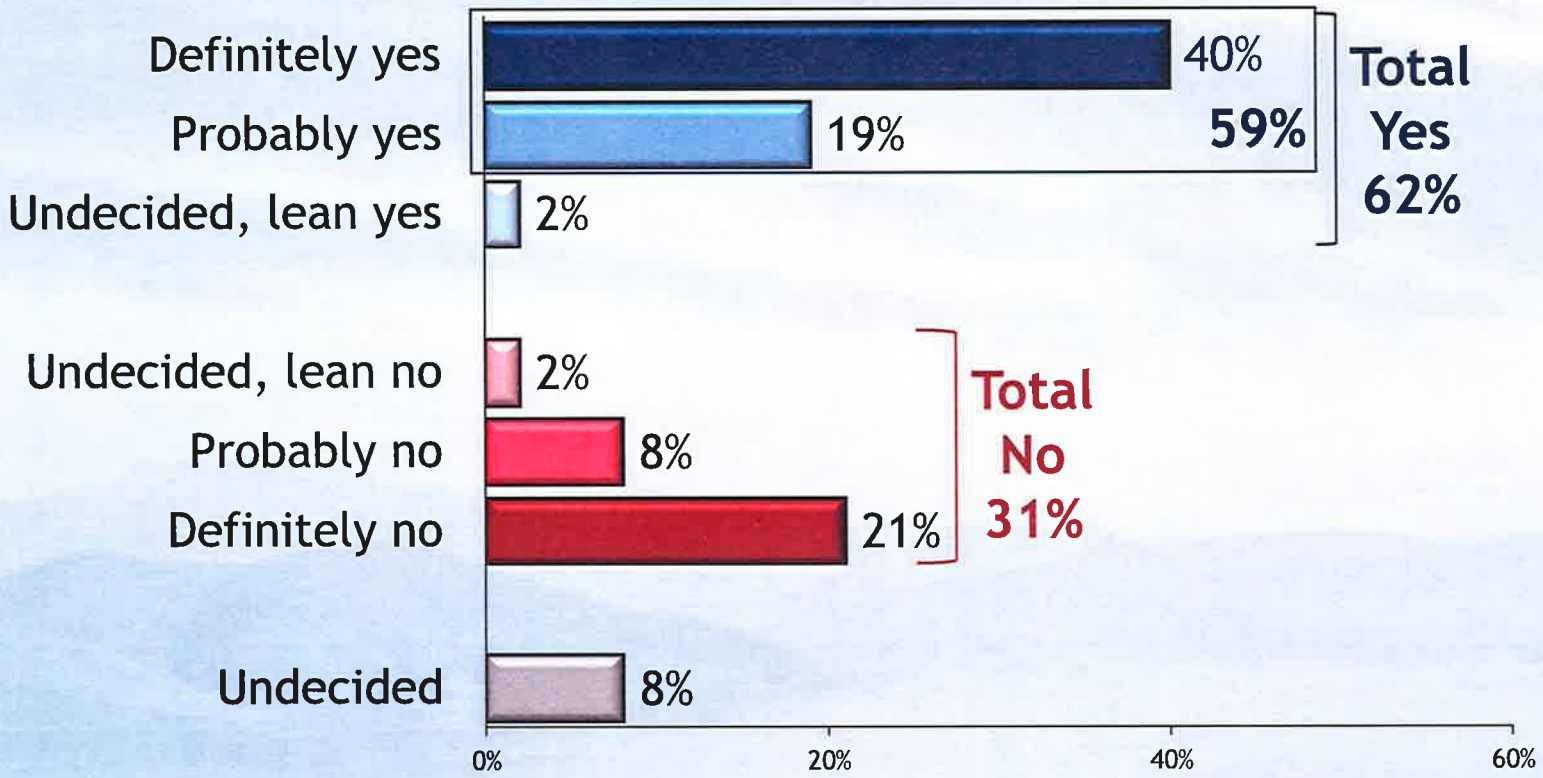
The survey also tested a "general purpose" measure

Hemet Police/Fire/Vital City Services Measure

"To maintain and improve public safety and other essential general governmental services, including without limitation: Police/Fire/Paramedics/911 emergency response services, homelessness/ vandalism/graffiti reduction, rapid response to gang violence/robberies/burglaries; streets/potholes repair; library services, and programs attracting/retaining local businesses/jobs; shall the City of Hemet establish a 1% sales tax (1 cent), for 10 years, requiring annual audits and all funds be spent locally?"

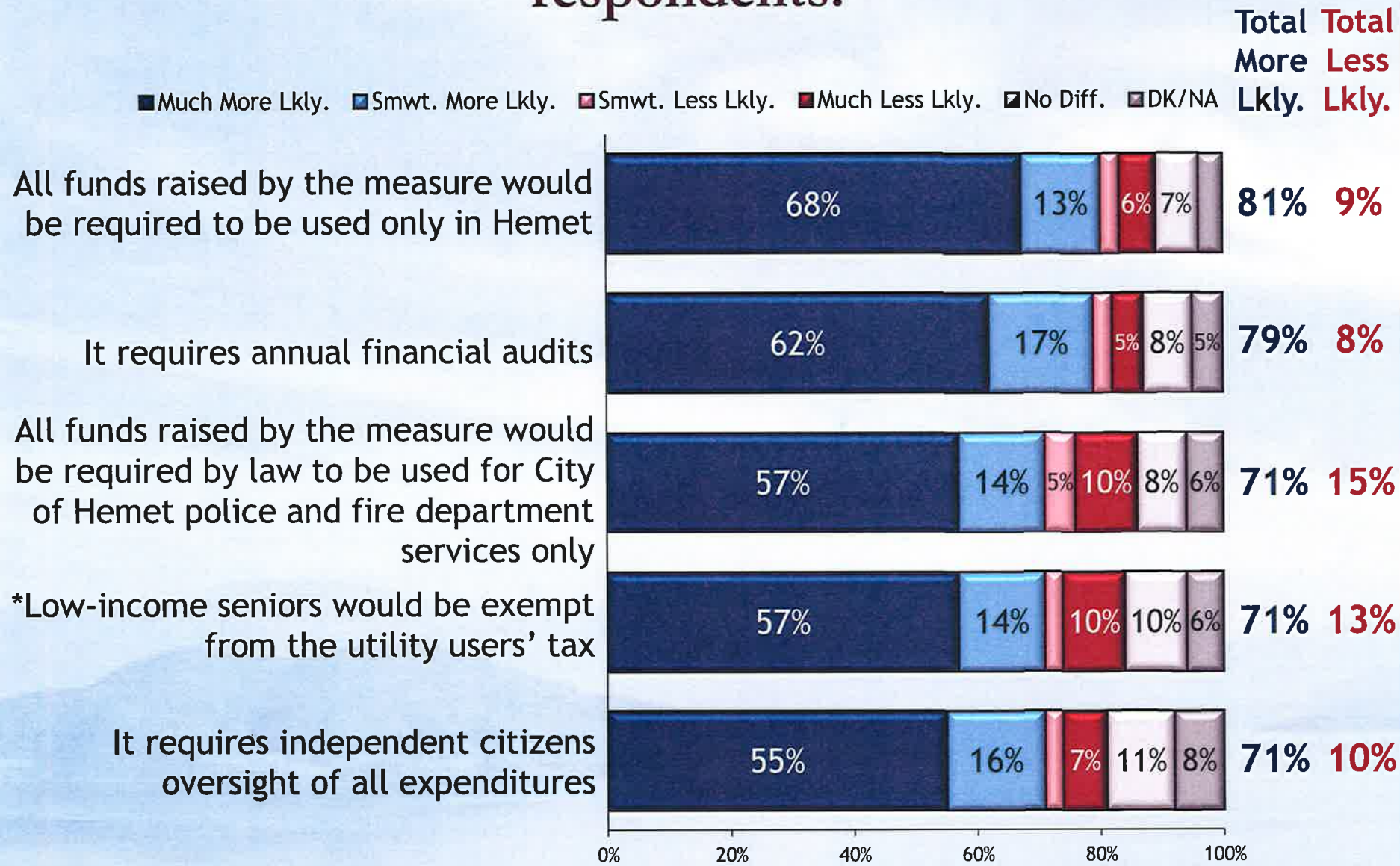
Q20.

The general purpose sales tax also tested well above its simple majority vote threshold.



If the election were held today, would you vote "Yes" in favor of this measure or "No" to oppose it?

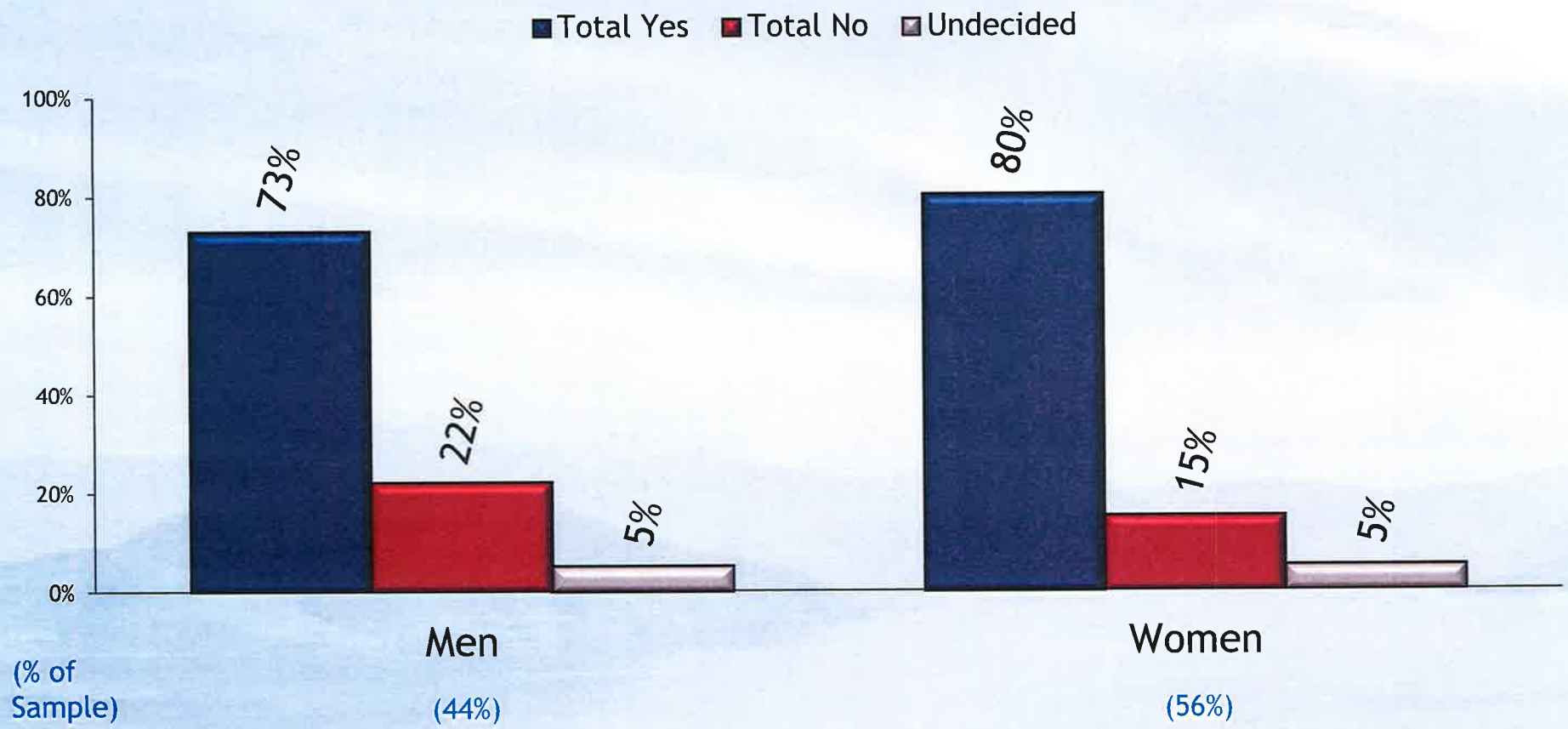
Accountability provisions were important to respondents.



The requirements of the Hemet Police and Fire Community Safety Measure we have been discussing have not been finalized. Would you be more likely or less likely to support this measure if _____?

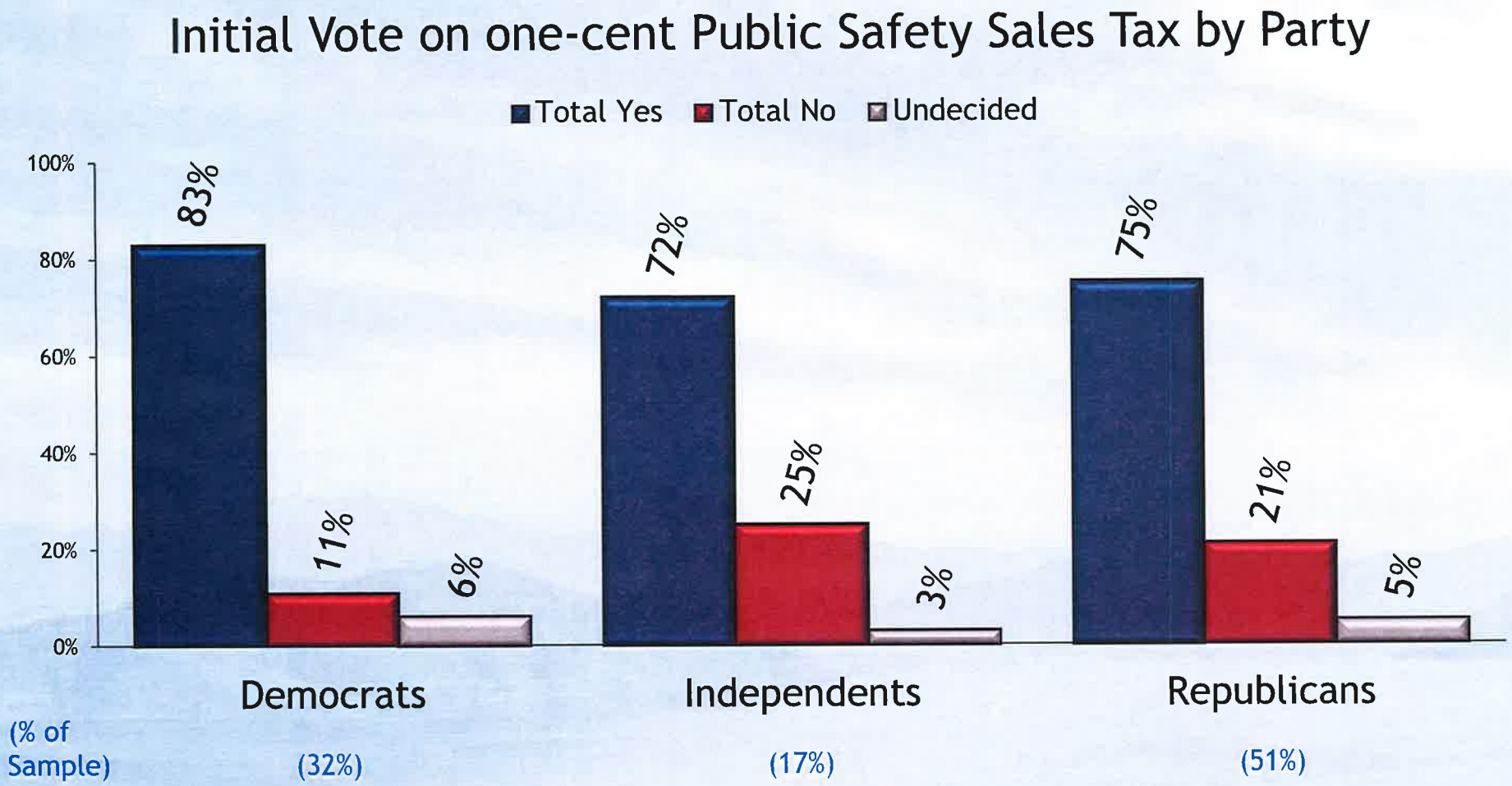
The Public Safety Sales Tax carries across genders.

Initial Vote on one-cent Public Safety Sales Tax by Gender



If the election were held today, would you vote "Yes" in favor of this measure or "No" to oppose it?

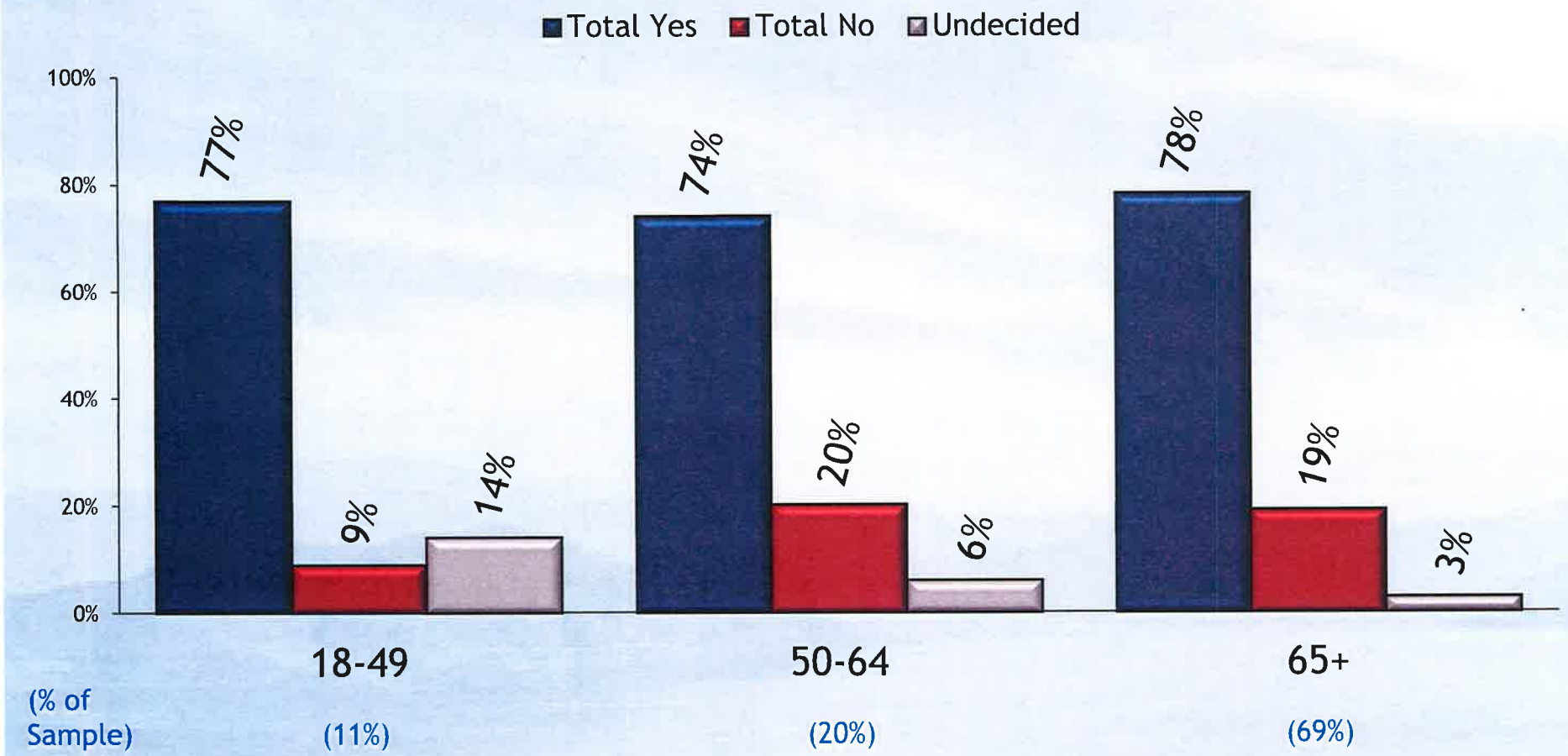
Members of all parties support the Public Safety Sales Tax Measure above the 2/3's threshold.



If the election were held today, would you vote "Yes" in favor of this measure or "No" to oppose it?

The Public Safety Measures carries across all age groups.

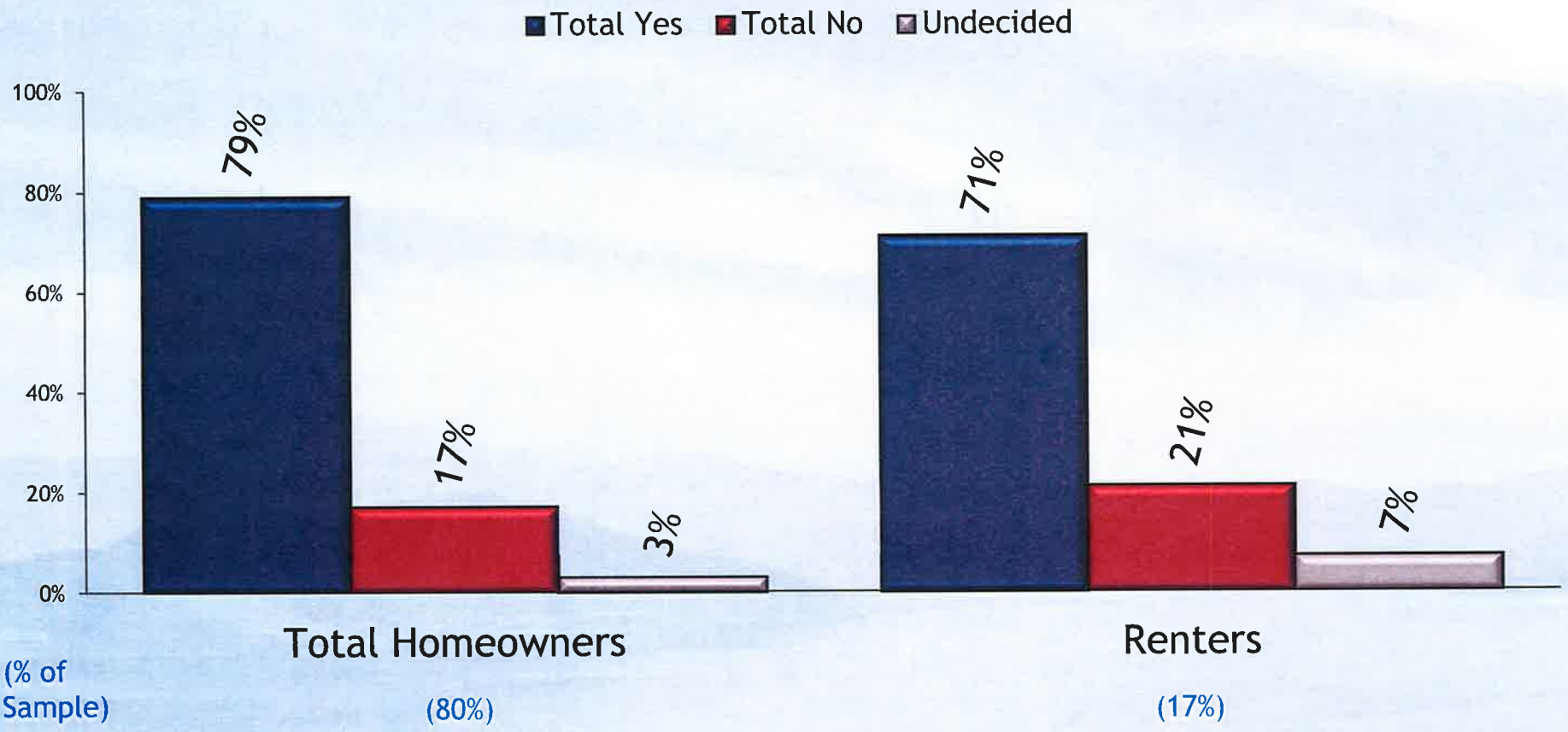
Initial Vote on one-cent Public Safety Sales Tax by Age



If the election were held today, would you vote "Yes" in favor of this measure or "No" to oppose it?

Support is high from both homeowners and renters.

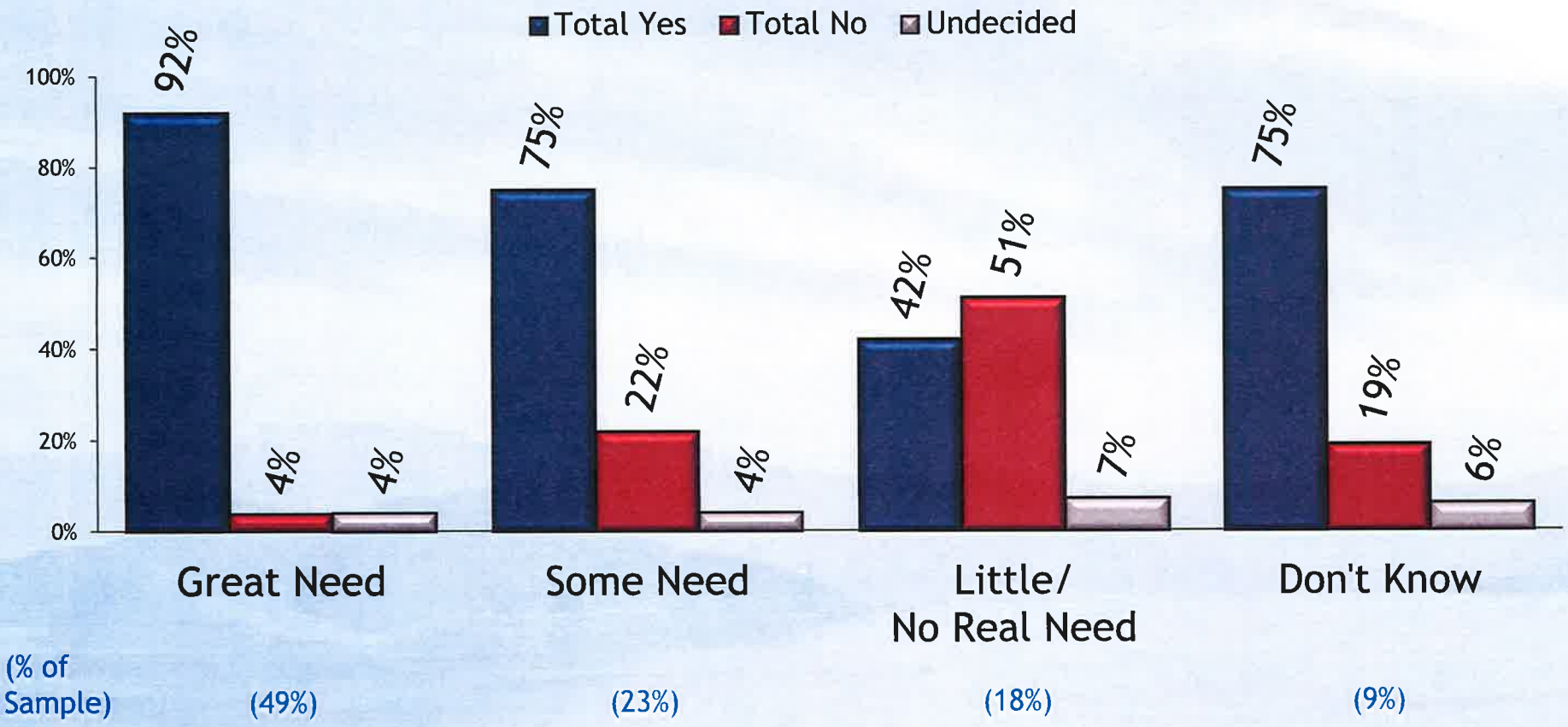
Initial Vote on one-cent Public Safety Sales Tax by Homeownership



If the election were held today, would you vote "Yes" in favor of this measure or "No" to oppose it?

Perception of the need for additional funding is strongly correlated with support for the measure.

Initial Vote on one-cent Public Safety Sales Tax by Need For Additional Funding



If the election were held today, would you vote "Yes" in favor of this measure or "No" to oppose it?

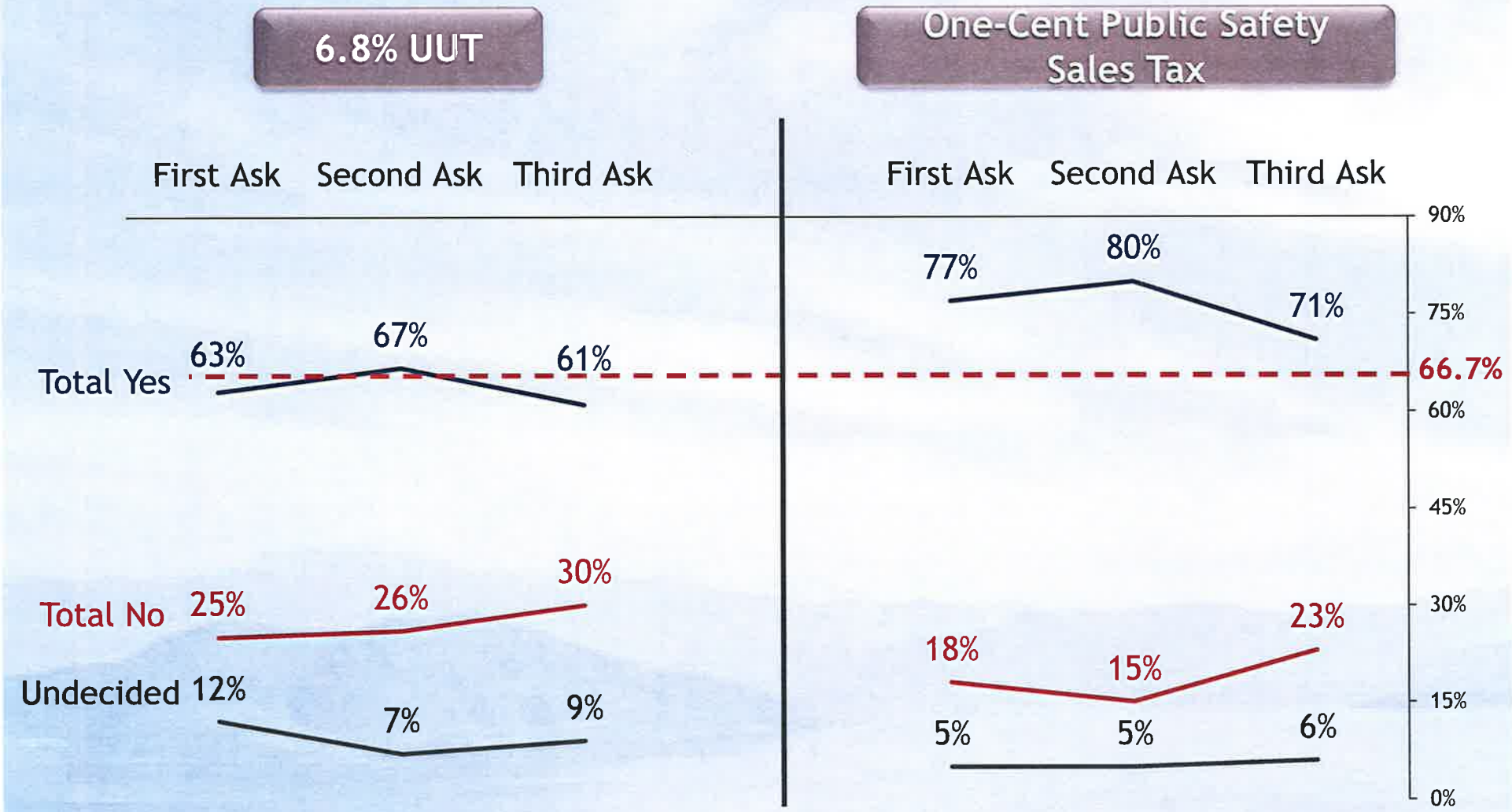
CITY OF HEMET California

Additional Information Presented to Constituents

Additional Information Presented to Constituents

The survey also asked constituents to respond to information that is typically provided by those who wish to support and oppose local revenue ballot measures, including concerns about the size and scope of the measure.

The Public Safety Sales Tax is consistently above the 2/3s requirement threshold throughout the survey.



Fairbank, Maslin, Maullin, Metz & Associates – FM3
PUBLIC OPINION RESEARCH & STRATEGY

If the election were held today, would you vote "Yes" in favor of this measure or "No" to oppose it?

Conclusions

- City of Hemet residents overwhelmingly believe the City needs additional funding
- Constituents are most concerned about their public safety, and are opposed to any cuts to those services
- Constituents strongly support the concept of local, voter-approved funding specifically dedicated to public safety levels, at percentages as high as 80%
- However, before making any decisions to place such a measure before the community, the City should consider what safety items or services such a measure would fund, and include fiscal accountability provisions
- Additional community input and engagement should occur before any final decision is made to proceed.

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Hemet Fire Department,

California

Fire Department

Service Delivery Options Analysis

June 2015

Emergency Services
Consulting International

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Executive Summary

Emergency Services Consulting International (ESCI) was engaged by the City of Hemet to conduct a three phased study of the service needs of its community provided by the fire department. The first phase was to conduct a baseline assessment of the current conditions and current service performance of its fire department. The purpose of this phase was to assess the agency's operations in comparison to industry standards and best practices, as well as to create a benchmark against which the options for future service delivery can be measured.

The second phase was to conduct an assessment of the potential future community conditions, service demand, and fire protection risks that the organization may be expected to serve. The purpose of this phase was to determine community growth projections and interpret their impact on emergency service planning and delivery.

Finally, the third phase was to identify and recommend alternative service delivery options to address service gaps, position the HFD to meet the future needs of the community, and to conduct business as efficiently and effectively as possible. In this final phase, Mayor Krupa's statement during an in-brief with the ESCI team ("***Status Quo is a No Go***") shaped ESCI's approach to the creative alternatives to service delivery recommended in this report.

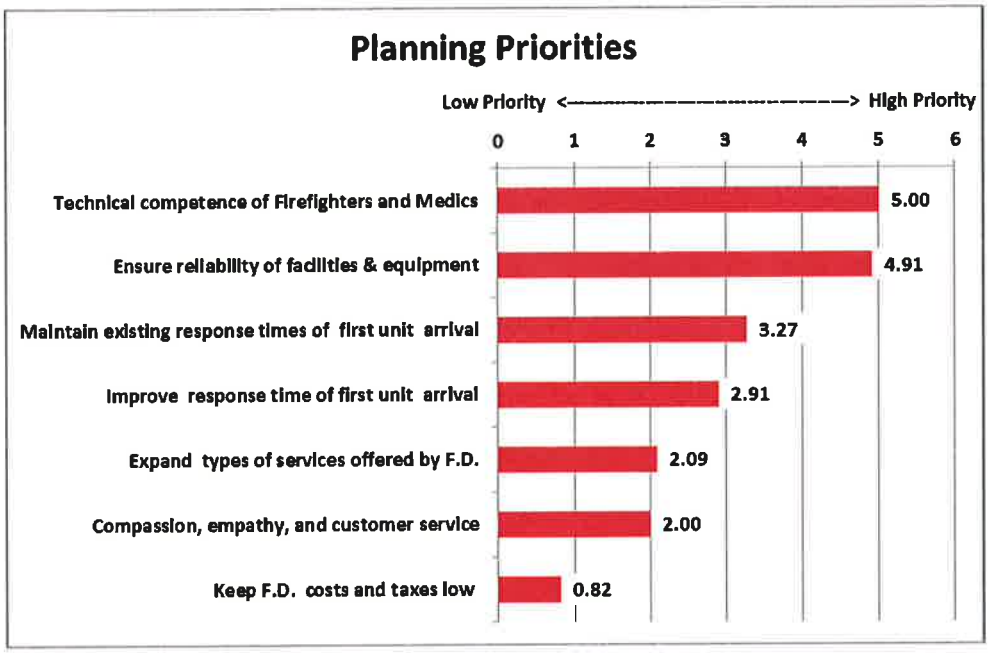
COMMUNITY CONTEXT

The HFD is emerging from a very difficult recent history. The leadership of the fire department over the last decade has changed seven times for an average tenure of one-and-half years (not including the current fire chief). Coupled with significant reductions in resources during the same period, the department reflects the lack of investment and churn experienced by its many changes in leadership. The lack of consistency and stability at the top has led to a lack of follow-through on programs, a lack of enforcement of regulations, a relaxing of standards, and a lack of advocacy for the mission of the fire department to the City of Hemet. Indeed, the Hemet Fire Department has suffered from neglect during this period, culminating in a serious effort to outsource the fire department to CAL FIRE in 2013. ESCI does not presume to understand the dynamics at play during this period; only that the effect has left HFD weaker in its ability to adequately serve the community.

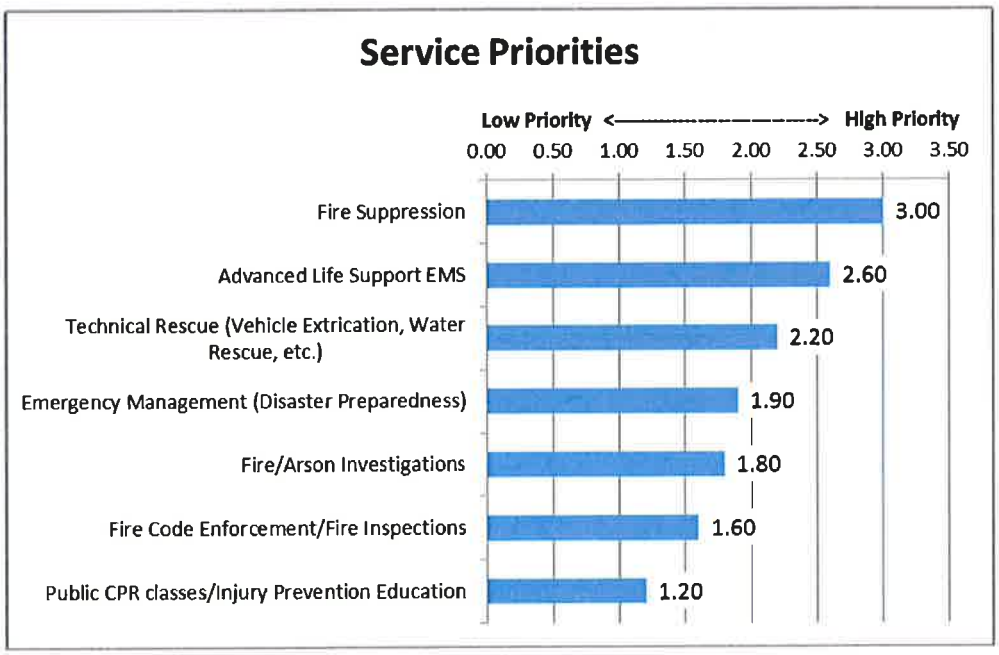
ESCI obtained a sampling of perspectives by conducting three internal stakeholder sessions (policy-makers, line personnel, and labor leadership) and two external stakeholder sessions (citizens and the business community). The report focused on the external stakeholder session results. The results from the citizen and business sessions were essentially the same, so the results were combined. The sample size (n=10) is not statistically valid; thus it is referred to as a community sampling.

After being given a brief overview of the Hemet Fire Department, the attendees were led through a structured survey by an ESCI facilitator. When asked to prioritize seven key planning elements, both the citizen group and the business group attendees placed a high emphasis on maintaining the technical competence of HFD personnel and maintaining reliable facilities and equipment. Keeping taxes low was

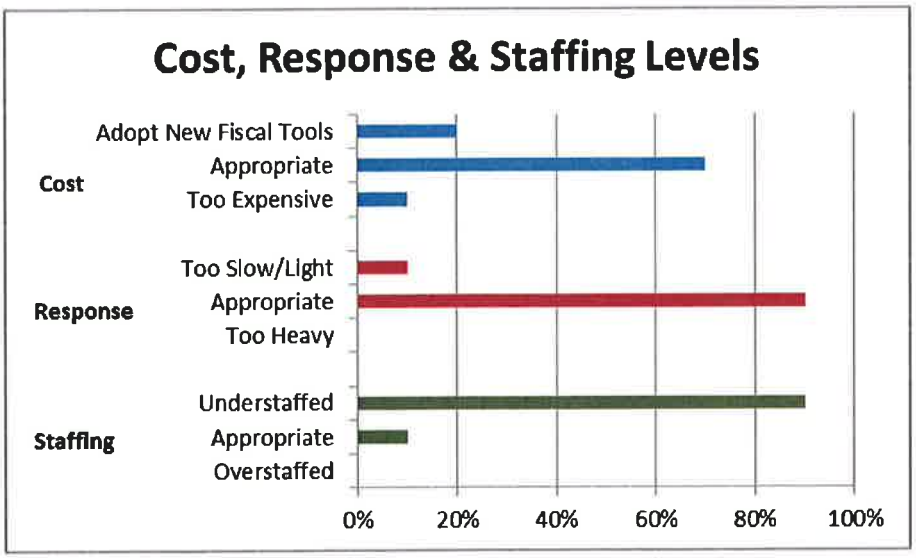
placed as the lowest priority. This should not be interpreted as support for higher taxes; rather an emphasis on fire department competence.



When asked to prioritize the services provided by the HFD and strike through any deemed unnecessary, the citizen and business groups selected fire suppression and advanced life support EMS as the two highest priority services. This is not surprising and is anecdotally consistent with the results of most communities throughout the western United States. Public education was rated as the lowest priority.



Finally, both the citizen and business groups were asked to rate the cost of service, the effectiveness of the emergency response, and the appropriateness of the staffing levels. The results reflected that the majority of those in attendance felt the cost of service was appropriate (70%); that the effectiveness of emergency response was appropriate (90%); and that the HFD was understaffed (90%)



HFD TODAY

The HFD is a municipal fire department serving a predominantly urban community (over 3,000 persons per square mile) distributed across more than 27 square miles in the San Jacinto Valley in Riverside County, California. The fire department provides fire suppression, first responder emergency medical

services at the basic- and advanced- life support level, technical rescue, and hazardous materials response (the latter two services are provided as part of a regional team). These emergency services are typical of a fire department the size of Hemet.

In addition, HFD provides very limited fire prevention and code enforcement services through a half-time equivalent contract employee and emergency management services through a half-time equivalent interim person. Public education is very limited, essentially on a request basis, and is performed by line personnel as time allows. Chaplain services are also limited, with crews relying upon law enforcement chaplains and local clergy when the need arises.

The administrative structure of HFD is a very flat hierarchy, with a newly appointed fire chief supervising three administrative captains (who still perform shift work), the four shift captains for each of the fire stations, the contracted fire prevention specialist, and the part time emergency manager. The fire chief also supervises and relies up on an administrative assistant. The fire chief has a supervisory to subordinate ratio of 1:9. Industry standard is a ratio of between 1:3 and 1:7.

HFD AND NATIONAL BENCHMARKS

The City of Hemet is served by five fire stations strategically placed throughout the jurisdiction. Stations one through four are staffed with a three person unit each (a fire engine in each one, with a ladder truck also located at station four, which is cross-staffed by the engine crew), and the fifth station is staffed with a two-person squad unit handling predominantly medical calls for service in the east end of the city. HFD has fewer fire stations, fewer fire engines (pumpers), and fewer ladder trucks (aerials) than the national average among communities of similar size.

When calculating the cost per capita of providing fire services to a community, HFD is also low ($129.86) as compared to the national average ($135.60) and to the California average ($193.18) for communities of similar size. The emergency call volume that HFD responds to (180.2 incidents per 1,000 population) is substantially higher than the regional median (83.4 incidents per 1,000 population). HFD responds to slightly more fires (3.3) per thousand population than the average of the regional median (2.4), but within a normal range.

HFD has a substantially lower fire loss ($19 per capita) as compared with the regional median ($34 per capita) and lower than the national median ($29 per capita). HFD also has substantially lower staffing levels (.55 firefighters per 1,000 population served) than either the national median (1.3 firefighters per 1,000 population served) or the regional median (.92 firefighters per 1,000 population served).

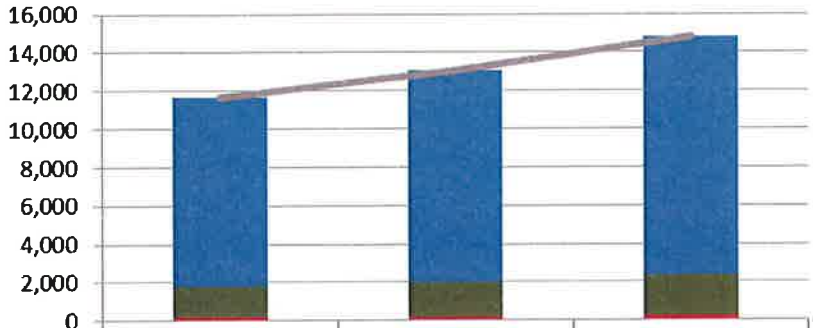
CONDITION OF CRITICAL INFRASTRUCTURE

The critical infrastructure for HFD consists of facilities, apparatus, and equipment necessary to adequately perform the tasks required. The "first due" (primary) response units are in good condition for the most part. They also appear to be appropriate for the risks faced. The fire stations tend to span the range from good condition (Stations 4 and 5) to fair/poor (Stations 1, 2, and 3). Station 5 is a modular home with a separate apparatus bay, impeding a quick turnout time when a call is received at

the fire station. While in decent shape for a modular home with separated truck bay, it is not well suited for long term use as a fire station.

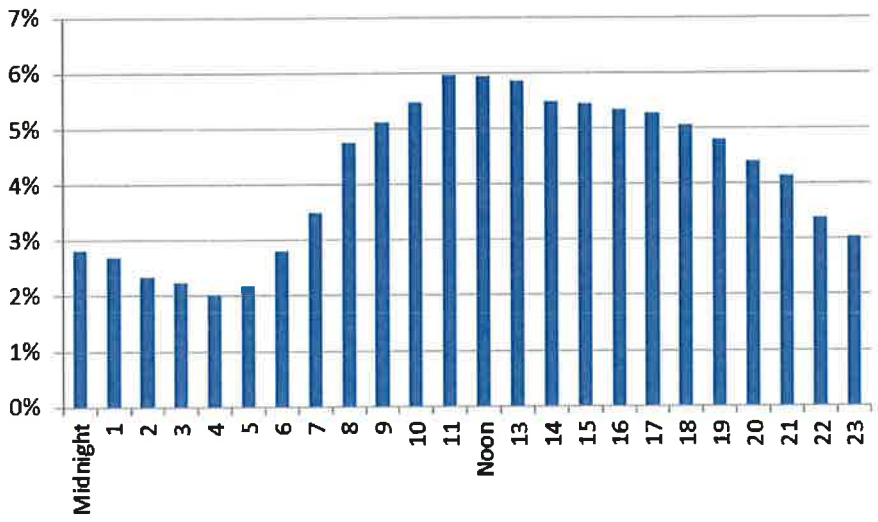
SERVICE DELIVERY & PERFORMANCE

Call volume for the HFD is steadily growing with an average year-over-year growth rate of 12.8%. This is a substantial rate of growth as compared with other fire departments, which are anecdotally growing at half that rate. In 2014, EMS made up 84.4% of the total calls for service, with fire representing only 1.8% of the total call volume. The fire demand as a percentage of total calls is typical of the fire service in the West, but the EMS call volume is higher than typical.



	2012	2013	2014
EMS	9,846	11,058	12,440
Other	1,573	1,760	2,110
Fire	230	217	267
Total	11,649	13,035	14,817

The occurrence of emergency incidence in Hemet was analyzed for hourly, daily, and monthly trends in 2014. The hourly data elements are important considerations when determining deployment windows for specialized units, which is discussed in the recommendations section of this report. The pattern is predictable, with activity increasing as people are active, and dropping off when most people are sleeping. The graph which follows has the distinctive "whale profile." Activity begins to increase at six a.m., with significant call volume growth at eight a.m. It continues to grow; peaking at eleven a.m. to noon, where it plateaus and steadily begins to decline, matching the eight a.m. demand again at seven p.m.

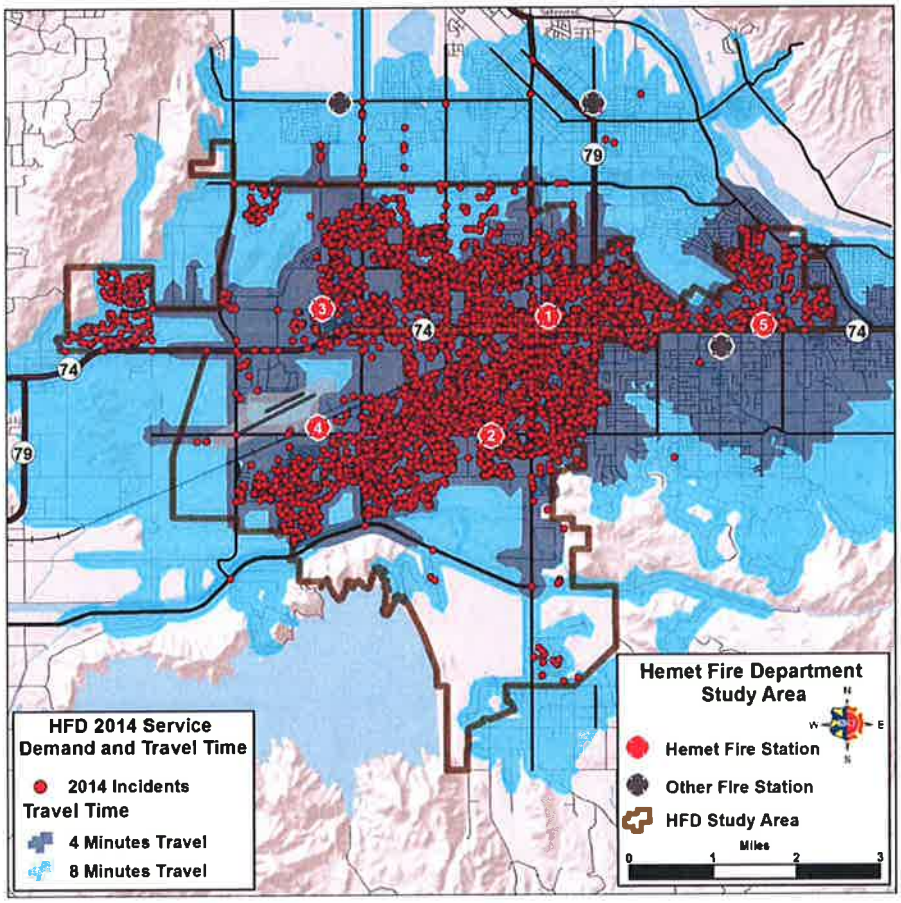


Analysis of response data by day of week shows very little fluctuation, with Wednesdays being the busiest at 15%, and Sundays being the slowest day at 13%. There is also very little difference in service demand between months. August is the busiest month at just over 9% of the annual call volume and February at 7% is the slowest month, likely contributed to by the fewer number of days.

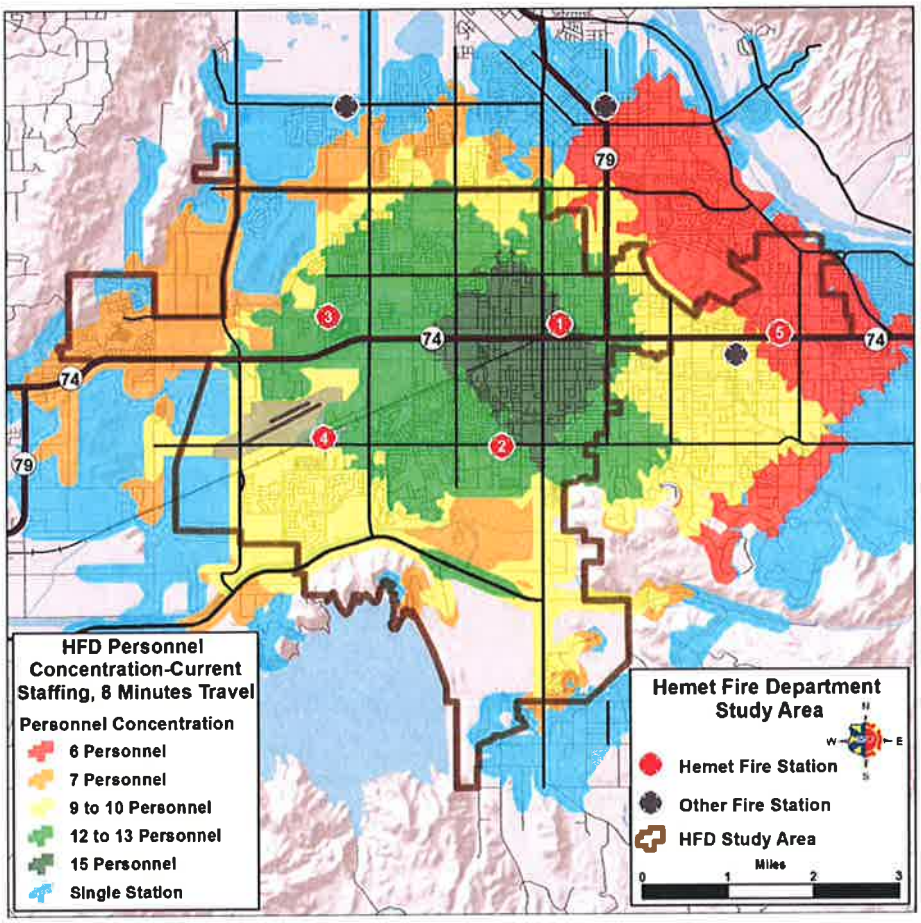
GEOGRAPHIC DEMAND

The following map clearly depicts significant service demand geographically. The red dots represent the location of an emergency call for service in 2014. As is evident, there are few areas which do not create a service demand for HFD. Geographically isolated areas in the northwest corner of the city and in the southern portion of the city do not create much service demand, nor does the airport. All other locations place a response burden on the fire station assigned to serve that area.

The same map also illustrates four and eight minute travel times for HFD units (assuming they are in quarters and available for response). The gray areas depict four minutes travel time, with the light blue depicting eight minutes travel time. The gray areas represent the potential to meet the NFPA 1710 travel time objective, which is a national consensus benchmark. In Hemet, approximately 93% of the incidents which occurred in 2014 were within four minutes travel from the nearest HFD fire station, but were not necessarily arrived at within the four minute travel time.



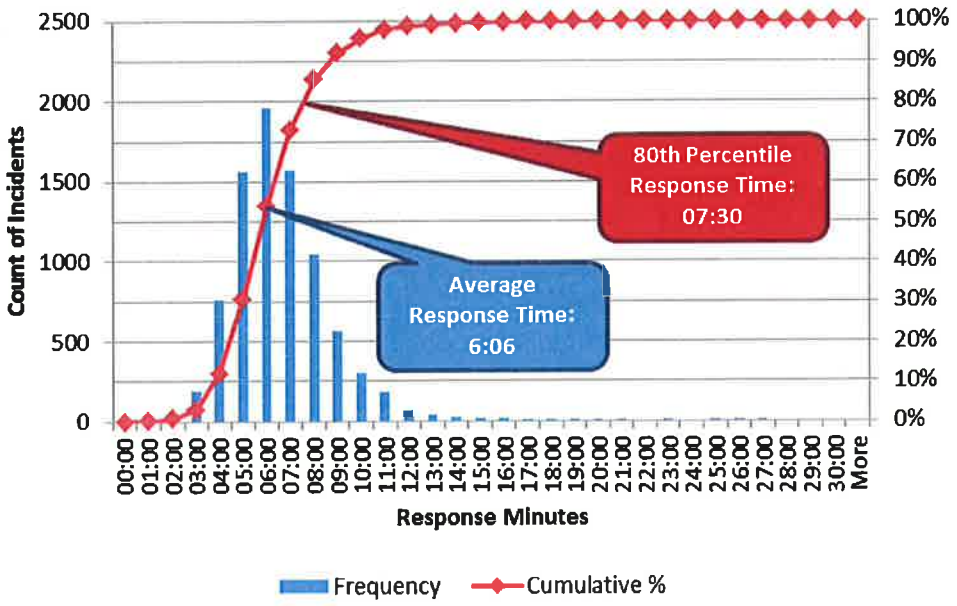
Besides travel time from the nearest fire station, another key data element is the concentration of resources necessary to successfully mitigate an incident. For moderate risk structure fires, the Commission on Fire Accreditation International (CFAI) has established an industry best practice which recommends a minimum of 14-16 firefighters are necessary to assemble at the scene of the incident in eight minutes travel time. This is referred to as an effective response force. HFD's full on duty force is 15, requiring all on duty resources to arrive in eight minutes travel time to meet this industry best practice. The following map depicts the area where all HFD resources can arrive in eight minutes travel time (assuming all units are in quarters and available for response).



The effective response force is difficult for HFD to achieve not only because the resources are dispersed geographically, but also because the number and frequency of calls for service increase the likelihood that at least one of the units will be unavailable while handling another call. In 2014, HFD handled two or more calls simultaneously 60.63% of the time. While the call volume is high and the frequency of simultaneous calls for service is also high, HFD's time on scene is fairly brief, at an average of just over 19 minutes for primary response units. Obviously, averages can have a swing of 50% on either end of the spectrum, but it appears HFD resolves the incidents they are dispatched to fairly quickly.

RESPONSE TIME PERFORMANCE

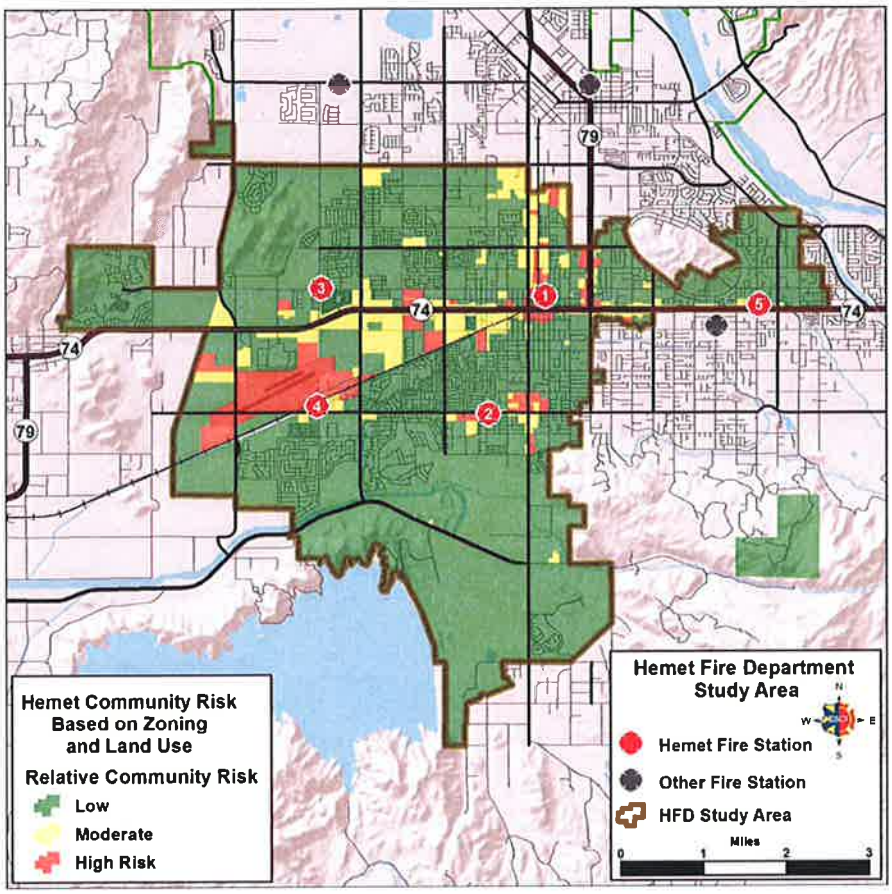
HFD's response time performance is depicted in the following graph. Note that the response time at the 80th percentile measures HFD's compliance with the City of Hemet Measure EE's performance standard of five minutes (80th percentile) for fire and emergency medical responses. The graph illustrates that neither the standards for Measure EE or NFPA 1710 are achieved.



RISK ANALYSIS

There are numerous risk factors that can influence the types of services a community needs. Population density is one such risk factor, population demographics another. The age of Hemet residents over the age of 65 is twice as high as the same age group in Riverside County, and nine percent higher than the national average for this age group. This poses numerous challenges for HFD, none the least of which is the high demand for EMS services.

Land use and zoning can also affect risk. The following map reflects low, moderate, and high risks by zoning and land use classification. It appears the zoning risk is clustered primarily in the downtown, airport, and Station 2 areas, with a predictable string along California Highway 74.



The wildfire risk within Hemet is low, however the city is surrounded by very high wildfire risk. Hemet does lie within a major seismic fault zone and has high liquefaction risk on the far west edge of the city, with very high liquefaction susceptibility in the southern region. The southern portion of the city, below Highway 74, is also susceptible to flooding as reflected in the 100 year and 500 year flood zones. There are a few small pockets north of Highway 74 that are also potential flooding zones.

RESPONSE TIMES & CRITICAL TASKS

ESCI identified numerous staffing and response configurations by incident type based on CFAI recommended critical task analyses. It is important to recognize, however, that each community poses its own unique geographical and response challenges. ESCI therefore recommends that the critical tasks by incident type recommended in this report be validated by HFD personnel. The recommended staffing levels may increase or decrease based on these validations.

National standards and consensus industry best practices call for each component of the "cascade of events" which make up a total response time (call processing, turnout time, and travel time) be measured. The aggregate of all three components should result in a six minute total response time for medical emergencies and a six minute, twenty seconds total response time for fires. These total response time objectives should be met in ninety percent of all emergencies.

These same standards and best practices also call for assembly of an effective response force (the minimum number of personnel and equipment to effectively mitigate the emergency) within ten minutes, thirty seconds ninety percent of the time.

RECOMMENDATIONS

ESCI has made twenty-five specific recommendations in the report addressing adjustments to current conditions and practices within HFD. A condensed list of the top ten recommendations include:

1. Establish three shift battalion chiefs to manage the three shifts of the HFD, returning the staff captains to the line.
2. Reposition Truck One to Station One where risk requires a truck and to address ISO criteria.
3. Establish a Peak Activity Unit, which is only in service during peak demand for service to augment fixed assets.
4. Monitor demand at Station One to avoid excessive Unit Hour Utilization.
5. Add a data analyst to monitor all components of the total response time continuum. Consider partnering with HPD to share their analyst.
6. Work with on duty crews to improve turnout time performance.
7. Monitor total response time performance by incident category, station response area, and for the overall HFD service area.
8. Establish response performance goals for each incident category, station response area, overall HFD service area.
9. Clarify the definition of "response time" as it pertains to Measure EE.
10. Conduct field validation exercises with HFD crews to verify or modify the critical task analyses for each major incident type.

SERVICE DELIVERY STRATEGIES

Numerous strategies for the future are discussed in this report. They are broken into four categories, followed by their descriptions as follows:

1. **Demand Reduction** (reduce calls for service)
    a. Develop CARES program to work with high frequency individual users of the 9-1-1 system.
        i. Partner with UC-Riverside's Sociology graduate program for interns.
    b. Develop Alternative Response Unit, staffed with one medic to handle non-emergent calls during peak demand.
    c. Address high frequency facilities individually or as a class of facilities.
        i. Encourage self-regulation of non-emergent calls.
        ii. A class of facilities could form a consortium to fund an ARU to offset first response costs to the system.
    d. Implement Community Risk Reduction strategy.

2. **Gained Capacity** (increase ability to provide existing services within existing budgetary constraints)
    a. Move Truck 1 to Station 1 for better response to target hazards and to address ISO criteria.
    b. Implement clear policies and procedures related to personnel leave which minimizes agency risk.
    c. Re-evaluate 48-96 work schedule.
3. **Partnership Opportunities** (share cost, increase revenue, or improve service)
    a. Negotiate a joint staffing agreement with CAL FIRE's Little Lake Station, eliminating Station 5.
    b. Implement or contract for Emergency Medical Dispatch services to send the correct resource to calls.
    c. Partner with HPD for AED use and data analyst.
    d. Partner with REMSA to "stop the clock" on EMS calls.
        i. Requires 100% ALS capability at each station.
        ii. Mirrors Riverside FD model.
        iii. Supports REMSA's strategic plan.
        iv. Revenue generation has potential to offset 100%+ costs.
4. **Enhance Operations** (improved supervision, improved service delivery, increased efficiency of deployment)
    a. Hire three credentialed battalion chiefs, returning staff captains to shift.
    b. Hire a deputy chief to manage all operational aspects, allowing the fire chief to administer the department.
    c. Implement Automatic Vehicle Locator (AVL) technology to dispatch the closest physical unit.
    d. Implement a Peak Activity Unit (PAU).
    e. Implement an Alternative Response Unit (ARU).

Many of these strategies can be implemented in the relatively near term, while others may take longer and require negotiation with other agencies or bargaining units before implementation. These strategies are described in greater detail within the report.

Evaluation of Current Conditions

To appropriately recommend service delivery options, a clear understanding of the current approach is required. This section of the report identifies the current conditions of the Hemet Fire Department (HFD or Hemet Fire). The following elements make up the current conditions: Citizen Feedback & Perspectives; Organizational Overview; Management Components; Staffing & Personnel; Service Delivery and Performance; and Capital Facilities and Equipment.

Each of the elements begin with an introduction, followed by a table of applicable information and data, followed by a discussion, and conclude with any pertinent recommendations. Within the table, the far right column is reserved for observations of the ESCI consultant, which may contain minor recommendations, considerations, or clarifications of the adjacent survey component.

CITIZEN FEEDBACK & PERSPECTIVES

Duirng ESCI's site visit, the consulting team interviewed numerous stakeholders, including policy-makers, line personnel, the labor group, citizens, and business interests. The policy-makers, line personnel, and labor groups all provided valuable information that allowed the consulting team to gain context into the issues that face the HFD. This context allowed the consulting team to focus its efforts in areas of common concern between the groups.

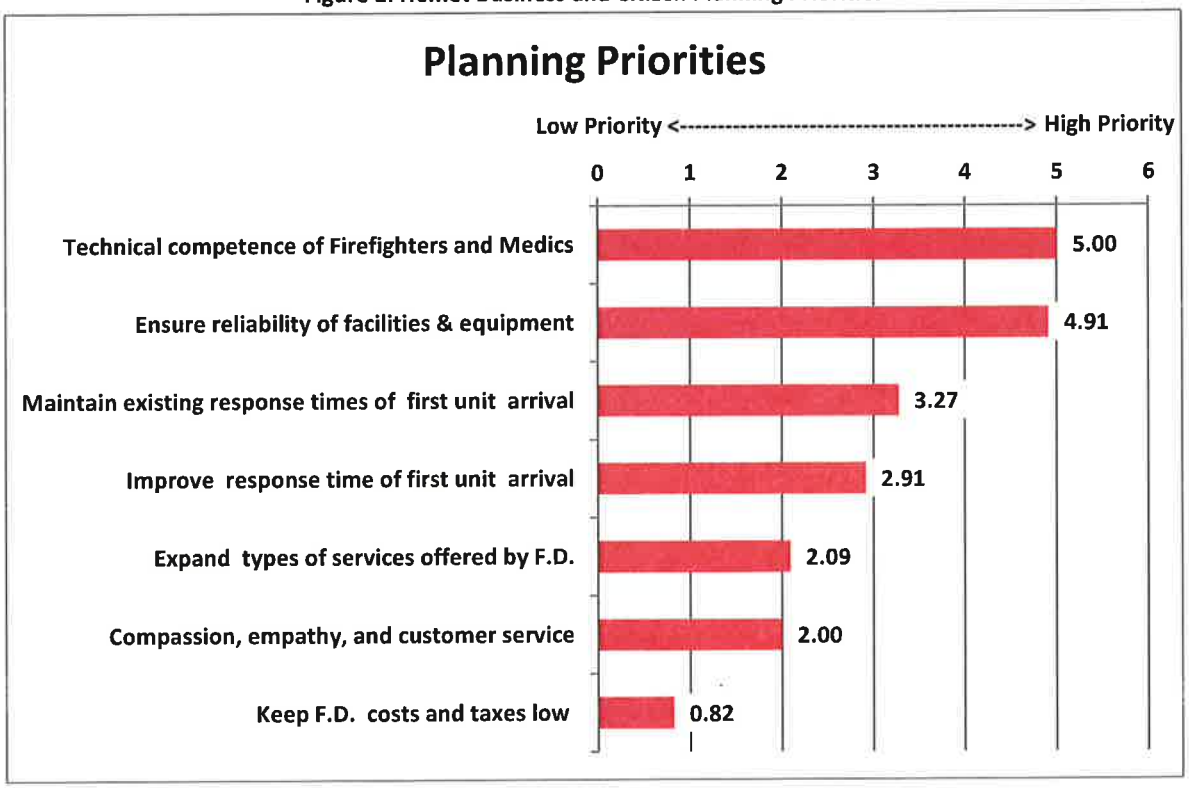
The citizen and business interest groups were interviewed as two separate groups and taken through a forced choice of various service issues to develop priorities as a group. The following results reflect their feedback and perspectives about the services provided by the HFD. The groups were necessarily small and not a statistically valid sampling of the community, but they do provide a barameter of the attitudes and opinions that may be felt to a larger degree throughout the community.

After an overview of typical fire department operations, the attendees were asked to prioritize the following planning elements:

1. *Keeping my fire department costs and tax rates as low as possible*
2. *Expanding the types of services offered by my fire department*
3. *Ensuring that facilities and equipment are reliable and functional*
4. *Maintaining the existing response times of the first engine or aid unit to arrive at a scene*
5. *Technical competence of firefighters and emergency medical personnel*
6. *Improving the response time of the first engine or aid unit to arrive at a scene*
7. *Compassion, empathy, and customer service of emergency responders*

They were asked to rate the importance of each element against the others, resulting in a collective set of planning priorities as follows:

Figure 1: Hemet Business and Citizen Planning Priorities



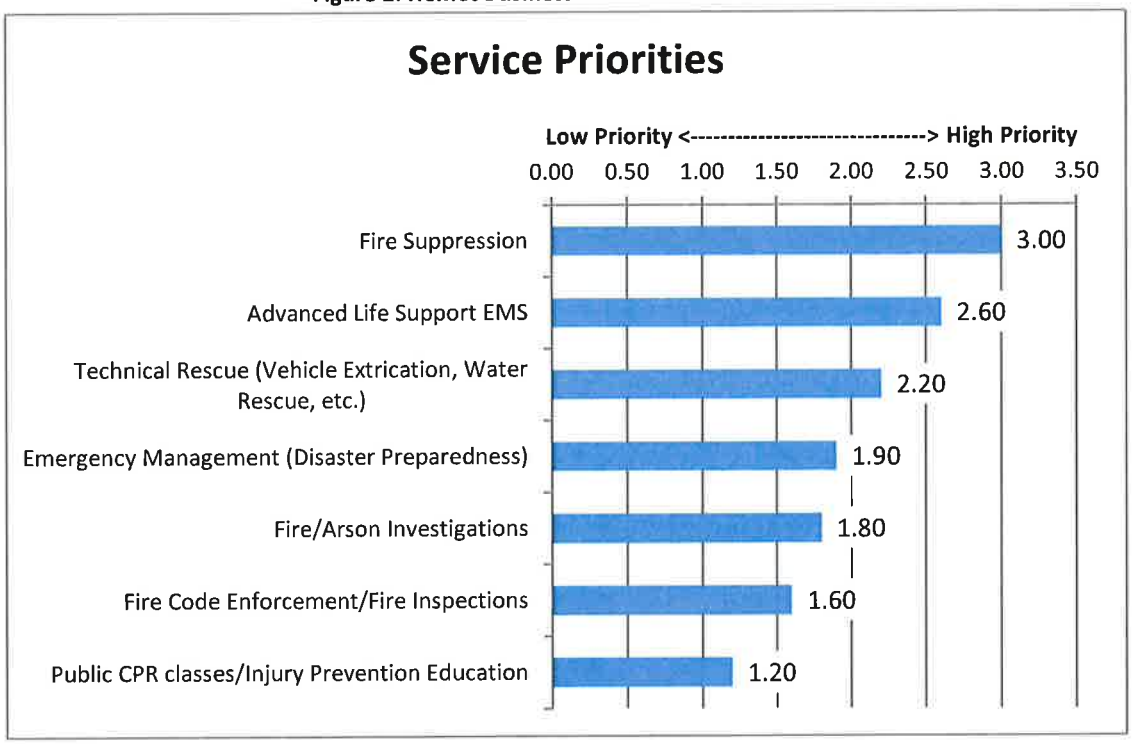
It is clear from the collective feedback that the external stakeholders in attendance placed high value on the technical competence of the responders in the HFD and in the investments already made in the fire department for facilities and equipment. There was greater priority placed on maintaining the existing response time than improving it. Interestingly, while there were some outliers, the vast majority were less concerned about keeping the costs and taxes low, although this should not be interpreted as a willingness to see costs and taxes increase.

The attendees were then asked to assign relative importance to several types of services provided by HFD. Those services are as follows:

1. *Fire Suppression*
2. *Advanced Life Support Emergency Medical Services*
3. *Fire Code Enforcement/Fire Inspections/Plan Review*
4. *Public CPR Classes/Injury Prevention Education*
5. *Technical Rescue (Vehicle Extrication, Water Rescue, etc.)*
6. *Fire/Arson Investigation*
7. *Emergency Management (Disaster Preparedness)*

The attendees were asked to assign a value for each type of service, with three representing a critical priority, two representing an important priority, and one representing a low priority. Multiple services may be assigned the same priority value. The following figure reflects the result.

Figure 2: Hemet Business and Citizen Service Priorities



Not surprisingly, fire suppression was clearly a critical priority, followed by Advanced Life Support Emergency Medical Services, which was rated as between a important priority and a critical priority. Technical rescue was listed closer to an important priority. All other services were listed as less than an important priority, with the majority rating public education as the lowest, slightly more than a low priority. It appears the consensus reflects emphasis on emergency mitigation, followed by preparedness/prevention, followed by self-help education. Participants were instructed to either add services where they thought it would be important, or strike through any service that should be discontinued. No new services were added, and only one participant struck through a service; Public CPR Classes/Injury Prevention Education.

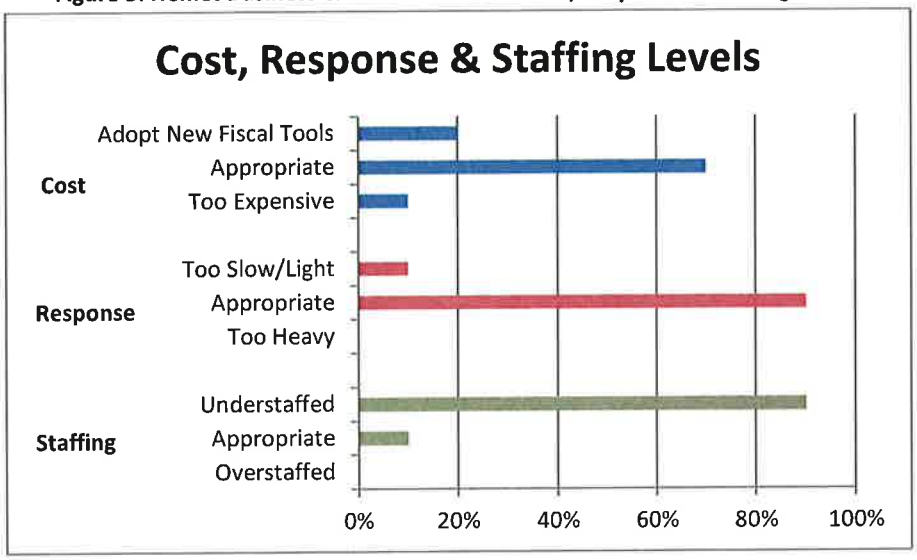
Finally, the attendees were asked to simply assert their beliefs regarding the HFD's level of staffing, response level (strength of response), and cost of services. The three choices available were:

Staffing Levels	Response Levels	Cost of Services
Overstaffed	Response too slow/light	Too expensive
Understaffed	Response appropriate	Appropriate
Staffed appropriately	Response too heavy	Adopt new fiscal tools*

*Examples: bond issues, excess levies, fees for service.

The results are reflected in the following figure.

Figure 3: Hemet Business & Citizen Views on Cost, Resposne & Staffing Levels



The majority of the attendees (70%) agreed that the cost for HFD services were appropriate, with a minority split between stating the service was too expensive and stating that new fiscal tools were needed. The latter response could be interpreted as advocating the augmentation of existing revenues with a new revenue stream or that the current revenue stream(s) is inappropriate or inadequate.

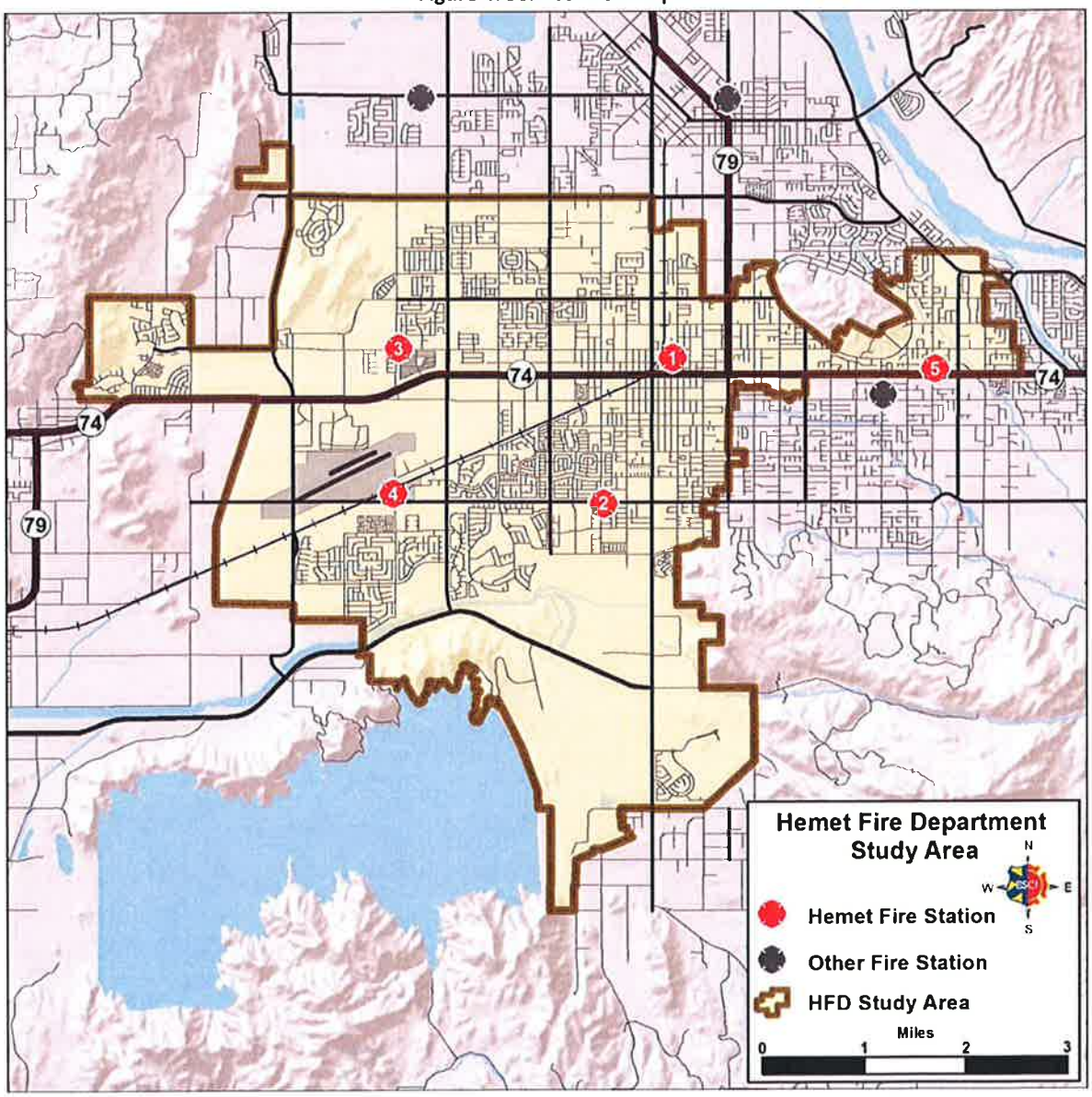
The majority (90%) also agreed that the HFDs response to emergency incidents was appropriate, with the minority stating that the responses were either too slow or too light (insufficient resources). None of the attendees stated that the response was too heavy. Finally, the majority (90%) agreed that HFD was understaffed, with the minority stating that the staffing was appropriate. None of the attendees stated that the department was overstaffed.

The open discussion following the structured group interviews resulted in an inevitable discussion about the fairly recent controversy regarding the concept of contracting fire service to CAL FIRE. The attendees were united in their support of local control and continuation of the Hemet Fire Department, but not, "... business as usual." There was strong advocacy for greater levels of efficiency and creative solutions to challenges facing the City of Hemet and the Hemet Fire Department. This aligns well with the perspective shared by Mayor Krupa during individual policy-maker interviews.

ORGANIZATIONAL OVERVIEW

The organizational overview contains a brief description of the governance and administrative structure of the Hemet Fire Department, the history of the HFD, a list of assets and personnel to perform the mission of the HFD, the general character of the community served, and the response demand the community places on their fire department.

Figure 4: Service Area Map



The organization overview tables include the following major headings: Responsibilities & Authority, Organizational Design, and Service Area & Infrastructure.

Figure 5: Responsibilities & Authority

Survey Components	Organization Overview	
	Hemet Fire Department	Observations
Responsibilities & Authority		
Governing body	City Council	
head of governing body	Council Manager	
key employee	Gary Thornhill, Interim City Manager	
meetings	Every 2 weeks, Tuesdays at 1900	
Elected official authority defined	Clearly delineated in city charter	
Fire chief position	Scott Brown – interim appointment on December 3, 2014	As of this writing, interim fire chief was appointed to the regular position
hired by contract	Yes	
term of contract	Being renegotiated as the regular appointee	
periodic performance evaluation	Verbal feedback from City Manager, biweekly	
Fire chief/authority defined	Clearly delineated in city charter	
Policy and administrative roles defined	Clearly delineated in Municipal Code, Chapter II, Article III, Section 2-87	

Discussion:

The City of Hemet is governed by a five member city council. The council is elected at large and, as in many municipalities, the five member city council annually elects a mayor from among the council members. Specifically, the city council is responsible for "...the enactment of local laws / ordinances, the adoption of the annual city budget and capital improvement program, and the review and adoption of proposed policies, agreements, contracts, and other city business items."[1]

The city council hires a city manager to manage the day-to-day affairs of the city through various departments, of which the fire department is one. Each department is managed by a department director or, in the case of the police and fire departments, a chief. HFD's history reflects significant turnover in the fire chief position over the last several years, with some incumbents not meeting professional qualifications for the position (appointed from captain). This occurred during the run-up to the city considering contracting with CAL FIRE for services and eliminating the Hemet Fire Department. This has created instability and credibility issues within the fire department.

The fire chief position was vacant until December, 2014, when Scott Brown was contracted to fill the interim position. Once Chief Brown was contracted, he recommended this study be sanctioned by the city council. Shortly after the initial site visit was conducted by the ESCI consultants, the incumbent city manager left employment with the City of Hemet and the Hemet Police Chief was appointed to serve as

[1] "Welcome to an Engaged Community." Hemet, CA. Web. 26 June 2015. <http://www.cityofhemet.org/index.aspx?nid=65>.

the interim city manager. Immediately thereafter, Chief Brown was appointed to the regular position of fire chief, followed by the hiring of a new interim city manager.

The fire chief had received verbal feedback from the city manager every other week in sessions the fire chief scheduled. The purpose of the meeting was to provide updates to the city manager on progress of the fire chief's 120 day action plan.

The authority of the fire chief (Ordinance #28), the city manager (Municipal Code -- Chapter II, Article III, Section 2-86) and the city council (Municipal Code – Chapter II, Article II) is clearly articulated in the city's charter. Regarding the authority of the fire chief and the establishment of the fire department, ESCI recommends review and revision of the enabling ordinance to establish a contemporary understanding. The enabling ordinance was established on October 5, 1910 and has not been revised.

Figure 6: Organizational Design

Survey Components	Organization Overview	
	Hemet Fire Department	Observations
Organizational Structure		
Structure type	Very flat hierarchy	
Description of all jobs maintained	Current as of 2014	
job descriptions updated	Yes	
Employment agreements	CBA with Local 2342; Emergency Operations Coordinator	
Chain of Command		
Unity of command	Follows organizational chart and chain of command	
Span of control	Fire chief span of control is 1:9 (includes staff captains, shift captains at each station, part time prevention and part time emergency management staff)	Exceeds industry standards of between 1:3 and 1:7
Hiring/Firing authority	City Manager for department heads, fire chief for line personnel	
Formation		
Organization formed	1908	
History maintained	Yes	
Individual/group responsible	Hemet Firefighters Association, Local 2342	

Discussion:

The Hemet Fire Department has a very flat hierarchy, as reflected in the organizational chart in the following figure. The fire chief has no exempt subordinates to delegate command authority to, assisted only by a civilian administrative assistant. Some captains are assigned some administrative duties, but are at the same level as their shift captain counterparts. The administrative captains are not credentialed at the command level, increasing city liability and firefighter safety. Training duties appear to be performed in between incidents and are not conducted by a credentialed training officer. Fire prevention duties are limited to a contract fire marshal conducting business inspections and plan review on a part time basis. The rate of occurrence for these inspections is unable to meet Insurance Services

Organization (ISO) frequencies. The effect negatively impacts the public protection classification in Hemet. This has the potential to increase private property insurance premiums.

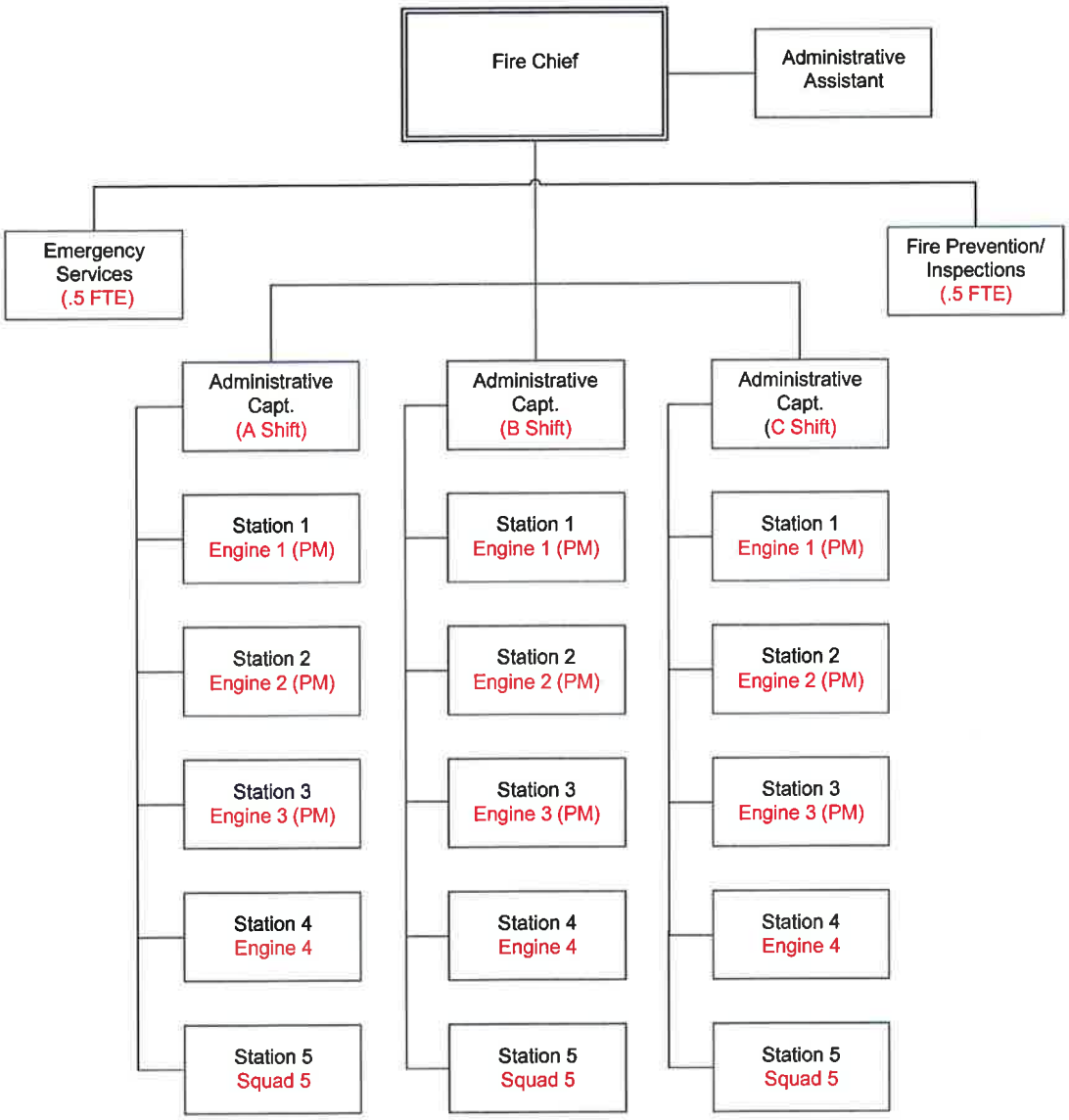
All position descriptions within the HFD has been reviewed and updated as recently as 2014. The department has a chain of command which followed the organizational chart. The span of control is appropriate at the line level, with a 1:3 ratio of officer to subordinate. Above the line personnel, the span of control exceeds an appropriate level due to the lack of shift command positions or administrative command positions. The fire chief supervises three administrative captains and four shift captains on each of three shifts, plus he is part-time/contract fire marshal and emergency manager. With a 1:9 ratio, it far exceeds the upper limit of an appropriate span of control. The span of control should be between 1:3 and 1:7. The fire chief has authority to hire and terminate, and is subject to city policies and work rules.

The HFD was formed on July 29, 1908 by the Hemet Chamber of Commerce. The City of Hemet incorporated in 1910 and absorbed the HFD as a city function. The Hemet Firefighters Association, Local 2342 continues to maintain the history of the department on behalf of the city.

RECOMMENDATIONS:

- Replace administrative captains with credentialed battalion chiefs.
- Provide an exempt staff chief officer to oversee Emergency Operations & Support Services.
- Expand fire prevention to include community risk reduction strategies.

Figure 7: Hemet Fire Department Organizational Chart



Unit Staffing:
Engine 1, 2, and 3 = Captain, Engineer, Firefighter (one of which is also a Medic)
Engine 4 = Captain, Engineer, Firefighter
Squad 5 = Engineer, Firefighter

Figure 8: Service Area and Infrastructure

Survey Components	Organization Overview	
	Hemet Fire Department	Observations
Agency Description		
Agency type	Municipal	
Area, square miles	27.85	
Headquarters	510 W. Florida Street, Hemet	
Number of fire stations	5	
Other facilities	2 (administrative office, training facility – classrooms only)	
Emergency vehicles		
engine	4	
engine, reserve	3	
ladder truck	1	
squad unit	1	
squad unit, reserve	0	
command	2	
boat	0	
tenders/brush	1 type III engine	
rescue	1 OES rescue	
support vehicle	2 (pick-up trucks with canopy)	
ISO rating	4/9	
date of most recent rating	Over ten years ago (being rerated currently)	
Total F.D. uniformed and civilian personnel	48 + 1 shared volunteer with Engineering	
Demographics		
Population	81,750 (2013 census estimate)	
urban/suburban/rural %	Predominantly urban (3,189 pop. per square mile)	
Total residential units	35,305	
Businesses	3,095 (businesses with payrolls)	
Alarms		
Fire, 2014	266	
value of property exposed to fire, 2014	$11,235,990	
value of property lost to fire, 2014	$1,533,005	
Rupture or explosion	4	
EMS/rescue	12,354	
Number of EMS transports	0	
Hazardous condition	155	
Service call	954	
Good intent call	625	
False call	345	
Severe weather	22	
Other	3	
Total	14,728	
Mutual Aid		
Given	23	
Received	39	

Discussion:

The Hemet Fire Department is a municipal department serving approximately 28 square miles and an estimated population of 81,750 (2013 census estimate). As of 2010, there were 35,305 housing units in Hemet. The age of the population of Hemet that is 65 or over was 22.4% of the total population, significantly higher than the national average of 7.3%. Families with a child under eighteen living in Hemet make up 29.6% of the population, slightly higher than the national average of 28.8%.

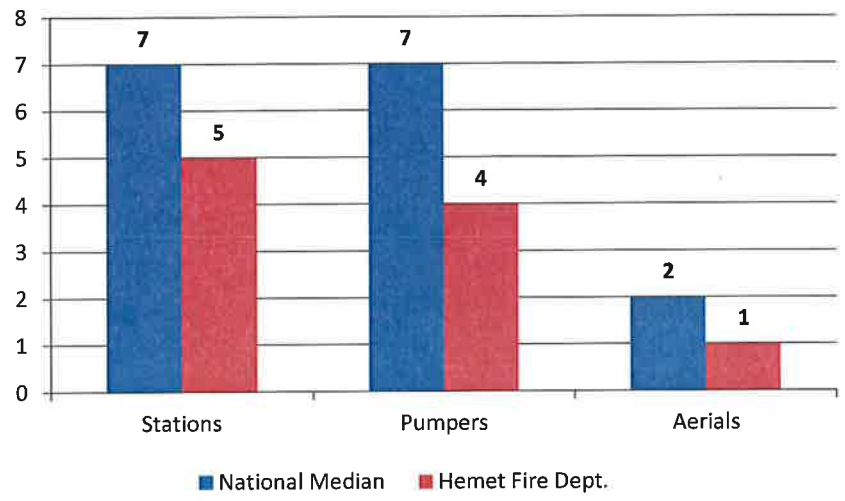
The HFD has seven facilities and operates out of six of them. Five are fire stations, strategically positioned throughout the city for response coverage. The sixth is the administrative headquarters, shared with the Engineering Department. The seventh facility is a training building, which is unstaffed but accommodates classroom-style training.

The department delivers service from various types of emergency vehicles, from fire engines to ladder trucks to squads. The fire engines listed in the table are referred to as type I engines, which are equipped as the primary response unit due to its versatility. They are designed to pump water at a structure fire or other fires located on a roadway or other hard surface. They carry fire hoses of various dimensions to address small or large water needs; a small complement of ground ladders for rescues and access to two- and three-story buildings; extrication equipment; a small complement of forcible entry equipment; ropes and small tools for various applications; and medical equipment for emergency medical incidents.

Ladder trucks are intended to provide heavy duty equipment for forcible entry, extrication, technical rescues, and a hydraulic ladder for rescues from upper floors and as an elevated stream for large fires. While the ladder is an important component, it is the equipment on the truck and the crew expertise that makes a ladder truck so critical for certain incidents. It also carries medical equipment, but should be used as a last resort response unit for medical emergencies due to its weight and expense per mile to operate.

The HFD is significantly under-resourced as compared to their regional counterparts. The following figure reflects lower numbers of fire stations, fire engines, and ladder trucks than their western peers. This is an indication that the ability to mitigate significant fire and rescue incidents is hampered by the relatively low number of critical resources. It also tends to reflect a longer travel time from fire stations spaced further apart than their peers and fewer resources arriving within the critical first ten minutes of an incident. Finally, the spacing of facilities and equipment may negatively impact Insurance Services Organization (ISO) Public Protection Classification (PPC) ratings. This rating is what most insurance companies base their insurance premiums on for privately insured properties. Significant declines in a PPC can increase individual taxpayer insurance premiums and for businesses that are not self-insured. The ISO rates three major areas: Receiving and Handling Fire Alarms, the Fire Department, and Water Supply. Within these major areas are subcategories. In Hemet Fire Department's last rating, the lowest scoring dimension was in *Credit for Inspection and Condition* (of the water system), which received only 23.67% of the possible credit. The next lowest scoring dimensions were in *Credit for Reserve Ladder and Service Trucks* (29%), *Credit for Training* (47.44%) and *Credit for Company Personnel* (50%).

Figure 9: Comparison of Resources per 1,000 Population

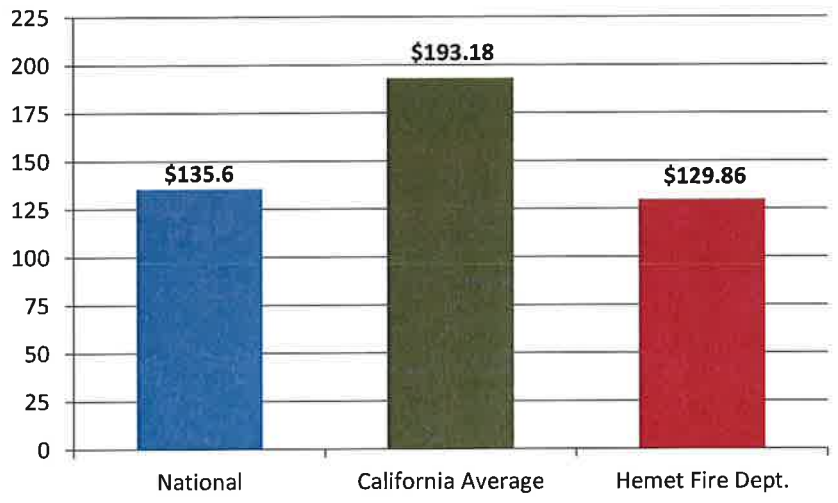


The remaining primary response vehicle in Hemet is a squad unit, which is usually a pick-up truck cab with a utility box or flat bed in the back. The squad unit can come in numerous configurations, such as a small pump and water tank with initial attack or forestry hose for fighting car-, dumpster-, brush-, and other small fires. It can simply have medical, extrication, and light rescue equipment on it. The squad in Hemet is used as a first response advanced life support (paramedic) medical unit, delivering medical equipment and personnel to a medical emergency.

HFD has assorted support vehicles as well, including staff vehicles, an Office of Emergency Services (OES) rescue unit, and a fire engine, referred to as a type III wildland fire engine. It carries a similar amount of water as a type I engine, but less fire hose, no ladders and is designed to fight wildland fires off-road. The reserve units are intended as back-ups and are placed into service in the event of mechanical failure or routine scheduled maintenance of the primary unit. HFD has an appropriate number of reserve fire engines. Other specialty vehicles, such as the ladder truck, should have a back-up plan in the event they are placed out of service for an extended period of time. The back-up plan can be as simple as a reciprocal automatic response agreement with a neighboring agency operating similar types of units.

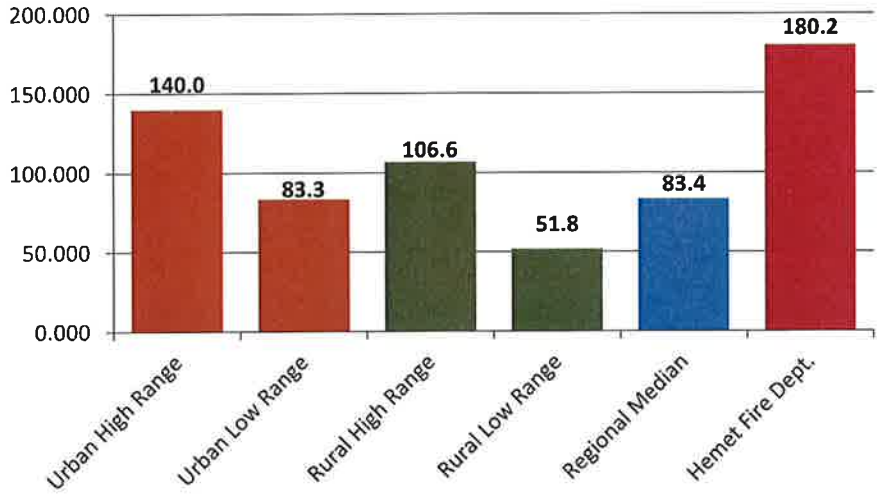
The relatively low resources for Hemet is likely what drives the cost for service down. The following figure illustrates that HFD's taxpayers are paying one third less than cities of similar size in California and just under five percent less than their national counterparts of similar size.

Figure 10: Comparison of Cost Per Capita for Fire Services



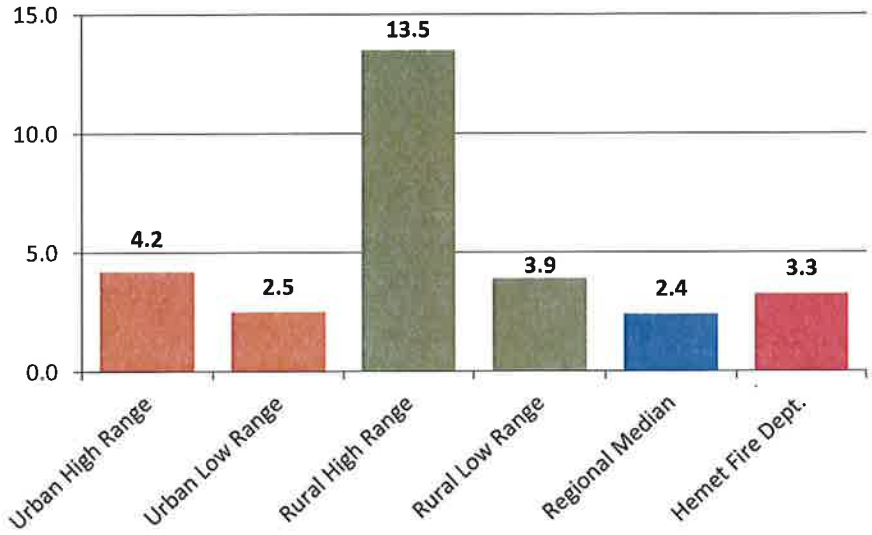
The HFD is an exceedingly busy fire department as compared to National Fire Protection Association data for the Western Region of the United States, with more than double the number of total emergency incidents of fire departments its size on the west coast as reflected in the following figure. Compared to the number of fires per 1,000 population (subsequent figure), it is clear that the emergency incident driver is predominantly emergency medical incidents. More analysis of responses is found in the *Service Delivery & Performance* section of this report.

Figure 11: Comparison of Incidents per 1,000 Population



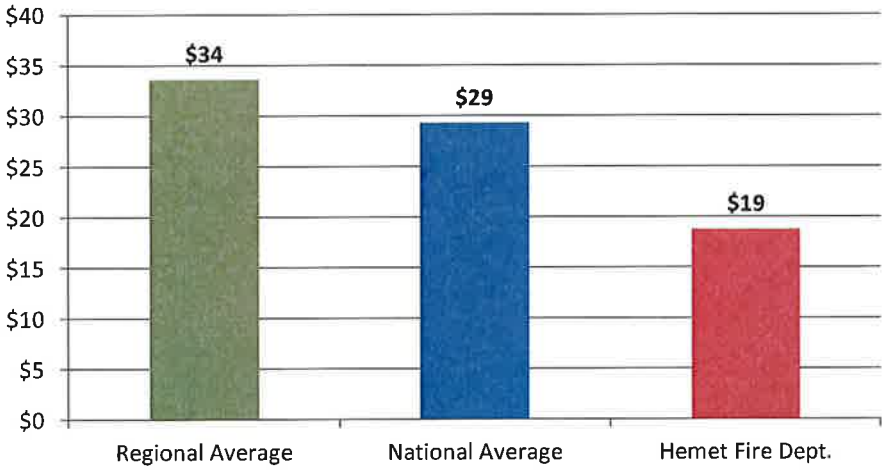
The number of those incidents that are fire related is only slightly higher than the regional median, as depicted in the following figure. This is much lower than Hemet's rural counterparts in the region, most likely due to the frequency of brush and wildland fires in the more rural areas.

Figure 12: Comparison of Fires per 1,000 Population



The property values lost due to fires in Hemet are low compared to the national and regional averages. This is despite a marginally higher frequency of fires in Hemet than their regional counterparts. This may be a reflection of lower overall values of the property exposed to fires in Hemet, or a higher frequency of extinguishing the fires in their incipient phase (initial stage of fire growth).

Figure 13: Comparison of Fire Loss Per Capita



MANAGEMENT COMPONENTS

The management components consist of a brief description of the elements which make up a strategic plan for an agency; the mechanisms used to communicate internally and externally; the critical issues facing the department from the perspective of the fire chief; records management; the security of buildings, apparatus and information; and plans for the maintenance or replacement of capital assets.

The management component tables include the following major headings: Strategic Planning, Regulatory Documents & Communication, and Records & Asset Protection.

Figure 14: Strategic Planning

Survey Components	Management Components	
	Hemet Fire Department	Observations
Strategic Planning		
Mission statement adopted	Mission statement exists, but has not been reviewed or revised for an estimated ten years	Would be addressed via a strategic plan
displayed	Yes – on the walls of offices in the admin building	Should be removed
Vision established and communicated	Vision statement is approximately ten years old but not reflective of the current conditions at HFD	Would be addressed via a strategic plan
Values of staff established	Yes, posted on wall in admin building	Should be removed
Strategic or master plan	Significantly outdated strategic plan exists, but is based on a decade old version of Hemet FD – which no longer exists in that form (much smaller version today)	Replace strategic plan with a new one, reflective of today's HFD
adopted by elected officials	N/A	
published and available	No	
periodic review	Plan has been suspended for several years – reductions in force has occurred as opposed to the strategic plan's goal of increases in staffing	
Agency goals and objectives established	Not valid	
date developed	N/A	
periodic review	N/A	
Code of ethics established	No	Establish a code of ethics or code of conduct

Discussion:

Undoubtedly due to the churn that has occurred in the fire chief position, the strategic plan is ten years old and is therefore outdated and invalid. Strategic plans guide the priority of work to be done by an agency for a period of three to five years. The last strategic plan established goals for growth and expansion; the opposite direction the HFD has been going. Three critical components within a strategic plan help provide that broad guidance: a mission statement (why the organization principally exists), a vision statement (what does the organization want to become), and the values or guiding principles of the organization (how do we treat each other and the public). These three documents are prominently posted around the fire department. Due to their age and the direction the fire department has taken since they were created, the documents (especially the vision statement) are inconsistent with the direction HFD has gone.

While the mission statement of an organization normally does not change significantly over time, it is worthwhile to review the mission statement contained in the last strategic plan to validate or modify it. Until such time as it is validated, the existing mission statement should be removed from display to avoid confusion. A vision statement should be created by fire administration after consultation with the city council and active involvement of line personnel. Finally, the organizations values or guiding principles should be crafted with active involvement by the fire department staff and administration. These core elements, coupled with establishing strategic initiatives, goals and objectives which sets the course for HFD for the next three to five years are all accomplished by embarking upon a strategic planning process.

A master plan is not in place in the HFD. A master plan evaluates the community's growth potential and growth patterns, determines where services will be impacted by that growth, and assists in determining when modifications to the existing resource deployment are necessary to meet the expected new demand for services. This would include fire station placement, fire apparatus assignments at the fire stations, and staffing for those units. Failure to plan ahead for expected growth places an organization and a community behind the growth curve. It then becomes an expensive catch-up process to meet new demands after the fact. In the meantime, services decline since demand grows and resources stay stagnant.

A code of ethics or code of conduct is not in place at HFD. This is an important document in that it goes hand-in-hand with the values established by a strategic plan. This document should be created after the values or guiding principles have been created. The document makes clear what the standards of behavior are and further focuses the values or guiding principles.

RECOMMENDATIONS:

- Remove mission, vision, and values posted throughout the fire department until they are validated or replaced.
- Develop a current strategic plan to guide the HFD for the next three to five years.
- Develop a master plan for the next ten to twenty years.
- Establish a Code of Ethics or a Code of Conduct.

Figure 15: Regulatory Documents & Communication

Survey Components	Management Components	
	Hemet Fire Department	Observations
Regulatory Documents		
Copies of rules provided	Yes, in M.O.O. (Manual of Operations)	
last date reviewed	In process, at least two years old	
Copies of SOPs or guidelines available	Yes, in M.O.O.	
regular update	In process, at least two years old	
SOPs used in training evolutions	Concepts are applied	
Policy manual available	Yes, in M.O.O.	

Survey Components	Management Components	
	Hemet Fire Department	Observations
reviewed for consistency	Yes, consistency, currency, and applicability	
reviewed for legal mandates	Yes	
training on policies provided	No	Conduct policy training to ensure adherence
Critical Issues		
Critical issues are identified		
first critical issue	Firefighter Safety	
second critical issue	Operational Readiness	
third critical issue	FD's ability to meet its mission mandate	
Communication		
Internal communications		
regularly scheduled staff meetings (fire department)	Periodic, demand driven	
written staff meeting minutes	Updates and recaps	
memos	Yes	
member newsletter	Department-wide report on conditions	
member forums	No	
open door policy	Yes	
vertical communication path clearly identified (C of C)	Yes	
External communications		
community newsletter	No	Consider inserting a newsletter into utility bills to communicate with citizens on HFD activities
website	Yes	
advisory committee(s)	Yes	
complaint process	Yes	
community survey	Yes	
Decision Making		
Preferred management methodology of the fire chief	Participatory management all levels; focus is empowerment and personal accountability	

Discussion:

The HFD uses a Manual of Operations which contains rules, regulations and standard operating procedures. The fire chief reports that the manual is being reviewed and revised as appropriate, and the existing manual is at least two years old. It is an industry best practice to establish a reviewing cycle for such documents. For voluminous regulatory manuals, dividing them into thirds with each third reviewed on a triannual basis is an acceptable approach. The manual is reviewed for legal mandates but policies are not actively trained on by line personnel. This is likely due to the lack of a dedicated training officer who could preprogram this type of refresher activity as part of the training curriculum.

The fire chief has identified the top three critical issues facing the department:

1. Firefighter Safety
2. Operational Readiness
3. HFD's ability to meet its mission mandate

In discussing these issues more deeply with the fire chief, the safety concern has to do with a high emergency response demand coupled with a stagnant resource base to provide those services. ESCI would add that the high demand coupled with a 48-96 work schedule places an extreme burden on shift personnel. Without assured opportunity for crews to rest during a 48 hour shift, fatigue causes an increased likelihood of mistakes. The consequences of these types of mistakes can be life-altering. However, creating opportunity for crews to rest also reduces productivity in non-emergent activities that are none-the-less important.

Operational readiness, which is a combination of crew-readiness and equipment-readiness, includes proper distribution of adequate resources. Crews must be properly trained, configured in proper crew size, in condition to function at peak levels (see discussion on firefighter safety above), on the correctly designed apparatus for the mission, and with enough of those crews and proper apparatus that the mission (incident mitigation) can be accomplished.

Combining the factors of firefighter safety and operational readiness determines how well HFD can achieve its mission mandate. In order to increase HFD's ability to meet its mission mandate, the demand per crew must be reduced and the crews kept fresh and productive. This can be accomplished a number of ways. Examples include: shifting low acuity (low priority) response demand away from HFD, increasing the number of crews available, reducing the shift hours worked, or reconfiguring how units are deployed.

Internal communication at HFD is as robust as is reasonably possible considering the lack of administrative staff to conduct administrative work and routinely communicate with the line personnel on daily activities and issues of importance to its members. Improvement can be gained with the addition of a staff chief officer to address internal operational issues, allowing the fire chief to address administrative, executive, legislative (city council), and external matters. External communication is conducted passively (the HFD website and complaint process) and actively (post incident surveys and advisory committees).

The fire chief's preferred management style is participatory, with employees equipped and empowered to make decisions as appropriate, along with the accountability that goes with empowerment. The chief's philosophy is to essentially prepare subordinates to operate at a higher level, create opportunity for them to seek greater levels of authority and responsibility, and hold them accountable for the decisions they make and actions they take.

Figure 16: Records & Asset Protection

Survey Components	Management Components	
	Hemet Fire Department	Observations
Document Control		
Process for public records access established	Yes	
Hard copy files protected	Yes, locked in Admin. Asst. office	
Computer files backed up	Yes, backed up on cloud and separate drives	
Security		
Building security	Yes, locked – no monitored alarms	
Office security	Keyed locks or electronic keypads	
Computer security	Yes, passwords	
Vehicle security	Yes	
Capital inventory maintained	Yes	
asset security system used	Yes, but could be improved	Implement scannable bar code asset tag system
inventory interval	Supposed to happen on an annual basis, but has been inconsistent	Conduct annual inventory of all assets
Monetary controls used		
cash access controls	Yes, no petty cash on hand	
credit card controls	Yes	
purchasing controls	Yes, identified by city policy	
Reporting and Records		
Records kept by computer	Yes	
operating system	Windows 7, in process of upgrading	
Periodic report to elected officials		
financial report	Finance department performs this	
management report	Yes, HFD provides management reports	
operational report	Yes, HFD provides operational reports	
Annual report produced	No	Consider publishing an electronic annual report – upload to website
distributed to others	N/A	Consider wide distribution electronically
analysis of data provided	N/A	Include analysis of data aimed at lay-persons
Required records maintained		
incident reports	Yes	
patient care reports	Yes	
exposure records	Yes	
SCBA testing	Yes	
hose testing	Yes	
ladder testing	Yes, contracted out	
pump testing	Yes	
breathing air testing	Yes, third party	
vehicle maintenance records	Yes, maintained by fleet services	

Survey Components	Management Components	
	Hemet Fire Department	Observations
gas monitors calibrated	Yes, contracted out	
Planning		
Capital improvement plan	Yes, underfunded	Identify facilities remodel/replacement needs and funding mechanism
plan period	Four year plan programmed by fiscal year	
periodic review	Annually	
projects	Security upgrades to station 2, drainage upgrades at station 5, individual station R&M	
funding	Development fees, occasional general fund investments as per council discretion	
Apparatus & equipment replacement plan	Yes, five year increments – individual replacement is unclear	Base apparatus replacement schedule on NFPA 1911 standards and replace them following NFPA 1901 standards
plan period	At least five years	Optimally, replacement plan should span 20 year horizon
periodic review	Annually	
projects	2 Type I engines planned to be ordered this year	
funding	Reserves set aside	Reserve contributions should match projected replacement plan

Discussion:

The security of facilities, offices, hard files, and computer systems is appropriate. Asset management could be strengthened, since not all assets are marked and inventoried annually. Asset tags or in some cases equipment serial numbers can be used on "attractive assets." Many agencies define attractive assets as equipment or items that fall below the capitalization threshold of $5,000 and are not included in the agency's financial statements. An annual inventory of these valuables is not regularly performed to account for the assets. All attractive assets should be tagged and listed on an inventory, facilitating an accurate list from which to conduct annual physical inventories.

Appropriate monetary controls are in place. Cash purchases are not typically conducted, instead credit cards (purchase cards) with low credit limits are provided to key employees only. Purchase controls are in place in the city with appropriate separation of duties between the purchase approval, ordering, receipt, and payment of the expense.

Regular financial, management and operational reports are provided to the city council. While the city council meetings are open to the public and broadcast to the community, it is most effective to proactively reach out to the community to keep them informed of the activities affecting their fire department. An annual report is how most fire departments connect with and inform the community. This can be done inexpensively by creating an electronic annual report, providing it to the city council,

posting it on the fire department website, and informing the community of its availability. This can be done by inserting an informational flyer into a utility mailer or one of the many mailers the city sends to its citizenry. The flyer advises citizens of the existence and location of the annual report on the website, inviting the public to review it.

All of the various records required for personnel and equipment maintenance and testing are maintained either by HFD or by a third party/contracted service provider. Hose testing and pump testing can also be contracted out and are appropriate considerations given the emergency demand placed on existing employees.

Capital facilities and equipment planning and funding is incomplete. As mentioned earlier in this report, a master plan identifies major facilities impacts of future growth for a twenty year period. This plan can serve to guide future major facility expenditures, allowing the city to plan for the funding of those major expenses.

Likewise, major equipment purchases, such as fire engines, ladder trucks, water tenders and other specialty equipment should be placed on a twenty year planning cycle with scheduled replacement based on criteria. Time is not the only determinant for apparatus replacement. By monitoring hours and/or mileage and repair and maintenance history for each apparatus, the HFD can extend or reduce the lifespan of specific apparatus, determining when and if a piece of equipment should be moved to a lower utilization station or into a reserve capacity. In any event, it is important to follow the guidelines of NFPA 1911 in planning to replace any apparatus. Replacement vehicles should follow NFPA 1901 standards.

RECOMMENDATIONS:

- Establish a bar code asset tag system to facilitate annual inventory of attractive assets.
- Conduct an annual inventory of all attractive assets.
- Establish a twenty year Capital Facilities Improvement plan and identify likely funding sources (i.e., bond).
- Establish a twenty year Equipment Replacement plan and identify likely funding sources (i.e., annual contributions to reserve, lease, and bond).

STAFFING

The staffing and personnel section consists of a brief description of the policies, rules and regulations which guide personnel behavior; human resource records; disciplinary procedures; employee counseling services; application processes; promotional testing; employee health and safety; staffing levels of administrative and operational services; and activities and assignments of personnel.

The staffing and personnel tables include the following major headings: Personnel Regulatory Structure, Employee Hiring, Evaluation and Promotion, and Staffing Levels & Activities.

Figure 17: Personnel Regulatory Structure

Survey Components	Staffing & Personnel	
	Hemet Fire Department	Observations
Policies, Rules, Regulations, and Operational Guidelines		
Human resource manager	Laura Ireland	
Personnel policy manual maintained	Yes	
manual provided at initial hiring	Provided as part of new employee orientation	
training provided	Yes – during new employee orientation	
periodic review & update	Yes – by HR in consultation with applicable department	
Retention program established	No	Retain old policies for litigation defense
Reports and Records		
Personnel records maintained	Yes	
application retained	HR handles this	
historical records archived	HR follows archive regulations	
performance evaluations retained	Yes	
injury and accident records retained	Yes	
health and exposure records maintained	Yes	
Disciplinary Process		
Disciplinary policy established	Yes, policy and training on implementation via a handbook	
Disciplinary process communicated	Yes	
Appeal process provided	Yes, through policy and MOU	
recent litigation	No	
pending litigation	Not aware of any	
Counseling Services		
Critical incident stress debriefing	Yes, as requested by crew supervisor	
Employee assistance program	Yes, administered by third party	
Intervention program	Yes, administered by third party	

Discussion:

As a municipal department the HFD relies upon the Human Resources (HR) Department of the City of Hemet to manage personnel regulations and policies. Because of the unique nature of emergency services, many of the city policies related to city employees must carve out exceptions or specific additional regulations for the fire service and law enforcement. For example, all non-exempt employees are required to meet the federal Fair Labor Standards Act (FLSA), which requires overtime for hours of work exceeding forty hours per week. However, non-exempt fire service employees are eligible for the 7k exemption in FLSA. This extends the overtime threshold from forty hours in a seven day cycle to 53 hours in a seven day cycle.

The city HR Department maintains a personnel policy manual and provides orientation training to new employees. The policies are reviewed from time to time with appropriate department heads to ensure they are up-to-date. Policies which are updated replace the old policy. The rescinded or revised policies should be archived in the event future litigation occurs which might require review of the policies which were in place at the time.

A disciplinary process is in place through HR and the fire department, with employees being informed of the disciplinary procedures. The appeals process for employees is also contained within the policies and through a Memorandum of Understanding (MOU) with the collective bargaining unit. There has not been any recent litigation, or any pending actions.

HFD has in place an Employee Assistance Program (EAP) for all employees seeking counselling services for on or off the job stressors. Included in this program are intervention services. Critical Incident Stress Debriefings and Defusings are provided as requested by supervisors. These are typically requested after a particularly gruesome or emotionally charged incident which creates, as a single incident or cumulatively, stress that affects job performance or interferes with normal life activities.

RECOMMENDATIONS:

- Retain policies that have been rescinded or revised in archives to use for any potential future litigation defense.

Figure 18: Employee Hiring, Evaluation & Promotion

Survey Components	Staffing & Personnel	
	Hemet Fire Department	Observations
The Application and Recruitment Process		
Recruitment program	Demand driven, no set schedule	
Application process		
qualification check	Yes, third party investigator	
reference check	Yes, third party investigator	
background check	Yes, third party investigator	
physical standards established	Yes, In writing – CPAT test (third party)	
knowledge testing	Yes	
interview	Yes	
medical exam required	Yes	
psychological exam required	Yes	
Testing, Measuring and Promotion Process		
Periodic competence testing	No (certifications notwithstanding)	
Periodic physical competence testing	No	Consider implementing annual pack test
Periodic performance review	Yes	
Promotional testing	As needed, demand driven	
Health and Safety		
Medical standards established	None found	
periodic medical exam	Yes	
Safety committee established	No	Establish safety committee
membership	N/A	Employee/employer membership balance
meetings	N/A	Initiate monthly initially, then quarterly
meeting minutes	N/A	Keep and publish minutes of safety meetings

Discussion:

Competitive testing is conducted to create an eligibility list for prospective new firefighters as the need arises (when vacancies occur or are expected). Applicants are thoroughly screened via a third party investigator to determine that all candidates meet the minimum qualifications, and pass a background check and a reference check. Physical competency is determined through the Candidate Physical Ability Test (CPAT), which is a national standard and is conducted by a third party testing agency. In addition to qualifications checks and the physical testing, there are general knowledge written tests, an oral interview process, a medical physical, and a psychological conducted. These tests are time-consuming and expensive to administer, so should only be performed when a vacancy exists or is expected to occur.

Once an employee is hired and passes a probationary period, there is no additional testing required to determine continued competency other than that required to maintain certifications as appropriate. No physical testing is required after initial hire. As a physically demanding job, firefighters should be testing physically and medically to ensure continued fitness to perform the tasks required. HFD is located in an area where it is likely that personnel will be assigned to a wildland fire. Wildland firefighters who are expected to perform arduous work assignments are typically required to successfully perform what is referred to as a "pack test". A pack test is performed with a 45 pound weighted pack where the firefighter must carry the pack on a three-mile hike and complete it within 45 minutes. This may be an appropriate physical test to administer annually.

In addition, HFD should consider participating in the International Association of Fire Chief (IAFC) and the International Association of Firefighters (IAFF) Wellness-Fitness Initiative (WFI). The WFI includes a fitness routine established at work, a baseline medical physical for each employee, and medical evaluations for each employee conducted annually, bi-annually or tri-annually, depending on the age of the employee.

Formal written performance reviews are conducted periodically by supervisors. This should be provided annually, and all supervisors should be trained in providing regular performance feedback and administering a performance review annually.

There is no safety committee at HFD. A safety committee should be established and consist of equal membership between labor and management. Given that management at HFD is currently one person, labor would represent an imbalance in the safety committee make-up, but this should not be an impediment to implementation of a safety committee. It establishes a forum for safety issues to be discussed and if possible mitigated.

RECOMMENDATIONS:

- Consider implementing the Well-Fitness Initiative. Alternatively, consider implementing a physical competence testing, such as a pack test, annually for incumbents.
- Establish a safety committee made up of equal representation from employees and management.

Figure 19: Staffing Levels & Activities

Survey Components	Staffing & Personnel	
	Hemet Fire Department	Observations
Administration and Other Support Staff		
Fire chief	1	
Assistant/Deputy fire chief	0	
Training Chief	0	
Training Officer	0	
Fire Marshal	0	
Fire prevention specialist	.5 (contract employee – also performs plans review)	

Survey Components	Staffing & Personnel	
	Hemet Fire Department	Observations
Emergency management coordinator	.5 (interim)	
EMS coordinator	0	
Administrative assistant	1	
Staff assistant	0	
Total administrative & support staff	3	Insufficient command and support staff
Percent administrative & support to total	6.25%	Typical percent is 12-15%
Emergency Operations Staff		
Battalion chief	0	Shift commander should be assigned to each shift
Captain	3 staff captains, 12 fire captains	Staff captains should be replaced with shift commander positions
Lieutenant	0	
Engineer	12	
Engineer/Paramedic	3	
Firefighter/paramedic	6	
Firefighter	9	
Total operational staff	45	
Fire department total	48	
Percent of operational officers to firefighters	33.3%	
Use of Personnel		
Career schedule	48-96	
length of normal duty period	48 hours	Demand makes a 48 hour work period likely unsafe or unproductive
FLSA period	28	
duty hours per week	56 hours	
normal shift begins	0700	
callback requirements	Yes	
residency requirements	No	
standby duty requirements	None (situational)	
Operational services provided		
fire suppression	Yes	
EMS/rescue, first response	Yes	
EMS, advanced life support	Yes	
specialized rescue	Yes	
fire prevention inspections	Limited, performed by .5 contract employee	Expand prevention services to follow ISO recommended frequency

Survey Components	Staffing & Personnel	
	Hemet Fire Department	Observations
emergency management	Yes, interim-part-time	Assign as regular employee
public education	Limited	Expand public education
hazardous materials response (level)	Yes – Level A (6 technicians)	Part of a regional team
Volunteer services		
chaplain	Limited, through police services and local clergy	Combine – public safety chaplaincy
Responsibilities and Activity Levels of Personnel		
Assignment of routine duties:	Need and availability determine assignments	
by position	N/A	
by areas of personal interest	N/A	
Special duties assigned by:	Interest, availability, aptitude	
bid	N/A	
duty assignment	N/A	
areas of personal interest	A consideration	
Committees and work groups	Referred to as project teams	
EMS quality management	Yes	
apparatus committee	Yes	
operations (2015)	Pending	
administrative (2015)	Pending	
disaster prep. (2015)	Pending	

Discussion:

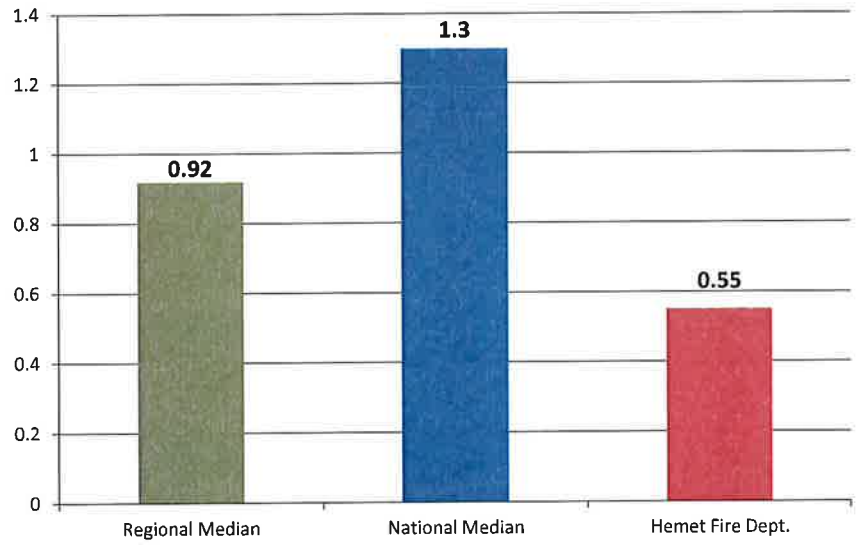
Staffing levels at HFD are very low at the line level and at the management level by virtually any industry measure used. Administratively, the fire chief is the only position with authority. The fire chief combined with his two part-time support positions and one full time administrative assistant make up a total of 6.25% of the total work force of the Hemet Fire Department. ESCI has found that municipal fire departments throughout the country have an administrative and support staff that typically falls in the range of between 12-15%.

The shift command positions are staff captains reassigned from shift to serve in this capacity supervising their shift captain peers. While these captains are to be applauded for stepping up when the organization has need, they do not have the qualifications to operate in that capacity for extended periods of time. The shift commander position is designed for a battalion chief, which is the lowest level chief officer in the fire service, but above captain in rank and qualification. While a captain is trained to supervise a unit or company and manage small incidents, a battalion chief is trained to supervise an entire battalion (between three and seven fire stations typically) and manage a large scale incident.

HFD operates five fire stations, each having one response unit staffed. Stations one through four have a fire engine staffed with a captain, an engineer, and a firefighter. Station five has a two person squad. This represents fourteen personnel on each shift plus a staff captain for each shift for a total of fifteen.

The three shifts combined provide a total of 45 personnel on shift. The officer to subordinate ratio is 1:3, which means that 33% of the line staff are officers. This is a typical ratio in the fire service. However, the total staffing available on a single shift is very low compared with other agencies of similar size and make-up as Hemet regionally and nationally (see the following figure).

Figure 20: Comparison of Firefighters per 1,000



HFD utilizes constant staffing; there are exactly the same number of employees as there are seats to fill for each shift. Any vacancy creates an overtime cost. This is compared to an overstaffing model, which maintains a pool of employees for each shift which exceeds the seat assignments. In the overstaffing model, overtime can be reduced by the excess of the seat assignments. Determining the cost effectiveness of either model is beyond the scope of this report, but may be worth HFD evaluating.

The line fire personnel work a 48-96 work schedule. This means that they report for duty for a forty-eight hour shift, followed by ninety-six hours off. This creates an average fifty-six hour work week. Since this exceeds the FLSA 7k exemption threshold by three hours, each employee is eligible to receive overtime of three hours per week even if all personnel report for duty and there are no absences.

As mentioned earlier in this report, a forty-eight hour work shift with an emergency response demand as high as HFD's is a potentially dangerous or unproductive combination. With the call volume experienced by HFD, crew members cannot expect to have significant rest periods during their forty-eight hour shift. Sleep deprivation causes slow reactions and errs in judgment and reasoning. It is interesting to note that a person awake for twenty-four hours has the same reaction time and critical thinking ability as a well-rested individual with a blood alcohol level of 0.10 percent, a level considered

legally drunk in all U.S. states.[2] It is also important to note that a key doctrine of law called respondeat superior holds that an employer is almost always responsible for the actions of employees when carried out while employees are on the "clock" and performing their normal duties.[3]

The operational services provided by the Hemet Fire Department are typical of a fire department its size. These services include fire suppression, emergency medical services at the first response advanced life support level, specialty rescue services, hazardous materials services, fire prevention services, and emergency management services. While these services are standard amongst fire departments the size of HFD, the ability to provide them is limited.

The fire suppression and EMS response services are discussed and analyzed in greater detail in the *Service Delivery and Performance* section of this report. The hazardous materials services being provided is as a part of a regional team, with HFD providing six haz-mat technicians to the regional team. This is a cost effective way to deliver this service, which is required infrequently but has very high consequences. HFD does participate in the FEMA Urban Search and Rescue program with eight active members in USAR Task Force 6. The HFD members are Technical Search Specialists, with two serving as Search Team Managers. To maintain competency, other HFD members participate in annual refresher awareness level training in confined space, water rescue, structural collapse, and GPS.

The two support programs provided by HFD, fire prevention and emergency management, are provided by two part time employees. These programs are critical to the health of a community and although separate, are very much related. Both are sorely understaffed. Each of these functions can rely heavily upon self-help training of the citizens in the community, which becomes a force multiplier and is inexpensive compared to relying exclusively upon HFD staff to address.

Fire prevention is quickly evolving to a community risk reduction (CRR) mission. The principles of CRR recognize that it is far less costly – in tax dollars, property loss, business loss, and life loss – to prevent an incident than to respond to one. Beyond code enforcement, prevention is turning to partnerships with the community and with non-profit organizations to minimize the risk of an incident. CRR is an integrated approach to risk management that marries emergency operations and prevention strategies into a more cohesive approach to reducing risks in any community. Emergency management complements this area well, and both programs could benefit from combining efforts. CRR is discussed in greater detail in the *Service Delivery Options* section of this report.

HFD uses project teams when concentrated work must be done on issues such as EMS quality assurance and apparatus committees. Currently in the work plan for 2015 are the following project teams: emergency operations issues and standards, administrative procedures and processes, and disaster preparedness. Integrating fire prevention and emergency management into an Integrated Community Risk Reduction strategy would be an appropriate activity to include in these project teams.

[2] "The 24-Hour Shift: Impact on Health and Safety," Fire Engineering, May 1, 2007. Retrieved April 25, 2015, http://www.fireengineering.com/articles/print/volume-160/issue-5/departments/fire-service-ems/the-24-hour-shift-impact-on-health-and-safety.html

[3] Ibid.

RECOMMENDATIONS:

- Add a deputy chief (exempt) position to manage the operational workload for the HFD.
- Establish three shift battalion chiefs to manage the three shifts of the HFD, returning the staff captains to the line.
- Bargain a shorter hourly shift schedule to reduce risk, increase firefighter safety and improve productivity.
- Combine emergency management and fire prevention into a CRR strategy and increase staffing to this program.

CAPITAL ASSETS AND CAPITAL IMPROVEMENT PROGRAMS

Aside from personnel, capital assets can be a department's most critical expense. Without proper upkeep and replacement planning, facilities and apparatus can fall into disrepair and fail at a critical time. This section evaluates the capital assets of the Hemet Fire Department and provides recommendations as necessary.

Figure 21: Survey Table – Capital Assets and Capital Improvement Programs

Survey Components	Hemet Fire Department Observations	Comments and Recommendations
Fire Stations/Structures		
A. Replacement Plan maintained	Yes, underfunded.	Conduct a master facility plan to determine upgrades, replacement options, funding mechanisms, and timing. Implement and fund a station replacement schedule based on the findings of the master facility plan.
B. Construction or improvement plans	Security upgrades to station 2, drainage upgrades at station 5, individual station refurb.	
i) 2013	N/A	
ii) 2014	N/A	
iii) 2015	N/A	
iv) 2016	N/A	
Apparatus		
A. Replacement plan maintained	Yes-individual replacement plan is unclear.	Implement, adopt, and fund apparatus equipment replacement schedule.
i) Period of plan (from – to)	5 years.	
ii) Funding mechanism	Development fees and general fund at the discretion of the City Council.	
B. Purchase or refurbishment schedule	Annual review.	
i) 2013, planned	N/A	
ii) 2014, planned	N/A	
iii) 2015, planned	N/A	
Support Equipment		
A. Replacement Plan maintained	Part of apparatus plan.	Update, adopt, implement, and fund support equipment schedule.
i) Period of plan (from – to)	Estimated life of equipment.	
Methods of Financing		
A. General revenue	N/A	
B. Reserve fund(s)	Reserves set aside.	
C. Revenue fund(s)	N/A	
D. General obligation bond	N/A	
E. Lease-Purchase	N/A	

Facilities

Fire stations play a vital role in the delivery of emergency services. A station's location will dictate, to a large degree, response time performance. A poorly located station can mean the difference between confining a fire to a single room and losing the structure. Fire stations also need to be designed to adequately house equipment and apparatus; as well as meet the needs of the organization and the career staff who work for extended periods in the stations. It is important to research need based on call volume, response time, types of emergencies, and projected growth prior to making a station placement commitment. The following figures summarize ESCI's non-engineering, non-architectural review of the five HFD stations.

Figure 22: HFD Station 1

HFD Station 1 serves the downtown core area of Hemet. The station is located two blocks off of Florida Avenue (Highway 74), the major east west route through Hemet. Currently, first response units include a structural engine and the shift command officer at this station. This facility also houses an interface engine (Type III), a breathing air trailer, a reserve engine, and utility vehicles. The station shows signs of aging and will need refurbishing in the future. It is vulnerable to seismic risks, which is concerning given that it is a essential community facility.

1. Structure	
A. Construction type	Block construction
B. Date Built	1960
C. Seismic protection/energy audits	None
D. Auxiliary power	An auxiliary generator provides uninterrupted power
E. Condition	Fair and aging
F. Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Public areas are ADA compliant. Living quarters are mixed gender appropriate. Limited storage space is available.
2. Square Footage	Approximately 7,500 square feet
3. Facilities Available	
A. Exercise/workout	Exercise area with equipment is available
B. Kitchen/dormitory	Kitchen and dining area is adequate. Partitioned sleeping areas with personal storage for career staff.
C. Lockers/showers	Separate restrooms with showers.
D. Training/meetings	A large dayroom/meeting area is available upstairs.
E. Washer/dryer	Personal use washer dryer
4. Protection Systems	
A. Sprinkler system	None
B. Smoke detection	Residential smoke detectors in living quarters.
C. Security	Doors are equipped with key pads for security.
D. Apparatus exhaust system	Point of use exhaust system is installed.

Figure 23: HFD Station 2

Station 2 serves the southeastern portions of the city. The facility is a two bay drive through configuration, with room for four apparatus. Currently, first response units include a structural engine and an OES engine at this station. Station 2 is well located to serve the largely residential service area. The station is in fair condition and aging; likely to present future maintenance challenges. It is vulnerable to seismic risks, which is concerning given that it is a essential community facility.

1. Structure	
A. Construction type	Conventional block construction
B. Date Built	1968
C. Seismic protection/energy audits	None
D. Auxiliary power	None
E. Condition	Fair and aging
F. Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Small public reception area with office space. Living quarters are mixed gender appropriate. Little or no storage space is available.
2. Square Footage	Approximately 5,000 square feet
3. Facilities Available	
A. Exercise/workout	Exercise area in engine bay with equipment is available.
B. Kitchen/dormitory	Small kitchen and dining area is adequate. 3 separate sleeping rooms with storage for personnel.
C. Lockers/showers	Separate restrooms with showers.
D. Training/meetings	A small dayroom area is associated with kitchen/dining area. There is no additional meeting or training area.
E. Washer/dryer	Personal use washer dryer
4. Protection Systems	
A. Sprinkler system	None
B. Smoke detection	Residential smoke detectors in living quarters.
C. Security	Doors are equipped with key pads for security.
D. Apparatus exhaust system	Point of use exhaust system is installed.

Figure 24: HFD Station 3

Station 3 is located north of Highway 74, west of the downtown area. The station consists of a residential structure with two attached double apparatus bays. Currently, first response units include Engine 3 and a reserve engine at this facility. Station 3 serves primarily residential neighborhoods and some commercial development along Highway 74. The living quarters are over 50 years old and not designed for the current use. The condition of the living quarters presents both short- and long-term maintenance issues. It is vulnerable to seismic risks, which is concerning given that it is a essential community facility.

1. Structure	
A. Construction type	Conventional wood framed residential structure, with attached conventional framed apparatus bays.
B. Date Built	Living quarters-1963, Apparatus bays-1994
C. Seismic protection/energy audits	None
D. Auxiliary power	Auxiliary generator in place
E. Condition	Living quarters are in poor to fair condition. Apparatus bays are in fair to good condition.
F. Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Living quarters are not ADA compliant. Living quarters are mixed gender appropriate. Some storage space is available. There is a small shop area in the apparatus bays.
2. Square Footage	Approximately 6,500 square feet total. 3,000 living quarters, 3,500 square feet apparatus bays
3. Facilities Available	
A. Exercise/workout	Exercise area in apparatus bay with equipment.
B. Kitchen/dormitory	Kitchen and dining area is adequate. Three separate sleeping rooms with storage for career staff.
C. Lockers/showers	Separate restrooms with showers.
D. Training/meetings	Office area.
E. Washer/dryer	Personal use washer dryer
4. Protection Systems	
A. Sprinkler system	None
B. Smoke detection	Residential smoke detectors in living quarters.
C. Security	Doors are equipped with key pads for security.
D. Apparatus exhaust system	Point of use exhaust system is installed.

Figure 25: HFD Station 4

Constructed in 2005, Station 4 is well designed and meets current industry standards for an essential facility. There are three double bays. Currently, first response units include the HFD aerial apparatus (Truck 1) and a structural engine (Engine 4), which are cross staffed at this station. The department's Hazardous Materials response trailer is also located at this station. The facility is located next to the Hemet-Ryan Airport and serves residential areas and the commercial and industrial properties around the airport. A large meeting room is available for use by the community.

1. Structure	
A. Construction type	Conventional construction with brick veneer.
B. Date Built	2005
C. Seismic protection/energy audits	Built to current code.
D. Auxiliary power	Auxiliary generator in place.
E. Condition	Good
F. Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Facility is ADA compliant and mixed gender appropriate. The living quarters are shared with the crew of the medical helicopter stationed at the airport.
2. Square Footage	10,000 square feet
3. Facilities Available	
A. Exercise/workout	A well-equipped workout space is available.
B. Kitchen/dormitory	Kitchen is adequate and well equipped. There are 10 separate sleeping areas with storage for on duty staff.
C. Lockers/showers	Separate restrooms and shower facilities.
D. Training/meetings	Some space available for training and meetings.
E. Washer/dryer	Personal use washer/dryer for on-duty staff.
4. Protection Systems	
A. Sprinkler system	Sprinkler system in place.
B. Smoke detection	Central smoke and heat detectors.
C. Security	Doors are equipped with key pads for security.
D. Apparatus exhaust system	Apparatus exhaust system in place.

Figure 26: HFD Station 5

Hemet Fire Station 5 is located in the eastern portion of Hemet. The Station 5 first due area is primarily residential. This facility has not been staffed for several years, due to budget cuts during the recent recession. As of March 2015, the two person squad housed at Station 1 has been moved to Station 5. The facility consists of a manufactured home and a detached single bay apparatus garage. The detached apparatus bay does not promote good turnout time performance. The station is located less than one mile from a CAL FIRE Riverside County fire station (Little Lake), representing significant duplication.

1. Structure	
A. Construction type	Manufactured home living quarters and conventional wood framed detached apparatus garage.
B. Date Built	2008
C. Seismic protection/energy audits	Built to current residential code.
D. Auxiliary power	None
E. Condition	Good
F. Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Facility has no public access-is not ADA compliant. Mixed gender appropriate. Some storage space is available.
2. Square Footage	1,400 square feet-living quarters.
3. Facilities Available	1,200 square feet-apparatus garage.
A. Exercise/workout	None
B. Kitchen/dormitory	Residential kitchen and eating area. Three sleeping areas with closets.
C. Lockers/showers	Two bathrooms with showers.
D. Training/meetings	Living room area.
E. Washer/dryer	Extractor for cleaning personal protective equipment (PPE) installed in apparatus garage. Personal use washer dryer.
4. Protection Systems	
A. Sprinkler system	None
B. Smoke detection	Residential smoke detectors in living quarters.
C. Security	Doors are equipped with key pads for security.
D. Apparatus exhaust system	Point of use exhaust system is installed.

ESCI toured all five of the HFD fire stations. Three of the five stations are either over or approaching 50 years old. ESCI believes that these stations need significant refurbishing in order to meet the future needs of HFD. Station 5 is adequate for the current use; however the single bay detached apparatus building provides a barrier to efficient turnout times.

It is imperative to base repair or replacement of fire stations on current code and design principles; and just as importantly, the future needs of the organization. ESCI suggests that HFD conduct a master facility plan to determine future options, funding, and timing.

Apparatus

Other than the firefighters assigned to stations, response vehicles are probably the next most important resource of the emergency response system. If emergency personnel cannot arrive quickly due to unreliable transport, or if the equipment does not function properly, then the delivery of emergency service is likely compromised. The following tables provide a summary of Hemet Fire Department operational apparatus.

Figure 27: HFD Station 1 Major Apparatus

Apparatus Designation	Type	Year	Make / Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
3264	Type 1	2005	KME	Good	6	1500	500
3257	Type 1	1999	KME	Good	6	1500	500
3267	Type 3	2012	KME	Excellent	5	500	500
3206	Breathing Air Trailer	2005	HAULMARK	Good	0	0	0
3259	Utility	05	F150	Fair	5	0	0
3249	Utility	97	F150	Fair	4	0	0
3261	Utility	05	F150	Good	5	0	0
3260	Utility	2006	F150	Good	6	0	0

Figure 28: HFD Station 2 Major Apparatus

Apparatus Designation	Type	Year	Make / Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
3255	Type 1	2002	KME	Good	6	1500	500
3266	OES Type 1	2008	KME	Excellent	6	1250	800
3247	Type 1	97	FERRERA	Poor-OOS	6	1500	500

Figure 29: HFD Station 3 Major Apparatus

Apparatus Designation	Type	Year	Make / Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
3263	Type 1	2005	KME	Good	6	1500	500
3251	Type 1	1999	KME	Fair	6	1500	500

Figure 30: HFD Station 4 Major Apparatus

Apparatus Designation	Type	Year	Make / Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
3265	Aerial (Tiller)	2007	KME	Excellent	7	0	0
3254	Type 1	2002	KME	Good	6	1500	500
3246	Trailer	1995	WELLS CARGO	Fair	0	0	0
3230	F550	2000	FORD	Good	5	0	0
3235	Trailer	2011	HAULMARK	Good	0	0	0

Figure 31: HFD Station 5 Major Apparatus

Apparatus Designation	Type	Year	Make / Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
3231	F550	2000	FORD (Squad)	Fair	5	0	0

In general, the HFD frontline apparatus are in good condition. The apparatus ranges in age from 16 years to 3 years. The vehicles appear well maintained, organized, and clean. While on-duty crews perform daily checks and routine light maintenance; critical maintenance and repair work is handled by an emergency vehicle technician (EVT) certified mechanic at the City of Hemet shop.

Fire service apparatus are expensive, highly specialized pieces of equipment, vital to an effective and reliable emergency service delivery system. HFD responded to over 14,000 incidents in 2014, with fewer apparatus than similarly sized jurisdictions.[4] If a jurisdiction (especially one as busy as Hemet) does not routinely replace equipment in a timely manner, an increase in maintenance costs and downtime can be expected. ESCI encourages HFD to develop a fully funded apparatus replacement plan based on industry best practices, actual apparatus use, and maintenance costs.

[4] Comparison of Resources per 1,000 Population, Organizational Overview.

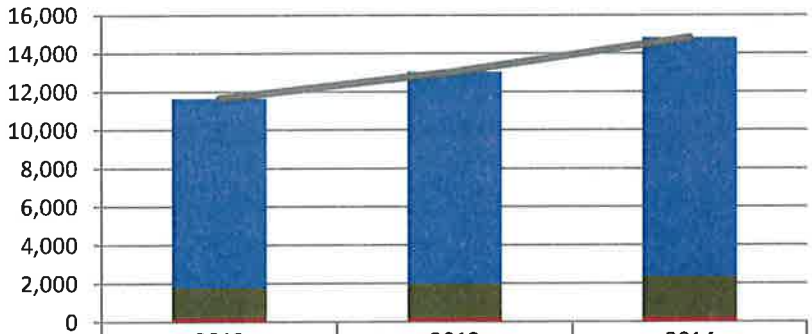
SERVICE DELIVERY AND PERFORMANCE

The delivery of fire suppression, rescue, and emergency medical services is no more effective than the sum of its parts. It requires efficient notification of an emergency and rapid response from well-located facilities in appropriate apparatus with a sufficient number of well-trained personnel following a well-practiced plan of action. This section of the report provides an analysis of the current service delivery components of the Hemet Fire Department. National Fire Incident Records System (NFIRS) data, incident response data, and apparatus response data collected by the department is used in this section of the report.

Demand Analysis

Service demand is defined as the workload experienced by an emergency services organization. This workload can be emergency and/or non-emergency depending on the mission of the organization. The following figure demonstrates historical service demand over the last three calendar years within the City of Hemet.

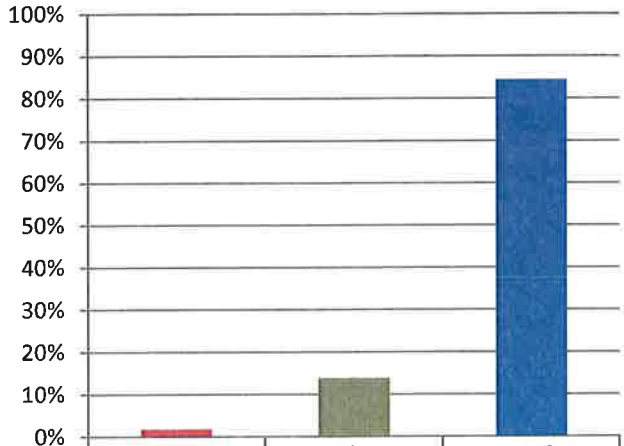
Figure 32: HFD Service Demand, 2012 through 2014



	2012	2013	2014
EMS	9,846	11,058	12,440
Other	1,573	1,760	2,110
Fire	230	217	267
Total	11,649	13,035	14,817

Hemet Fire experienced a 27.2 percent increase in overall service demand over the last three calendar years. As demonstrated in this figure, service demand within the Hemet Fire Department is predominantly calls for emergency medical services (EMS). The figure categorizes service demand as "Fire," "EMS," or "Other"; and displays the percentage of each category during the time period displayed.

Figure 33: HFD Service Demand by Incident Category, 2012 through 2014



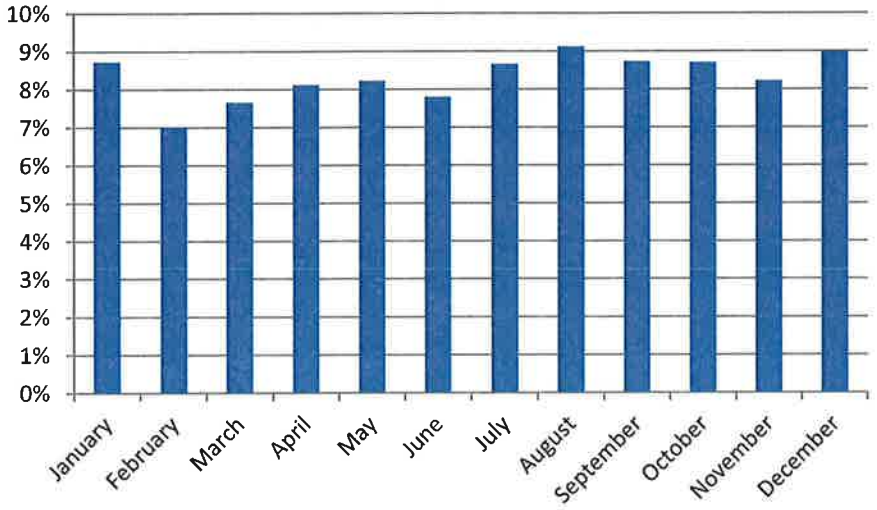
	Fire	Other	EMS
Service Demand by Category	1.8%	13.8%	84.4%

In the preceding figure, "Fire" refers to any incident coded as a fire in the NFIRS data. The "EMS" category includes all calls for medical service including motor vehicle accidents and rescue incidents; and the "Other" category refers to incidents such as hazmat, false alarms, service calls, or weather related incidents. The number of actual fires and other incident types is similar to that experienced by fire departments around the country. However, in ESCI's experience, the total number and percentage of EMS incidents is higher than that normally seen by similarly configured fire jurisdictions.

Temporal Variation

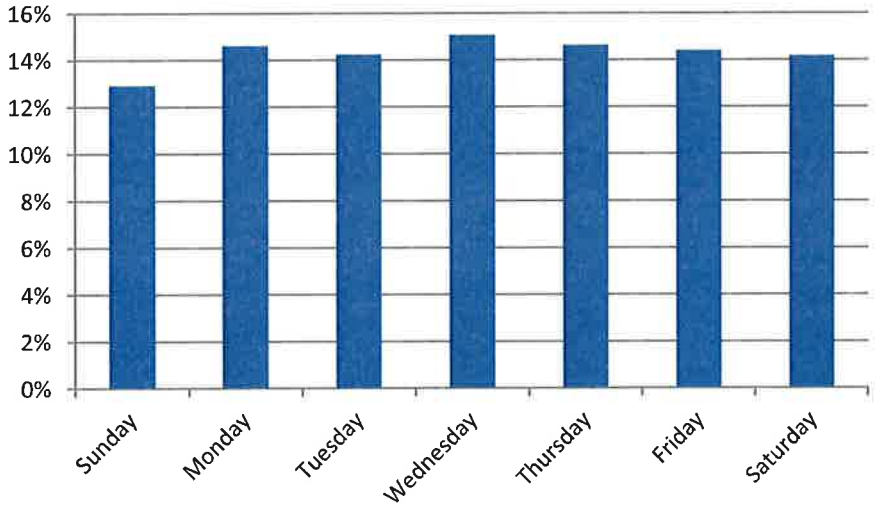
Service demand is not static, and HFD's workload varies by temporal variation. The following figures illustrate how HFD's service demand varied by month, day of week, and hour of day during 2014 in order to identify any periods of time that pose significantly different risks and hazards. This analysis begins by evaluating service demand by month.

Figure 34: HFD Service Demand by Month, 2014



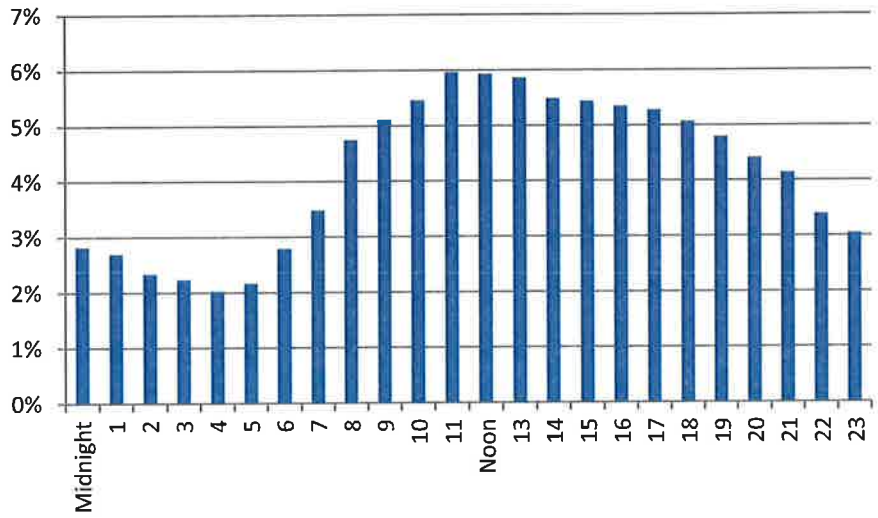
Overall service demand varies throughout the year, with the lowest demand in February (7.01%) and the highest percentage (9.12%) of incidents in August 2014.

Figure 35: HFD Service Demand by Day of the Week, 2014



As with monthly service demand, service demand by day of the week varies within a narrow range throughout the week. Wednesday displays the highest demand (15.06%), with the lowest service demand on Sunday (12.92%).

Figure 36: HFD Service Demand by Hour of the Day

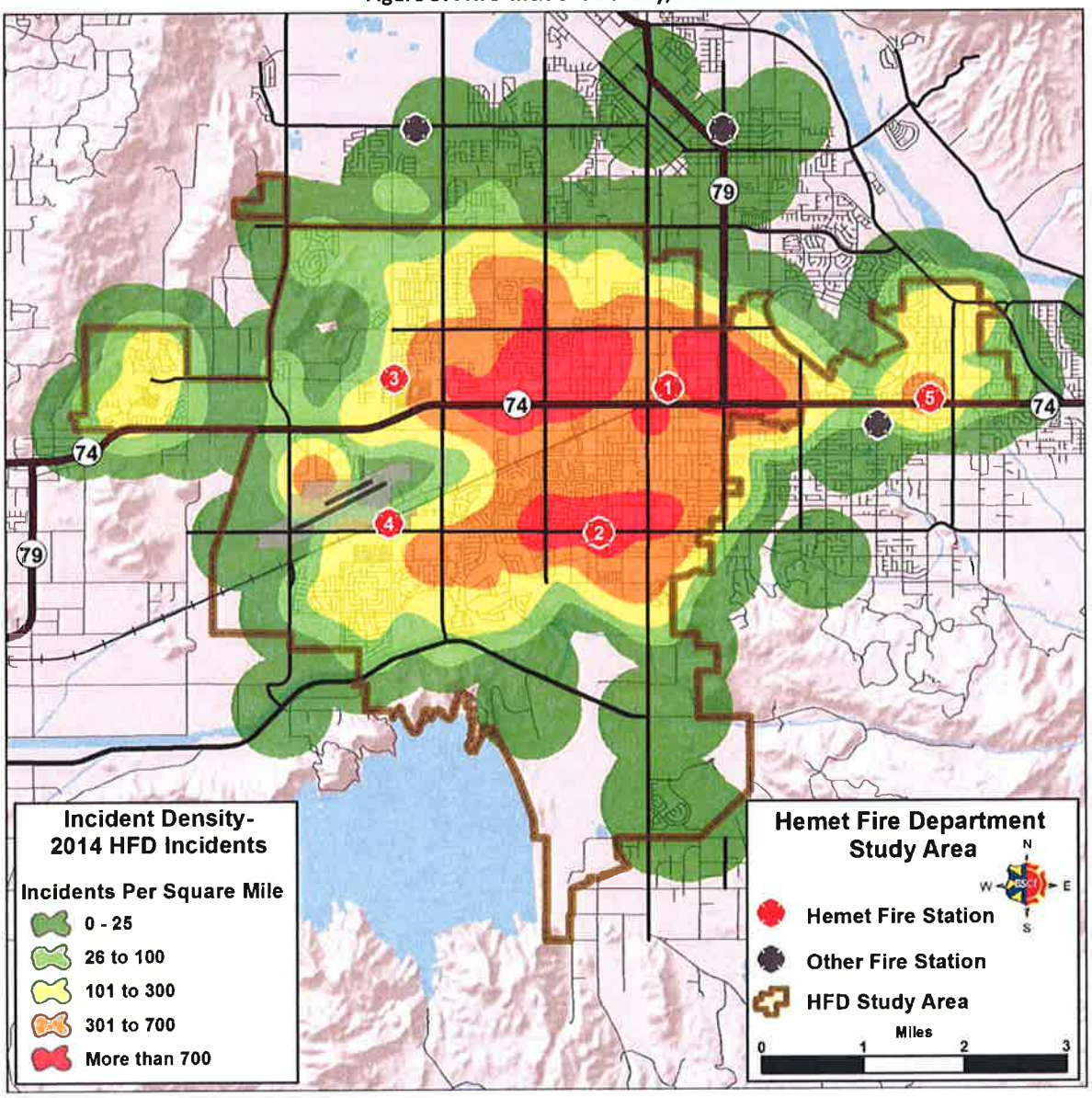


Service demand directly correlates with the activity of people, with workload increasing during daytime hours, and decreasing during nighttime hours as shown in the preceding figure. Over 64 percent of HFD service demand in 2014 occurred between 8:00 AM and 8:00 PM. The increase in service demand during the day is significant and predictable. There is an opportunity to anticipate increased workload and improve response performance by deploying additional apparatus or personnel during the busiest times of the day.

Geographic Service Demand

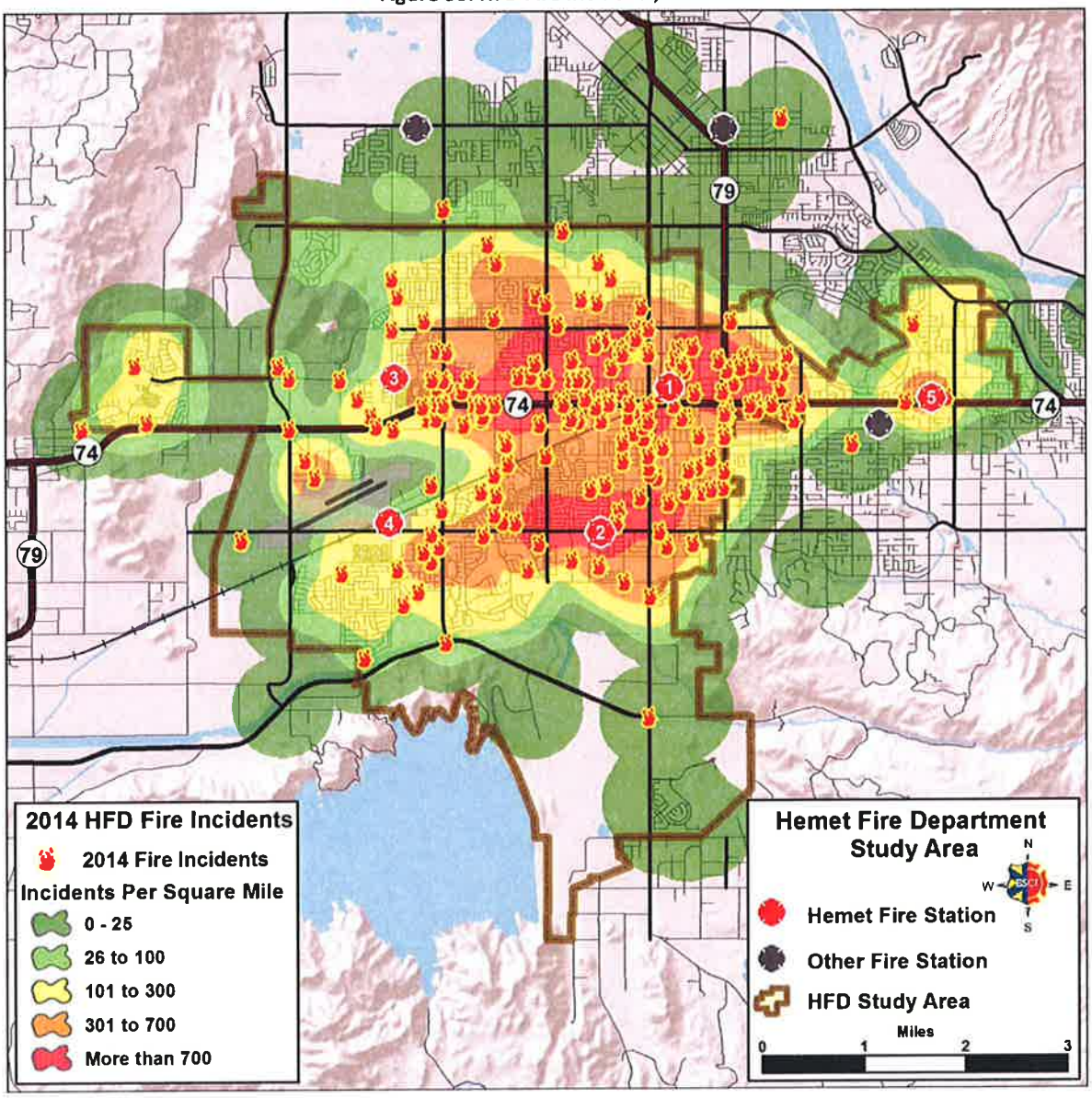
In addition to the temporal analysis of service demand, it is useful to examine the geographic distribution of service demand. In the following figure, ESCI plots incident locations and calculates the mathematical density of 2014 service demand in the HFD service area.

Figure 37: HFD Incident Density, 2014



The highest service demand in the HFD service area is concentrated in the area roughly bounded by HFD Stations 1, 2, 3, and 4. There are also areas of higher incident density around Station 5 (north of Highway 74) and the Heartland Village planned community north of Highway 74, west of Station 3. EMS incidents comprise the majority (84%) of 2014 service demand. The next figure displays the distribution of lower frequency but higher risk fire incidents.

Figure 38: HFD Fire Incidents, 2014



Fire incidents are the least frequent incident type in the data set. However, fires are distributed throughout the study area in a pattern that is similar to the overall incident data. The HFD stations are generally well located to serve the majority of current service demand within HFD service area.

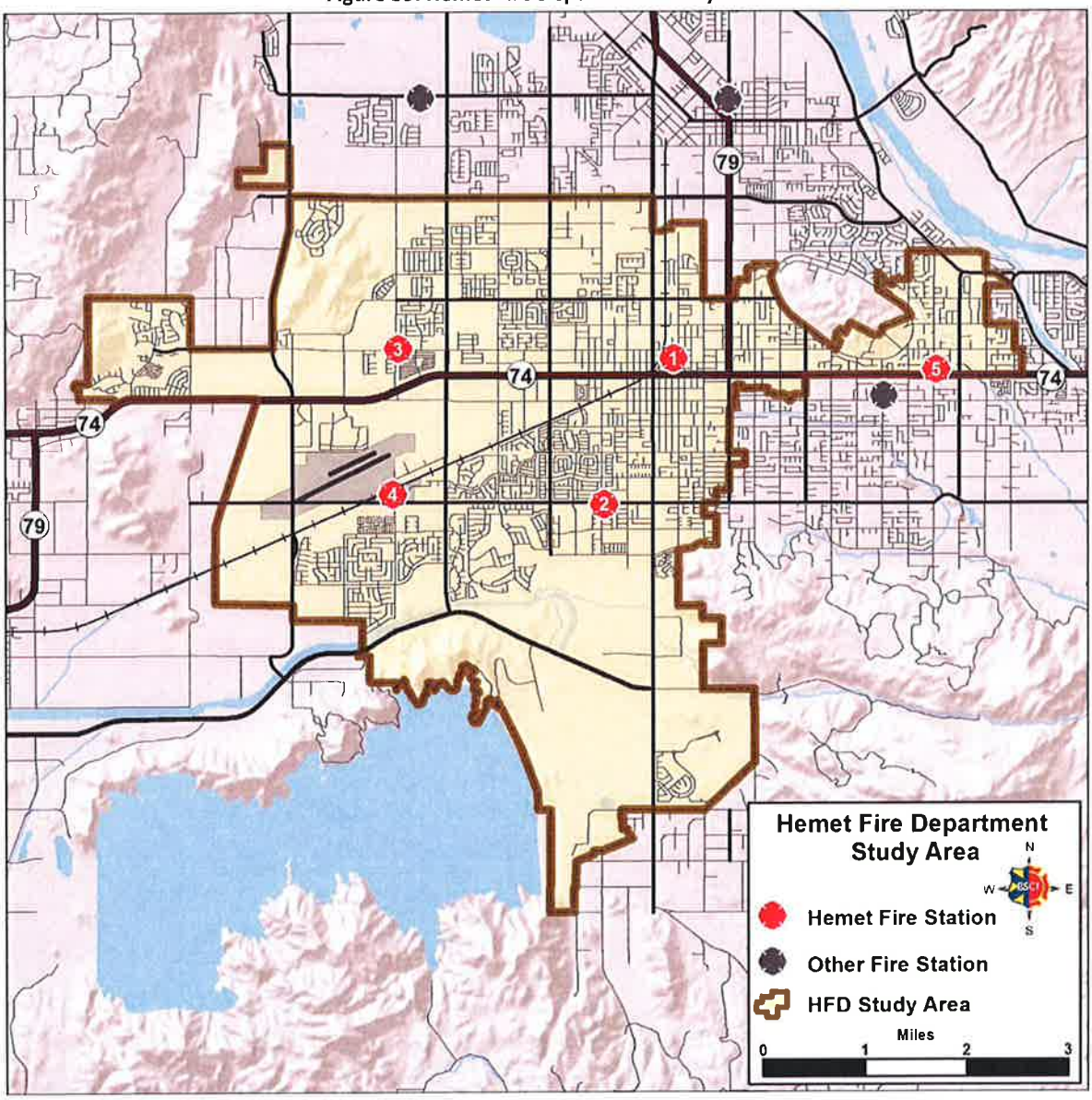
RECOMMENDATIONS:

- Consider adding additional staffing and/or apparatus during periods of peak service demand.
- Utilize GIS to map service demand within the HFD service area and identify areas with high demand.

Distribution Analysis

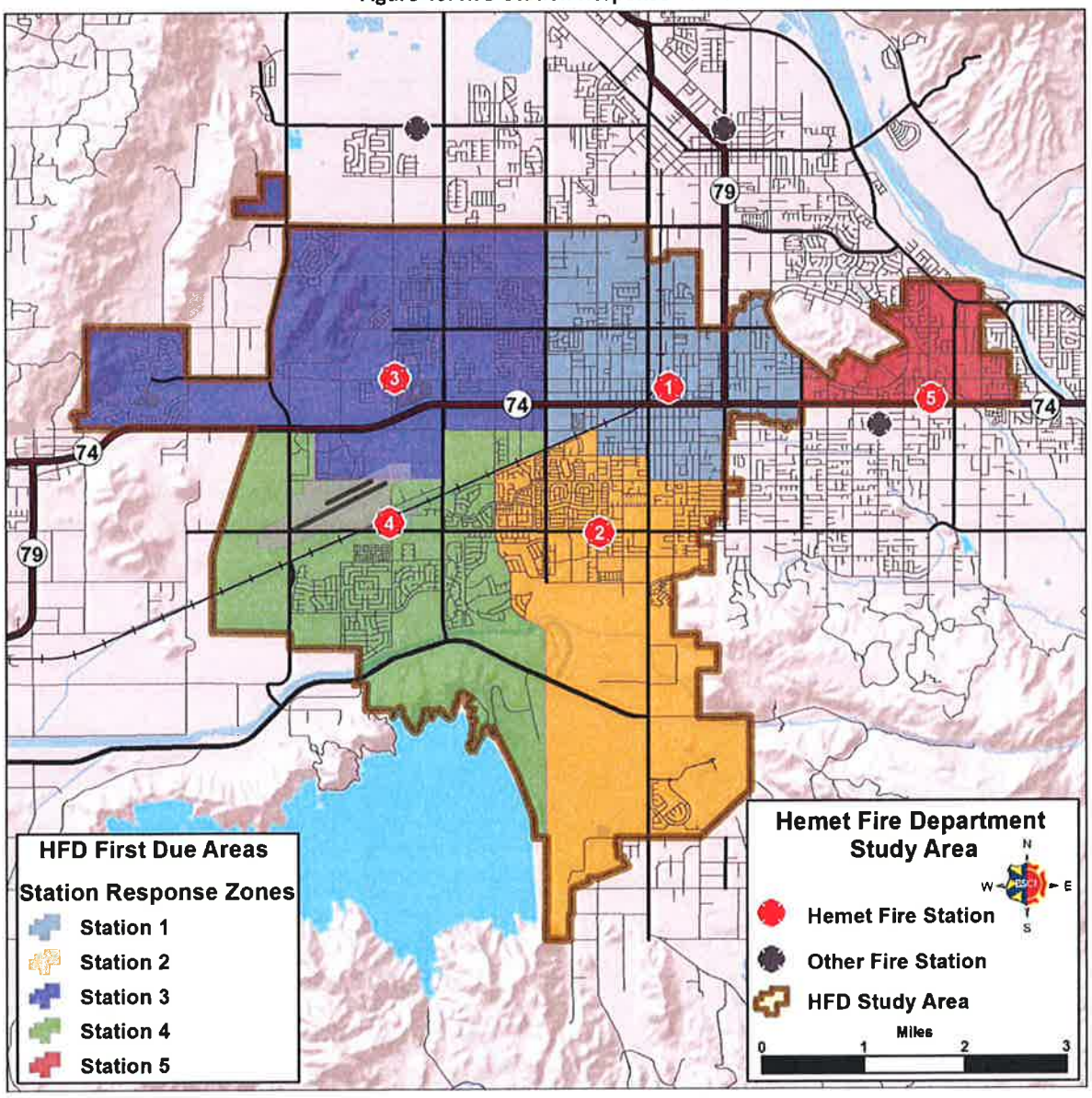
The distribution analysis is an evaluation of how well HFD stations, apparatus, and personnel are deployed across the service area.

Figure 39: Hemet Fire Department Study Area



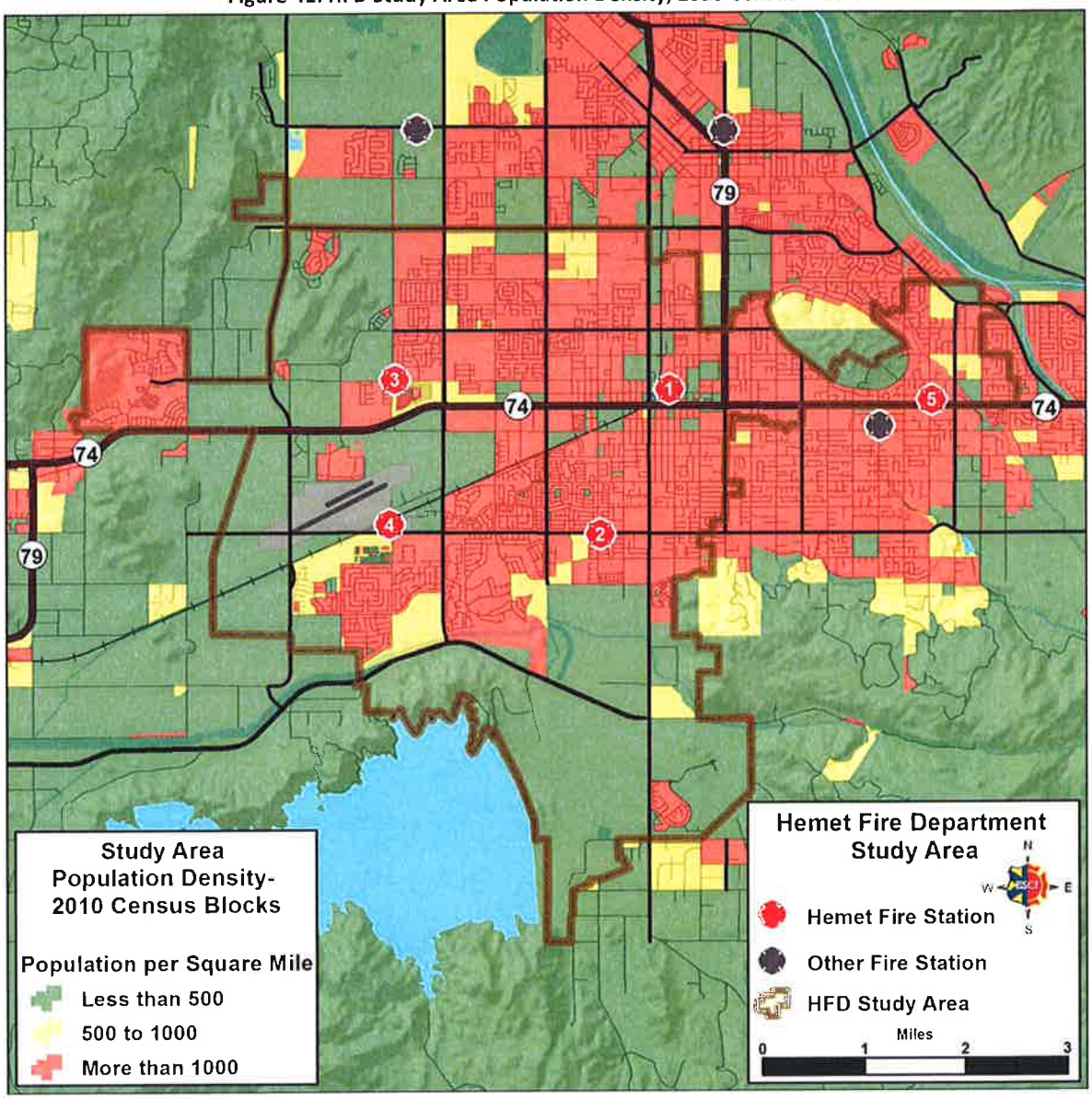
HFD currently provides fire protection, EMS first response (ALS and BLS), hazmat, and rescue services within the City of Hemet. The service area encompasses approximately 28 square miles; and is adjacent the City of San Jacinto to the north and unincorporated Riverside County to the east, west, and south.

Figure 40: HFD Station Response Zones



HFD currently operates from the five stations displayed in this figure. The stations are staffed with career firefighters on a twenty-four hour basis. Note that prior to March 2015, Station 5 was not staffed. The two person squad currently assigned at Station 5 operated from Station 1 and the area around Station 5 was part of the Station 1 first due area.

Figure 41: HFD Study Area Population Density, 2010 Census Blocks

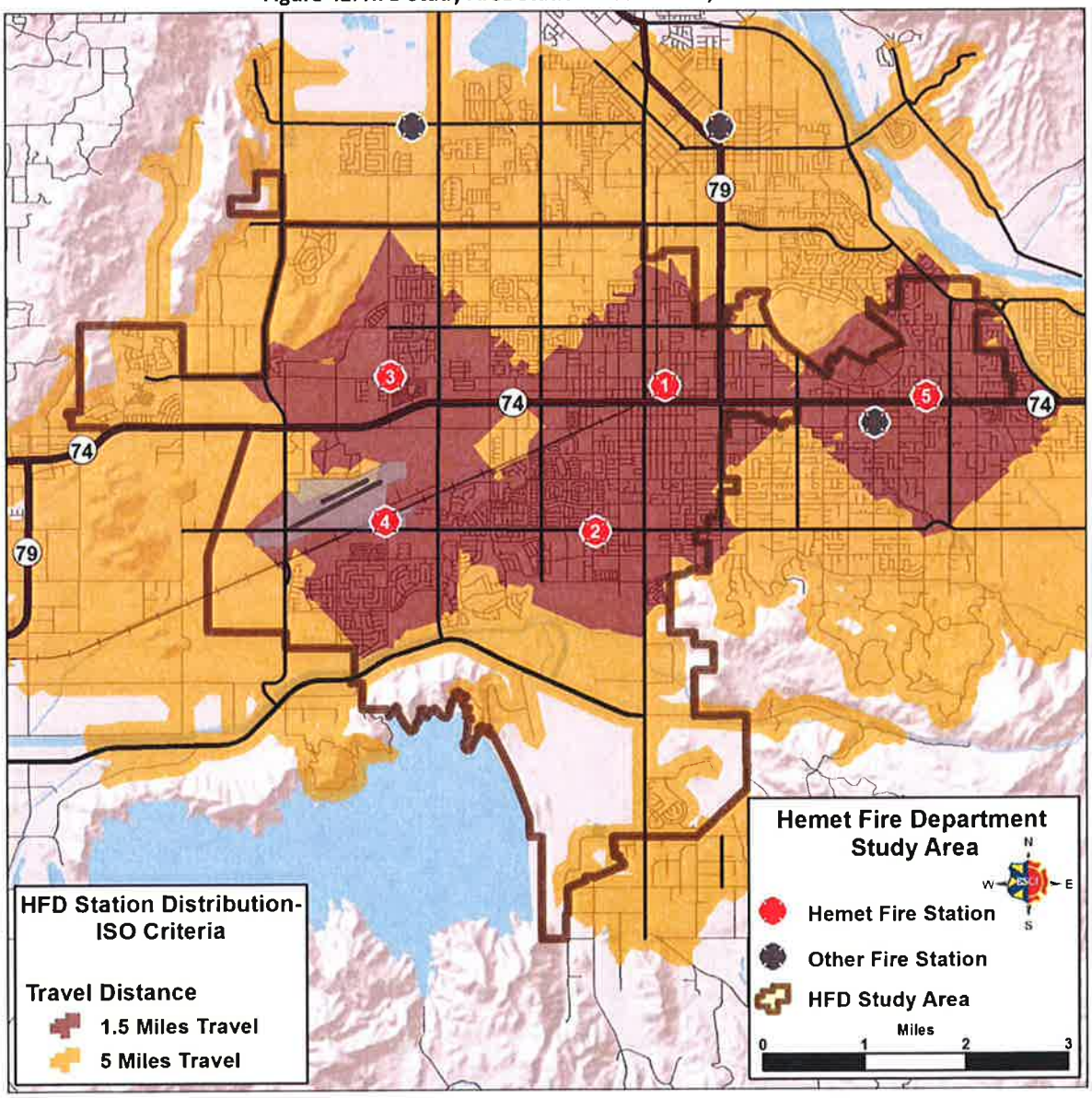


The population density in the developed portions of Hemet is primarily urban in nature. The estimated population of the city as of January 2014 (California Department of Finance Demographic Research Unit-most recent estimate available), was 81,537. This represents a 3.7 percent increase over the 2010 census population.

The Insurance Services Organization (ISO) is a national insurance industry organization that evaluates fire protection for communities across the country. A jurisdiction's ISO rating is an important factor when considering fire station and apparatus distribution; since it can affect the cost of fire insurance for individuals and businesses. For ISO purposes, response areas are measured at 1.5 miles of travel distance for each engine company; and 2.5 miles for a ladder company (aerial apparatus) on existing

roadways. For a structure to be in a protected rating for insurance purposes, it must be within five miles of a fire station. The next two figures examine current HFD station and apparatus distribution based on the rating criteria of the Insurance Services Organization (ISO).

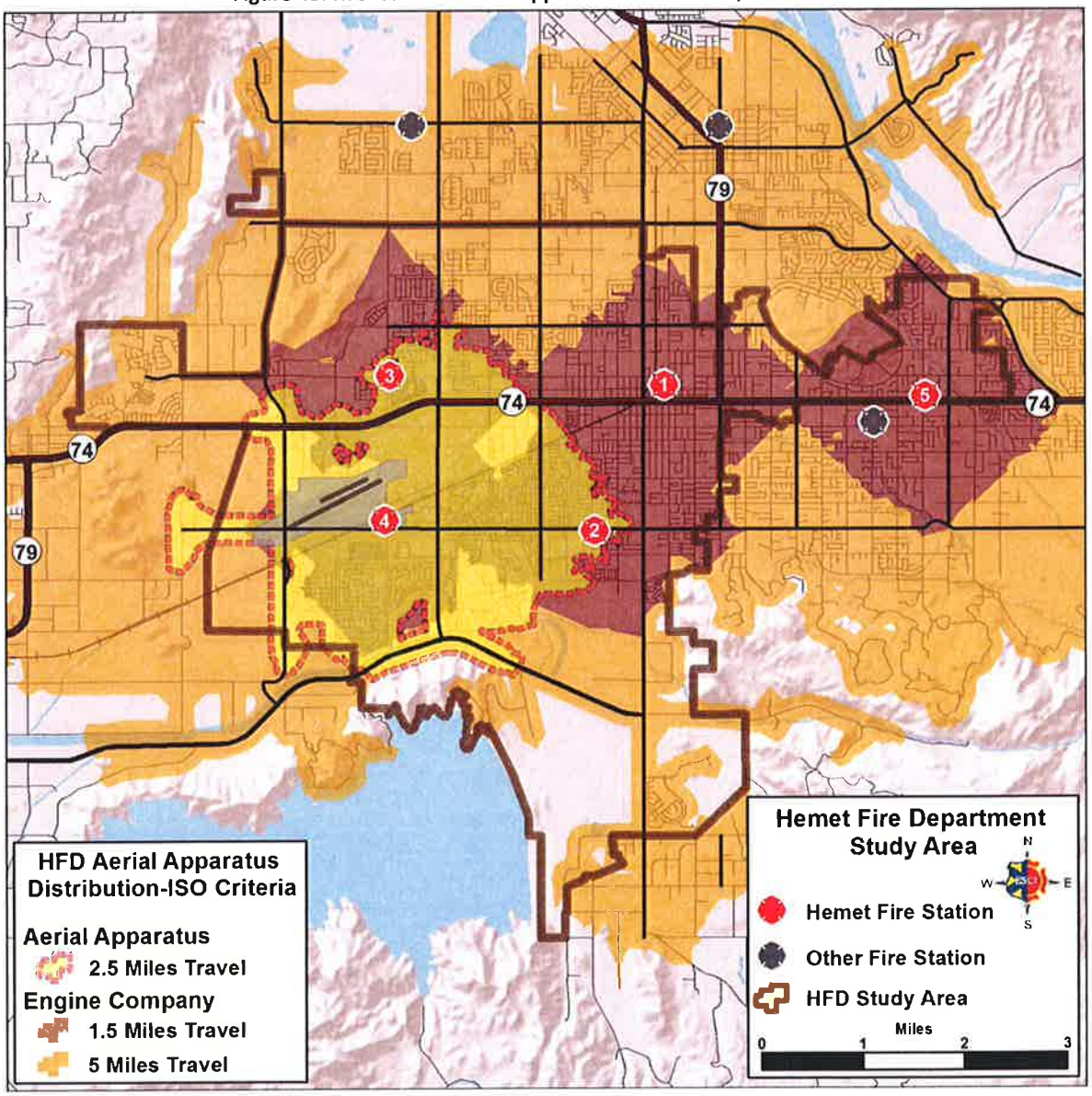
Figure 42: HFD Study Area Station Distribution, ISO Criteria



Approximately 67 percent of the current road network within Hemet is within 1.5 miles of a HFD fire station. All of the developed portions of city are within 5 miles of a fire station. Note that the squad currently stationed at Station 5 does not meet the ISO pumping capacity or equipment requirements for an engine company. Removing this station from the coverage calculation reveals that approximately 61 percent of the road network is within 1.5 miles of a HFD engine company.

Similar to engine company criteria, ISO recommends that ladder companies (aerial apparatus) be placed at 2.5-mile intervals in areas with buildings over three stories in height.

Figure 43: HFD Current Aerial Apparatus Distribution, ISO Criteria

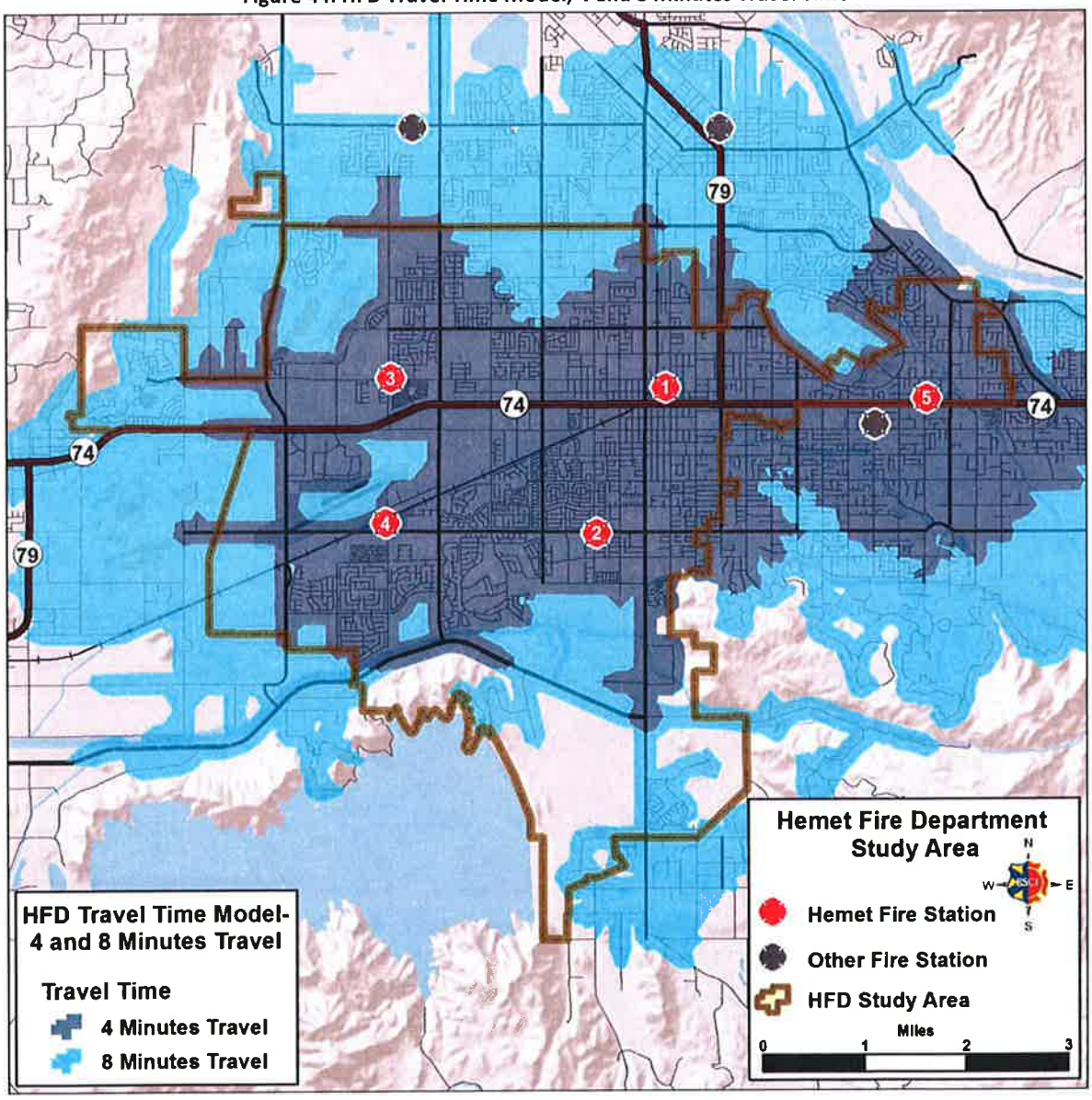


Currently the HFD aerial apparatus is housed at Station 4 and cross staffed by the three man company at this station. The majority of commercial properties and buildings over three stories are located in the downtown core area and along Highway 74 (Florida Ave) in the Station 1 response area. While the current cross-staffed aerial apparatus at Station 4 provides ladder company coverage, HFD should consider moving the aerial apparatus to Station 1. Further discussion of this option occurs in the Future Options portion of this report.

The most recent ISO Public Protection Classification for Hemet is a 4/9 rating (with 1 being the best and 10 being the worst). The first classification (4) applies to properties within five road miles of a recognized fire station and within 1,000 feet of a fire hydrant. The second classification (9) applies to properties within five road miles of a recognized fire station, but beyond 1,000 feet of a fire hydrant.

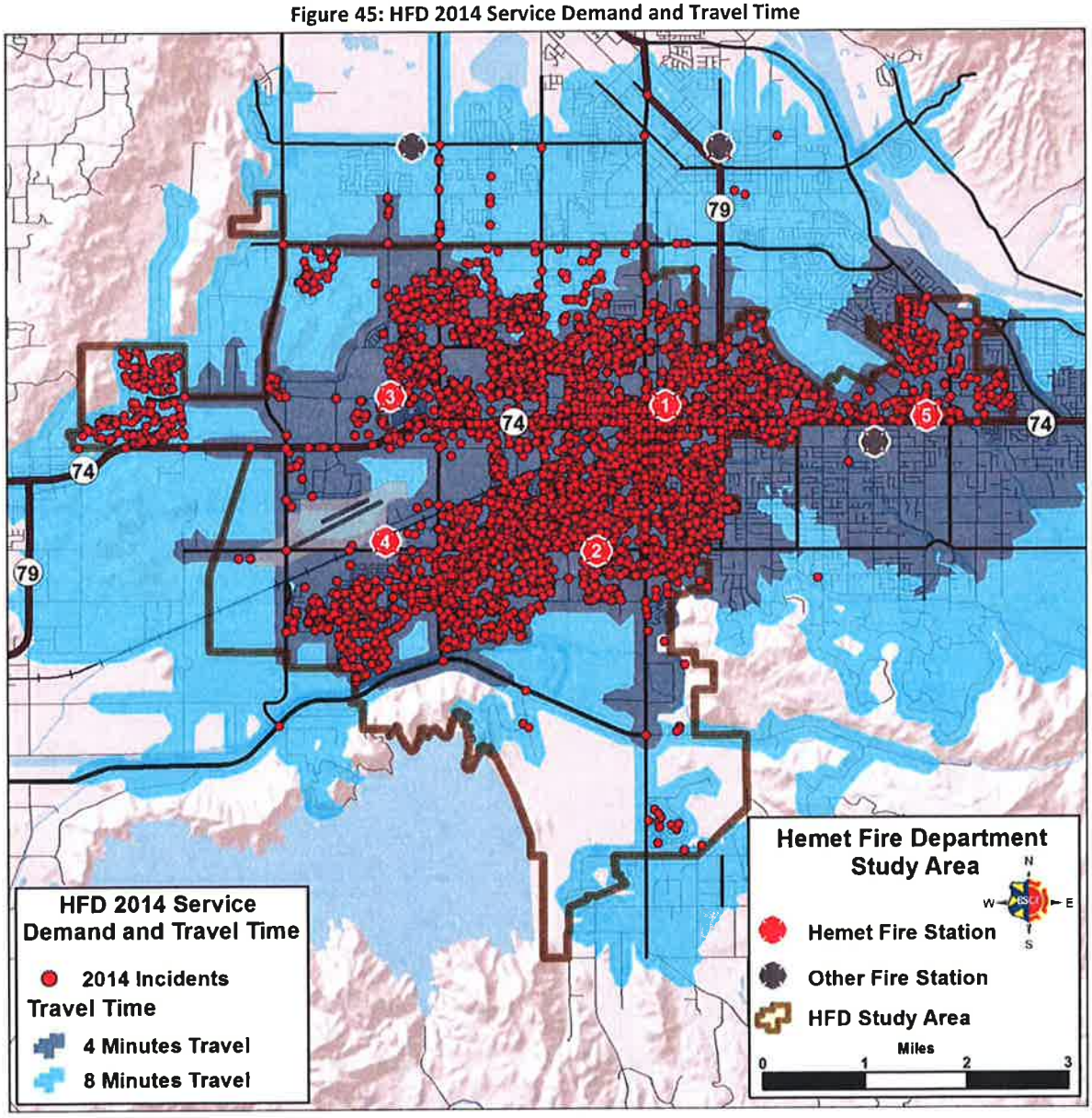
The ISO Public Protection Classification program only addresses fire suppression activities. Of equal importance is the travel time required to respond from a fire station to any emergency call for service. The following figures demonstrate travel time over the existing road network. Travel time is calculated using the posted speed limit and adjusted for negotiating turns and intersections.

Figure 44: HFD Travel Time Model, 4 and 8 Minutes Travel Time



The preceding figure demonstrates that the majority of the HFD service area is within four minutes travel of a currently staffed HFD fire station. More importantly, the following figure demonstrates the percentage of current service demand (2014) that is within four minutes travel of a HFD fire station.

Figure 45: HFD 2014 Service Demand and Travel Time



National standards, such as the *NFPA 1710,*[5] specify that career staffed, urban fire departments should deploy resources such that 90 percent of emergency service demand can be reached in four minutes travel or less. The previous figure illustrates that based on the four minute travel model; HFD apparatus

[5] *NFPA 1710, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments* (National Fire Protection Association 2010).

can theoretically reach approximately 93 percent of current service demand within four minutes or less travel time. Actual HFD travel time and response time performance is discussed in the Response Performance Analysis later in this report.

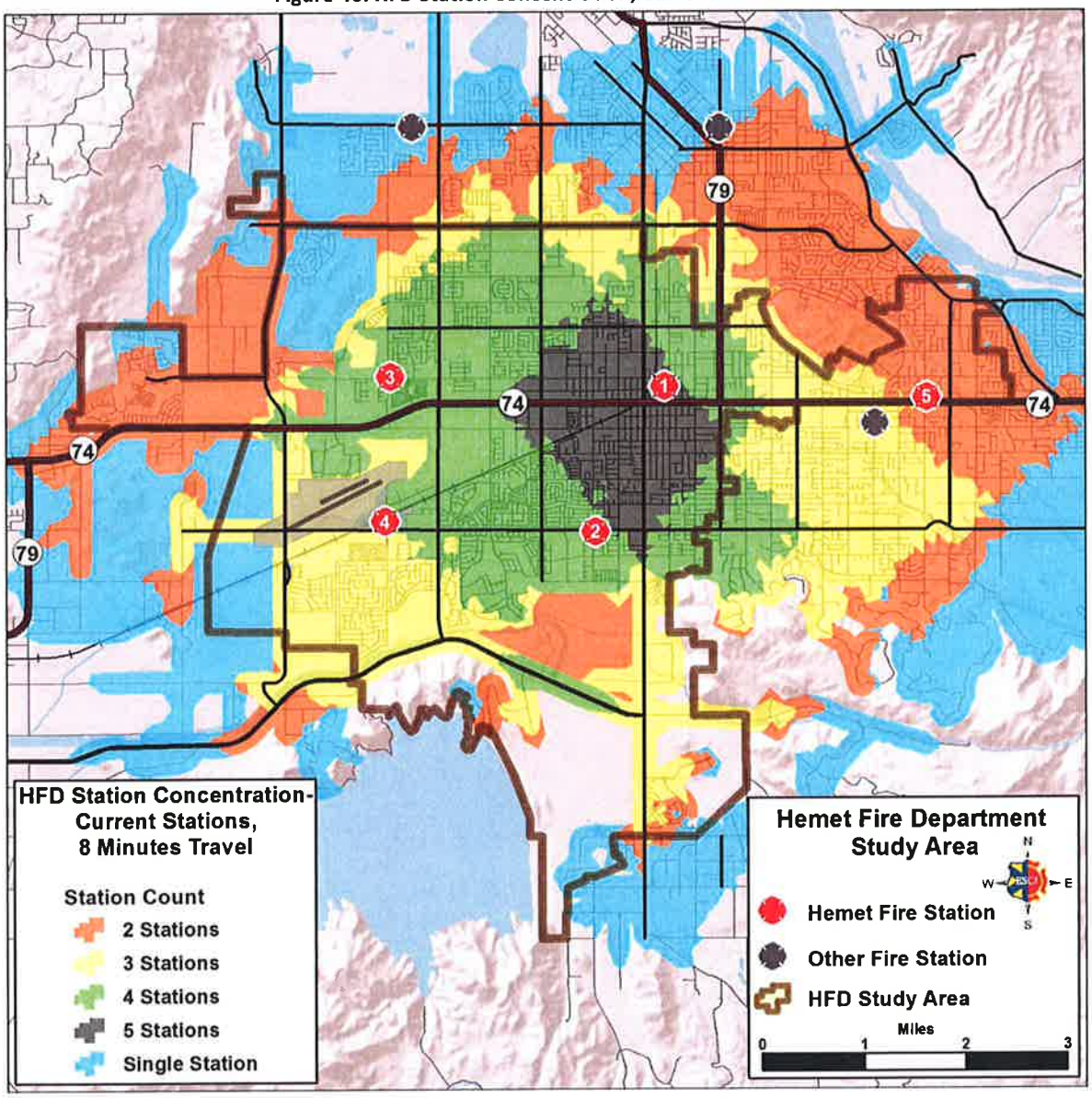
RECOMMENDATIONS:

- Work with Insurance Services Organization (ISO) to determine if current ladder truck deployment at Station 4 is optimal for ISO rating (ISO re-rating currently in progress).
- Work with city planners to stay apprised of planned new development and annexations that may affect the distribution of stations or apparatus.

Concentration Analysis

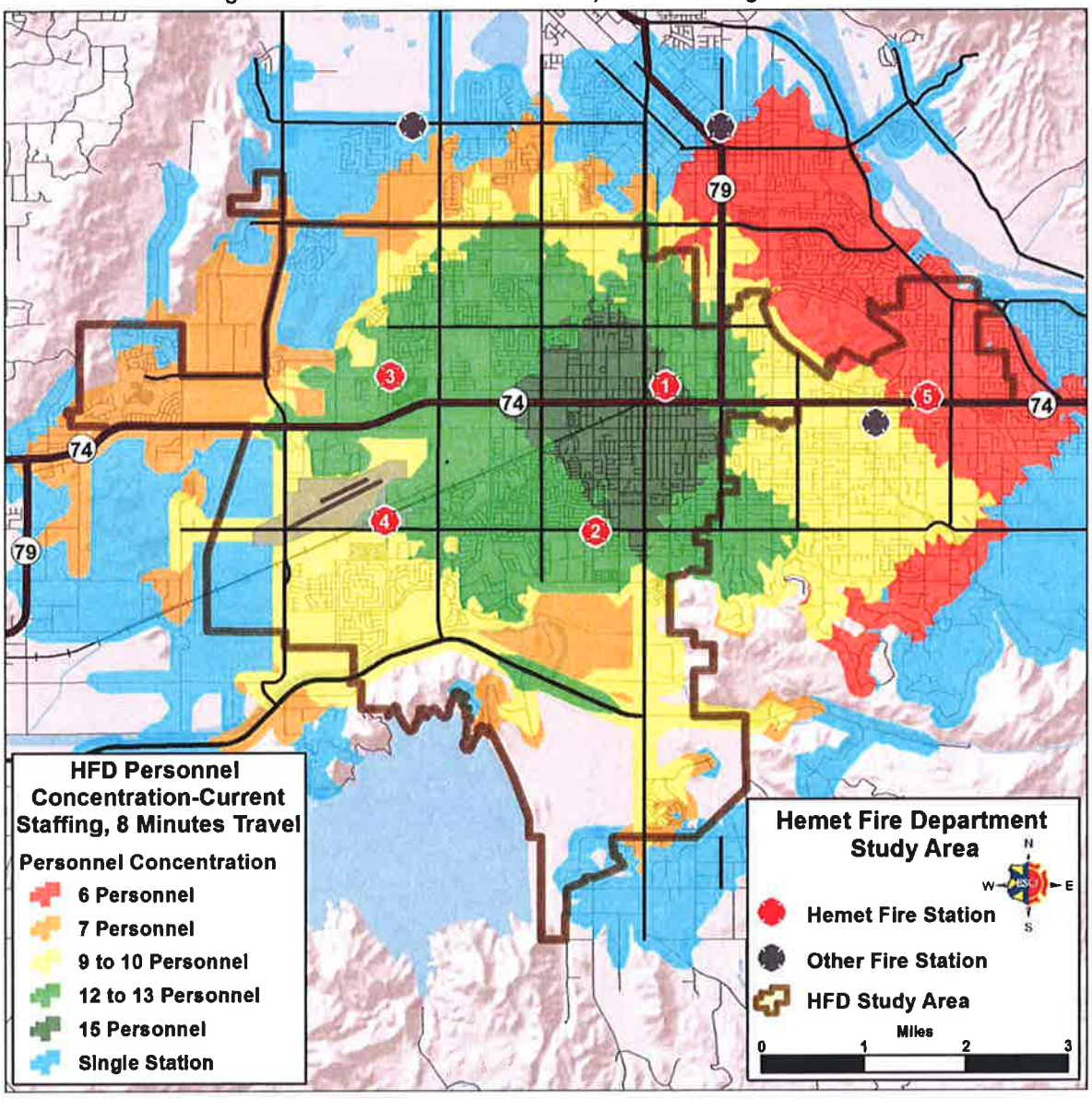
The concentration analysis examines HFD's ability to assemble multiple resources (both apparatus and people) such that sufficient resources to safely and effectively mitigate an emergency arrive in a timely manner. The following figure displays the concentration of HFD stations in the study area in eight minutes or less travel time. The eight-minute travel time criteria used for this analysis is based on the National Fire Protection Association (NFPA) *Standard 1710*. The 1710 standard specifies that the full first alarm assignment for a moderate risk structure fire (single story residential structure) should arrive within eight minutes travel.

Figure 46: HFD Station Concentration, Current 5 Stations



This figure illustrates that the central portion of Hemet is within eight minutes travel of four HFD stations. Portions of the downtown area are within eight minutes travel of all five HFD stations. As discussed in the demand analysis this area experiences the highest service demand in the service area. In addition to providing adequate resources for higher risk incidents, the overlapping coverage in the core area also provides additional resources to deal with the frequency of incidents. The following figure displays the number of personnel available within eight minutes travel or less, given the current staffing at the HFD stations.

Figure 47: HFD Personnel Concentration, Current Staffing and Stations

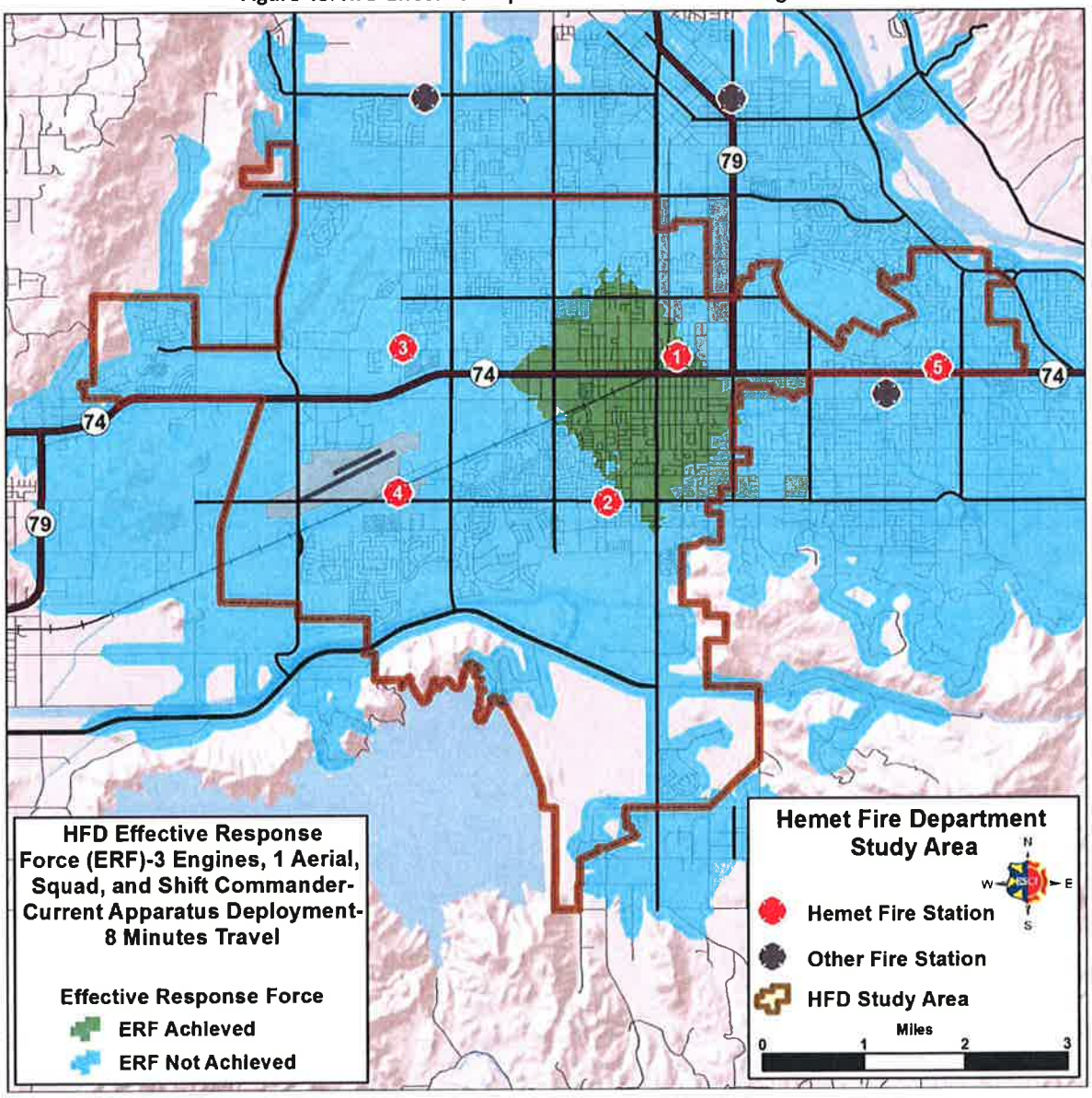


In this analysis the shift commander stationed at Station 1 is considered a roving resource; and is included in the personnel count for all portions of the service area. Industry best practices documents[6] suggest that 14 to 16 personnel are needed to mitigate a moderate risk structure fire. Appropriately, the highest concentration of operational personnel occurs in the portions of the HFD service area with the greatest service demand and highest risk. Note that the model above assumes that all HFD crews are in quarters and available to develop the personnel concentration displayed.

[6] Center for Public Safety Excellence/Commission on Fire Accreditation (CPSE/CFAI) *Standards of Cover, 5th Edition.*

The last figure in the concentration analysis illustrates the portions of the HFD service area within eight minutes travel of full first alarm assignment for a structure fire.

Figure 48: HFD Effective Response Force – 1st Alarm Assignment



The current HFD first alarm assignment for a moderate risk structure fire calls for apparatus from all five Hemet fire stations. The first alarm assignment consists of three engines, one aerial apparatus, the two person squad, and a command officer. This assignment of apparatus and personnel brings 15 personnel to the scene of a structure fire, which meets the CPSE/CFAI recommendation for an effective response force (ERF) of 14 to 16 personnel for a moderate risk fire suppression incident. The previous figure demonstrates that only a small portion of the service area is within eight minutes travel of a full first

alarm assignment. As previously discussed, this figure demonstrates potential performance based on travel time. Actual response performance is discussed in the Performance Analysis.

Reliability

The workload of emergency response units can be a factor in response time performance. The busier a given unit, the less available it is for the next emergency. If a response unit is unavailable, then a unit from a more distant station (or mutual aid department) must respond, increasing overall response time. Although fire stations and units may be distributed in a manner to provide quick response, that level of performance can only be obtained when the response unit is available in its primary service area.

Simultaneous or concurrent incidents can affect a fire department's ability to muster sufficient resources to respond to additional emergencies. The following figure demonstrates the percentage of time that HFD resources were committed to more than one incident at the same time in 2014.

Figure 49: HFD Concurrent Incidents, 2014

Concurrent Incidents	Percentage
Single Incident	39.37%
2	37.00%
3	16.91%
4	4.85%
5	1.18%
6 or More	0.74%

Just over 39 percent of 2014 service demand within Hemet occurred as a single event. Over 60 percent of the time, two or more incidents were in progress in the HFD service area. The percentage of concurrent incidents in Hemet is higher than that experienced by similar fire jurisdictions; and is likely attributed to the higher than normal number of EMS incidents in the HFD service area.

Unit hour utilization (UHU) describes the amount of time that a unit is not available for response because it is already committed to another incident. The larger the number, the greater its utilization and the less available it is for assignment to subsequent calls for service. The following figure displays the total time HFD apparatus were committed to an incident in 2014 and expresses this as a percentage of the total hours in the year.

Figure 50: HFD Unit Hour Utilization, 2014 Incidents

Apparatus	Total Time Committed	Average Time Committed	UHU
B1 (Command)	146:16:28	35:41	1.67%
ASQ1 (Squad)	1280:56:18	18:44	14.62%
Engine 1	778:14:16	18:42	8.88%
Engine 2	1138:27:12	19:30	13.00%
Engine 3	1104:00:03	18:35	12.60%
Engine 4	664:25:11	19:58	7.58%
Truck 1	114:04:04	22:49	1.30%

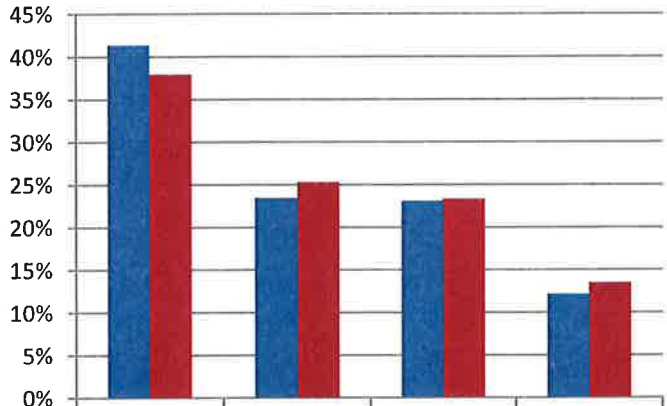
Although HFD apparatus responded to over 14,800 incidents in 2014; the preceding figure reveals that the average time an apparatus is committed to an incident is relatively low. Fire service publications such as the Commission on Fire Accreditation (CFAI) *Standards of Cover, 5th Edition*, suggest that UHU rates in the range of 25 to 30 percent can negatively affect response performance and lead to personnel burnout issues. HFD apparatus do not demonstrate excessive UHU rates currently; however the first out apparatus respond to a substantial number of incidents per apparatus. The next two figures display the workload per first out apparatus and overall workload per station in 2014.

Figure 51: HFD Apparatus Workload-First Out Apparatus, 2014

Apparatus	Count of Incidents
ASQ1 (Squad)	3618
Engine 1	2081
Engine 2	3268
Engine 3	3258
Engine 4	1705

The previous figure demonstrates that the two apparatus stationed at Station 1 during 2014 responded to nearly 5,700 incidents in 2014. The first out apparatus at Station 2 and Station 3 each responded to over 3,200 incidents. Engine 4 responded to over 1,700 incidents. Note that cross-staffed apparatus such as Truck 1 at Station 4 and the wild-land engine (BR 1) at Station 1 are not included in this table. Also cancelled incidents and incidents with no arrival time are not included.

Figure 52: HFD Station Workload, 2014



	Station 1	Station 2	Station 3	Station 4
All Incidents	41.4%	23.4%	23.1%	12.1%
Emergency Incidents	37.9%	25.3%	23.3%	13.5%

Previous figure displays the percentage of workload per HFD station, both for overall service demand and emergent incidents. The percentage of incidents per station is calculated separately for "All

Incidents" and "Emergency Incidents." Station 1 displays the highest percentage of 2014 service demand, while Station 4 demonstrates the lowest percentage of demand.

Note that the percentage of all incidents in the Station 1 response zone represents nearly 6,000 incidents. This amount of service demand is beyond the capacity of a single company. Appropriately, HFD utilized 2 apparatus at Station 1 (Engine 1 and Squad 1) to handle the service demand in 2014. Currently Squad 1 is deployed at Station 5. This may result in increased workload and negatively affect response performance in the current Station 1 response zone.

RECOMMENDATIONS:

- Monitor Unit Hour Utilization (UHU) for first out apparatus, especially in the Station 1 area.

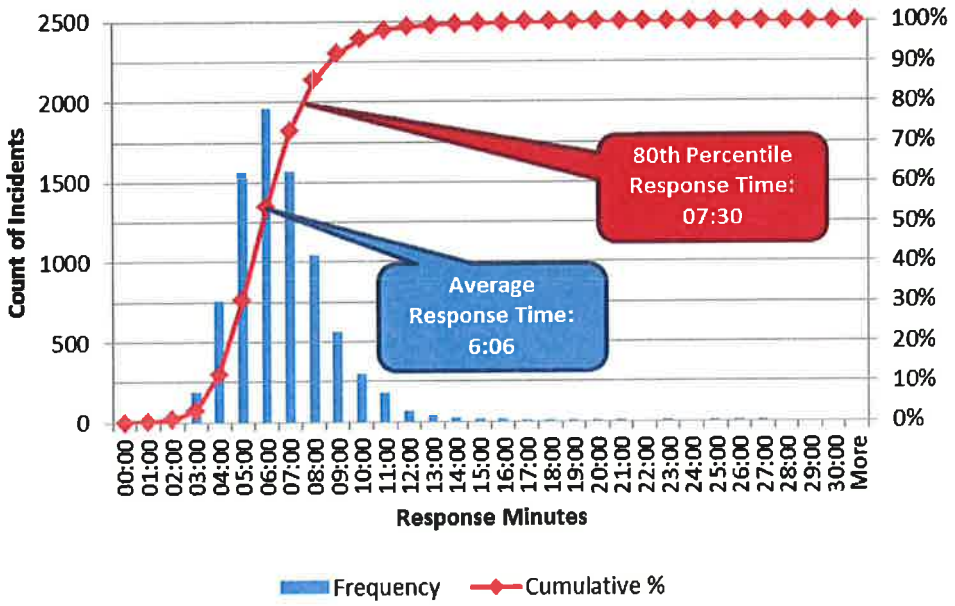
Response Performance

Perhaps the most publicly visible component of an emergency services delivery system is that of response performance. Policy makers and citizens want to know how quickly they can expect to receive emergency services. In the performance analysis, ESCI examines emergency response performance within the HFD service area. The data used for this analysis is 2014 emergency responses extracted from the HFD records management software (RMS). Non-emergent incidents, mutual/automatic aid incidents outside the HFD service area, incidents cancelled prior to arrival, data outliers, and invalid data points are removed from the data set.

Response time is measured from the receipt of the call at the 911 center to when the first HFD apparatus arrives on the scene of an emergency. Response performance is calculated using "percentile" measurement. The use of percentile calculations for response performance follows industry best practices and is considered a more accurate measure of performance than "average" calculations.

The first figure in the performance analysis displays overall emergency response performance throughout the HFD service area in 2014. Average response time is displayed, along with the 80th percentile total response time to illustrate the difference between measuring average and percentile response performance.

Figure 53: HFD Emergency Response Frequency, 2014



The most frequently recorded emergency response time is within the sixth minute (6 minutes 6 seconds), which represents approximately 54 percent of emergency incidents. Eighty percent of the time (80th percentile), the first HFD apparatus arrived at the scene of an emergency incident in seven minutes 30 seconds or less during 2014.

Total response time is comprised of several different components:

- Call Processing Time – The amount of time between when a dispatcher answers the 911 call and resources are dispatched.
- Turnout Time – The time interval between when units are notified of the incident and when the apparatus are enroute.
- Travel Time – The amount of time the responding unit actually spends travelling to the incident.
- Total Response Time – Total Response Time equals the combination of "Processing Time," "Turnout Time," and "Travel Time."

Tracking the individual pieces of total response time provides the information necessary to identify deficiencies and areas for improvement. In the following analysis, ESCI compares 2014 HFD emergency response performance against the City of Hemet Measure EE, which states "A response time of five (5) minutes or less for 80 percent of fire and emergency medical calls will be provided on both a citywide and response area basis." Note that the performance standard does not address non-emergent fire and medical calls. 90th percentile emergency response performance is also calculated; since this is the performance goal of the *NFPA 1710 Standard for Career Fire Departments*. Note that the NFPA standard provides performance goals for each of the components of total response time; and provides a point of reference against which performance can be measured. The standards are not mandates or requirements. However, they represent industry best practices and should be viewed as desirable goals.

The next figure displays the NFPA 1710 performance goals for each of the components of total response performance.

Figure 54: NFPA 1710 Recommendation

Response Element	NFPA Recommendation
Call Processing[7]	60 seconds- 90th Percentile
Turnout Time	60 seconds- 90th Percentile for Medical 1 minute 20 seconds- 90th Percentile for Fire
Travel Time	4 minutes

The NFPA 1710 standard does not include a recommendation for total response time. The combination of the components of response performance results in a total response time of six minutes for medical emergencies and six minutes 20 seconds for fire emergencies.

The following figure examines HFD 2014 performance for the various components of total response time.

Figure 55: HFD Emergency Response Time Performance, 2014

	Total Response Time Continuum			
	Call Processing	Turnout	Travel	Total Response Time
80th Percentile	00:24	02:36	05:03	07:30
90th Percentile	00:54	03:05	06:05	08:39

Currently HFD emergency response performance does not meet the City of Hemet Measure EE response time performance standard. HFD also does not meet *NFPA 1710 Standard for Career Fire Departments* performance goal of four minutes travel time or less for emergency responses-measured at the 90th percentile. See *Distribution Performance Criterion* in the Future Delivery System Standards & Targets section for discussion and recommendations on this.

Call Processing Time

The Hemet Police Department Communications Center serves as the public safety answering point (PSAP) for 911 emergency calls. The communications center also serves as the dispatch center for HFD. The previous figure demonstrates that the Hemet Communications Center is currently meeting the NFPA 1710 call processing time goal. The dispatch center is not under the direct control of the fire department, however fire department leaders must continually monitor call processing time and work cooperatively with the dispatch agency to continue to meet standards.

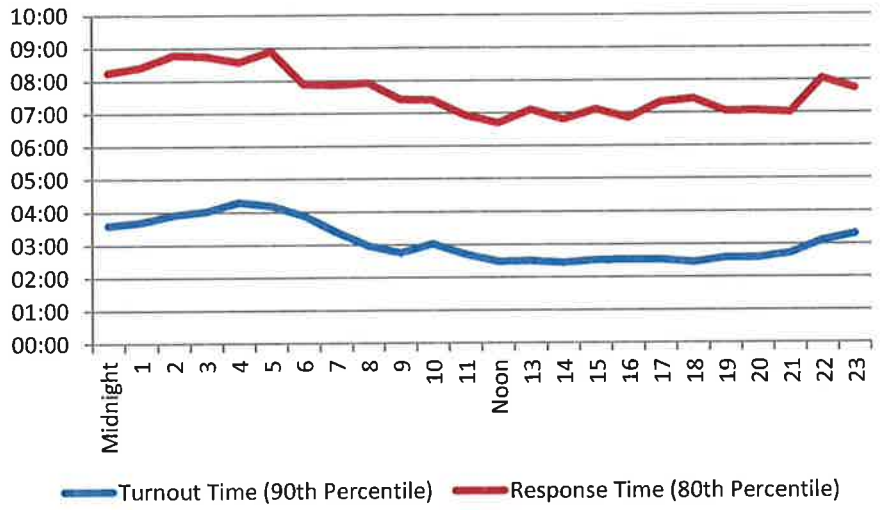
[7] *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems.*

Turnout Time

The second component of the response continuum, and one that is directly affected by fire department personnel, is turnout time. Turnout is the time it takes personnel to receive the dispatch information, don personal protective equipment as appropriate, move to the appropriate apparatus and proceed to the incident.

ESCI is unaware of any departmental goal or standard for turnout time performance at HFD. As seen in the previous figure, HFD turnout time performance does not meet industry best practices and appears to be excessive for a career staffed fire agency. The following figure displays the almost direct correlation between turnout time and total response performance.

Figure 56: HFD Turnout Time and Response Performance, 2014



The rise in turnout time at night is a nationwide phenomenon and is reflected in the increase in total response time during the same period. Turnout time is one component of total response time that fire department personnel have some ability to control; given training, information, and proper facilities that allow for the rapid and efficient movement of responders. ESCI encourages HFD to monitor turnout time performance and provide performance information to response personnel for self-correction. This is the area of greatest potential improvemet in response time performance.

Travel Time

Travel time is potentially the longest component of total response time. The distance between the fire station and the location of the emergency influences total response time the most. The quality and connectivity of streets, traffic congestion, and geography all play crucial roles in travel time.

Figure 57: HFD Emergency Travel Time Performance, 2014

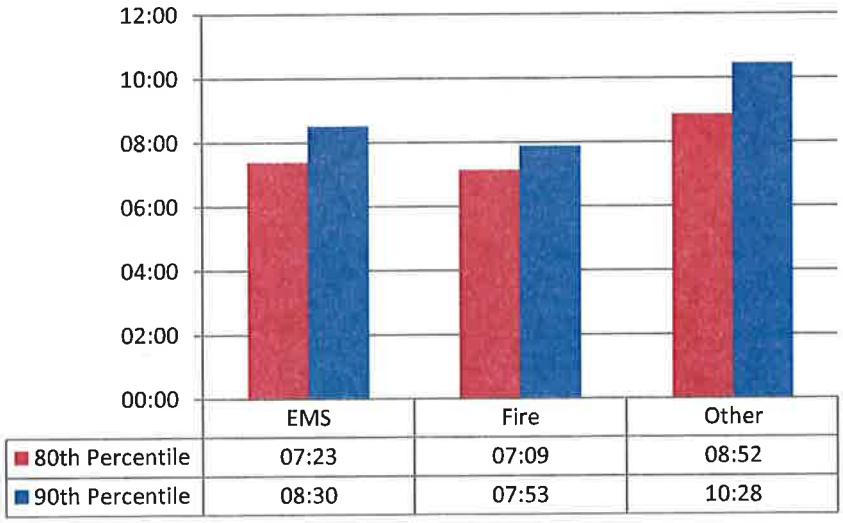
	2014 Travel Time Performance	
Apparatus	80th Percentile	90th Percentile
B1 (Command)	03:59	05:07
ASQ1 (Squad)	04:59	06:10
Engine 1	04:55	06:06
Engine 2	04:04	04:53
Engine 3	05:36	06:29
Engine 4	05:18	06:18
Truck 1	06:32	07:19

As seen in Figure 55, overall travel time performance is five minutes three seconds measured at the 80th percentile and six minutes five seconds measured at the 90th percentile. Figure 57 illustrates that no HFD apparatus meets the industry best practice travel time criteria of four minutes at 90 percent. However, in ESCI's experience, HFD travel time performance parallels that of comparable fire jurisdictions.

Total Response Time

Total response time is the sum of "call processing time," "turnout time," and "travel time." The following figure illustrates HFD total response time performance summarized by incident category.

Figure 58: HFD Response Time Performance by Incident Category, 2014

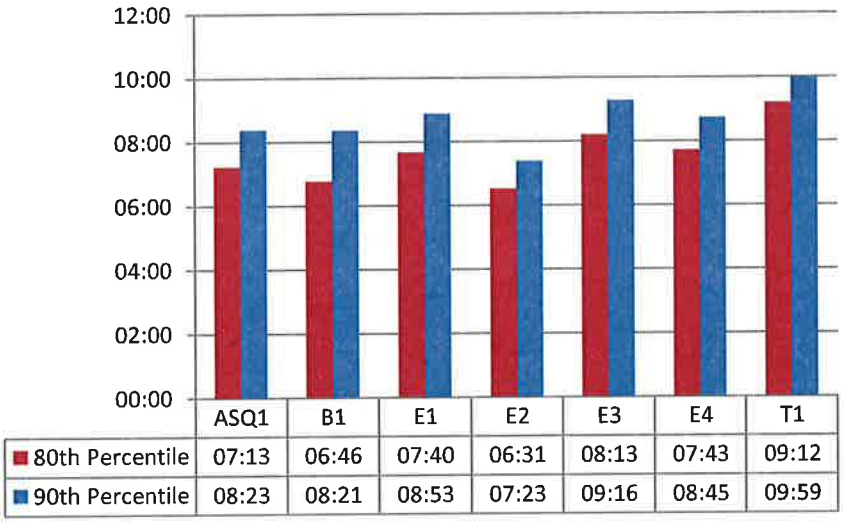


In the preceding figure, "Fire" refers to any incident coded as a fire in the NFIRS data. The "EMS" category includes all calls for medical service including MVAs and rescues; and the "Other" category refers to incidents such as hazmat, false alarms, service calls, or weather related incidents. Note that emergency total response performance does not meet either the City of Hemet Measure EE performance standard of five minutes (80th percentile) for fire and emergency medical responses, or the NFPA 1710 standard of 6 minutes 20 seconds for emergency fire responses and six minutes for

emergency medical responses (based on the combination of call processing, turnout time, and travel time, 90th percentile). Both the Hemet Measure EE and the NFPA standard apply to the first apparatus on scene.

The following figure displays total response time performance for HFD apparatus during 2014.

Figure 59: HFD Total Response Performance by Apparatus, 2014

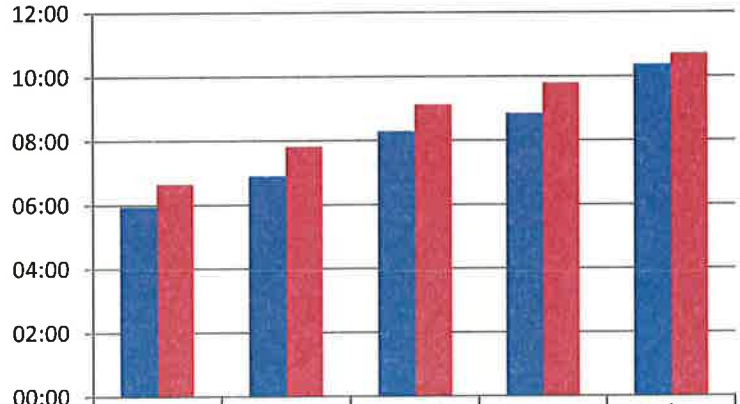


	ASQ1	B1	E1	E2	E3	E4	T1
80th Percentile	07:13	06:46	07:40	06:31	08:13	07:43	09:12
90th Percentile	08:23	08:21	08:53	07:23	09:16	08:45	09:59

This figure illustrates that response performance varies by apparatus throughout the HFD service area. Again, no HFD apparatus meets the Hemet Measure EE response time performance standard or the NFPA 1710 standard. Comparing the travel time data in Figure 57, with the data in this figure (Figure 59) reveals the relationship between travel time and total response time. Units with the shortest travel time demonstrate the best total response time performance.

Up to this point, the performance analysis has been concerned with response time performance for the first arriving apparatus. The last analysis in the performance summary examines response performance as it pertains to the assembly of multiple apparatus at a structure fire. As discussed in the concentration study, a full first alarm assignment for a structure fire consists of three engines, one aerial device, the squad unit, and a command officer. This brings 15 personnel to the scene of a structure fire. This complement of personnel and apparatus would be considered a full first alarm or Effective Response Force (ERF). The following figure examines HFD's response performance for the first though the fifth apparatus on scene at structure fires in 2014.

Figure 60: HFD Structure Fire Response Performance by Arrival Order, 2014



	First	Second	Third	Fourth	Fifth
80th Percentile	05:57	06:55	08:17	08:51	10:22
90th Percentile	06:39	07:49	09:08	09:48	10:43

For this analysis, ESCI examines 2014 incidents classified as a structure fire in the HFD incident data. The first arriving apparatus generally waits approximately one minute for the second apparatus to arrive (at both the 80th and 90th percentile). The difference between the first unit and the fifth unit is four to 4.5 minutes. Industry best practices call for the full first alarm to arrive at a fire suppression incident within eight minutes total response time. HFD response performance does not meet the eight minute benchmark for the arrival of a full first alarm at a structure fire.

RECOMMENDATIONS:

- Develop a methodology to monitor all components of the total response time continuum. Consider adding a part-time data analyst to coordinate data gathering and analysis.
- Establish performance goals for turnout time performance and work with on duty crews to improve turnout time performance.
- Monitor total response time performance by incident category, station response area, and for the overall HFD service area.
- Establish response performance goals for each of the parameters in the previous recommendation (incident category, station response area, overall HFD service area).
- Clarify the definition of "response time" as it pertains to Measure EE.

Mutual and Automatic Aid

Communities have traditionally forged limited agreements to share resources under circumstances of extreme emergencies or disasters. These agreements, known as mutual aid agreements, allow one community to request the resources of another in order to mitigate an emergency situation or disaster that threatens lives or property. Automatic aid takes the process an additional step further by spelling

out certain circumstances under which one or more community's specific resources will respond automatically upon notification of a reported incident in the neighboring community. In essence, automatic aid agreements expand a community's initial first alarm response to certain types of incidents by adding resources from a neighbor to that response protocol. Typically, such agreements are for specific geographic areas where the neighbor's resource can be expected to have a reasonable response time and are for only specific types of incidents.

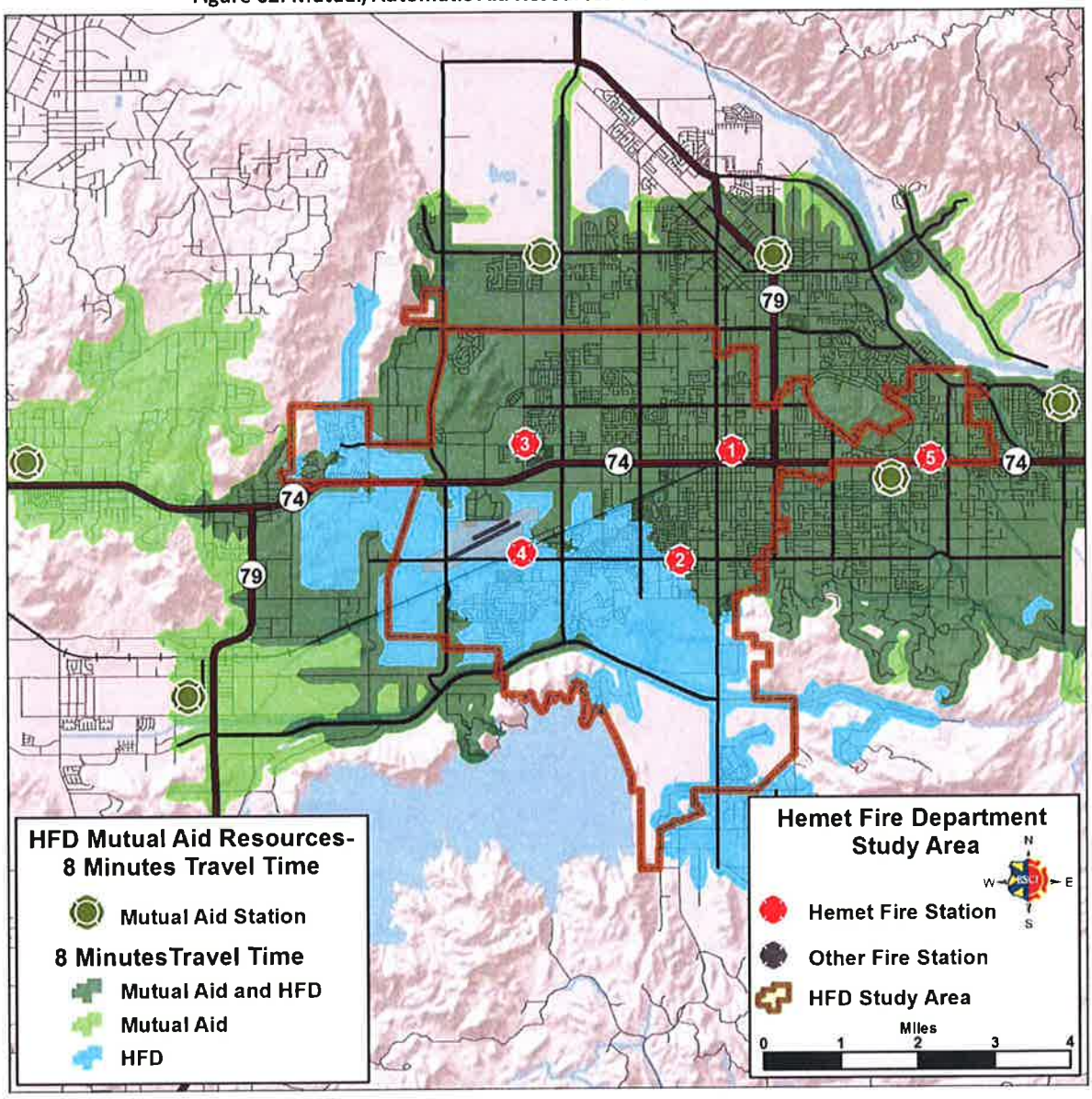
The Hemet Fire Department participates in the California Mutual Aid System, the California Fire Assistance Agreement, and the Riverside County Automatic Aid Agreement. The following figure summarizes mutual/automatic aid incidents in 2014.

Figure 61: HFD Mutual/Automatic Aid, 2014

Mutual and Automatic Aid	
Type of Aid	Number of Incidents
Mutual Aid Received	32
Automatic Aid Received	7
Mutual Aid Given	19
Automatic Aid Given	2
Other Aid Given	2
Total	62

Mutual or automatic aid responses, either given or received, represent less than .5 percent of the 2014 call volume. The following figure displays mutual aid resources within eight minutes travel or less of the HFD service area.

Figure 62: Mutual/Automatic Aid Resources within 8 Minutes Travel Time



There are six fire stations within eight minutes travel of some portion of the HFD service area. These six stations are all operated by the Riverside County unit of CAL FIRE. Two of the stations are located in the City of San Jacinto, north of Hemet. Note that Fire Station 78 (West San Jacinto), located approximately 2.5 miles north of HFD Station 3; is currently not staffed due to budgetary considerations. The other four CAL FIRE stations are located in unincorporated Riverside County. As opposed to more heavily developed and populated portions of Riverside County, mutual aid resources are limited in the HFD service area. However, the previous figure demonstrates that mutual/automatic aid resources are available within eight minutes, to bolster HFD's ability to effectively mitigate an emergency. ESCI also believes that HFD Station 5 and the CAL FIRE Little Lake Station (located less than one mile apart);

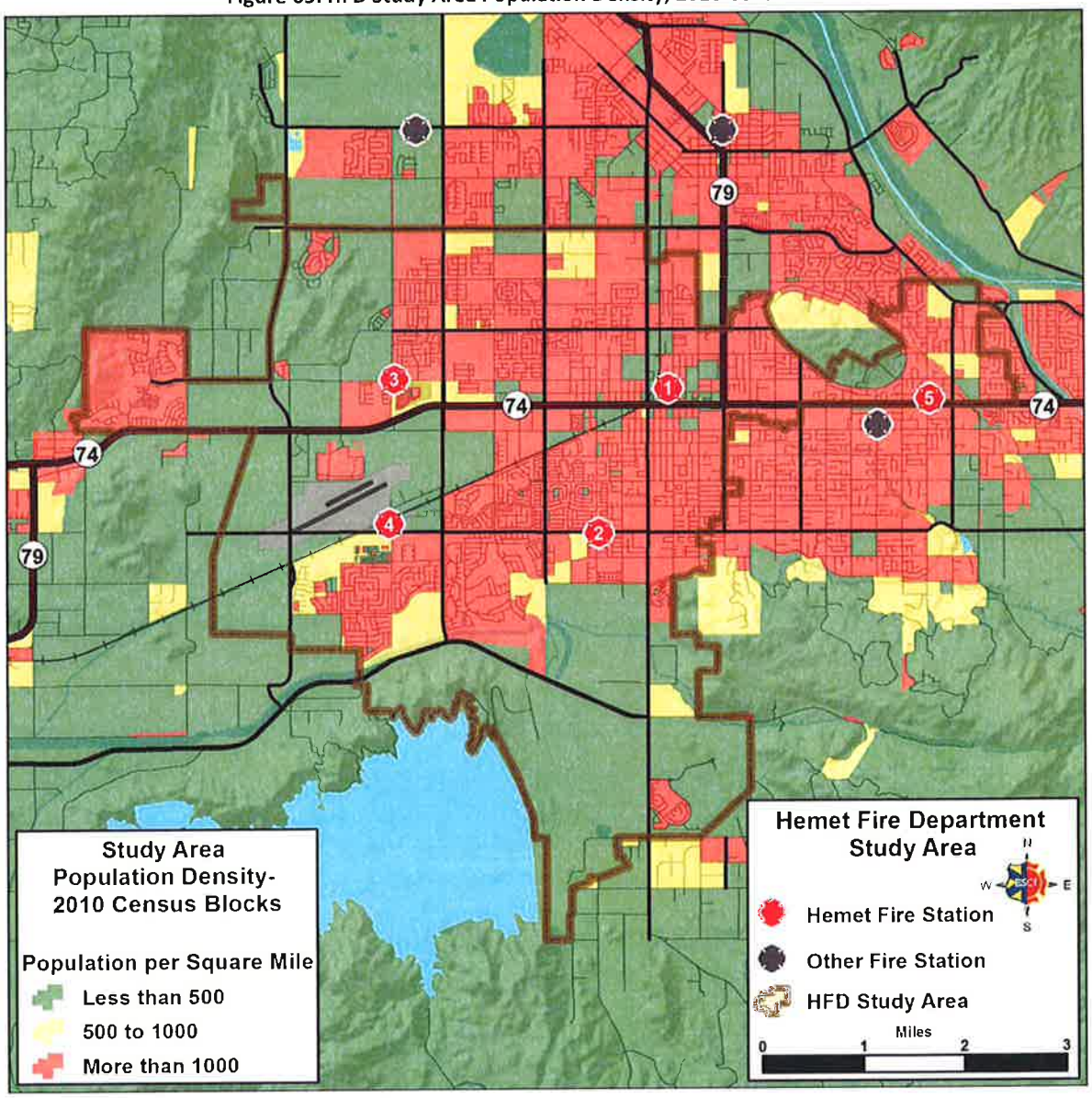
provide an opportunity for increased cooperative efforts. Such efforts could be cost effective and mutually beneficial for both HFD and CAL FIRE. More discussion of this option is provided in the Future Options portion of this report.

COMMUNITY RISK ANALYSIS

Community Risk Review

Community risk is assessed based on a number of factors; the service area population and population density, the demographics of the population served, local land use and development, and the geography and natural risks present within the community. These factors affect the number and type of resources (both personnel and apparatus) necessary to mitigate an emergency. The following figure examines population density in the HFD service area.

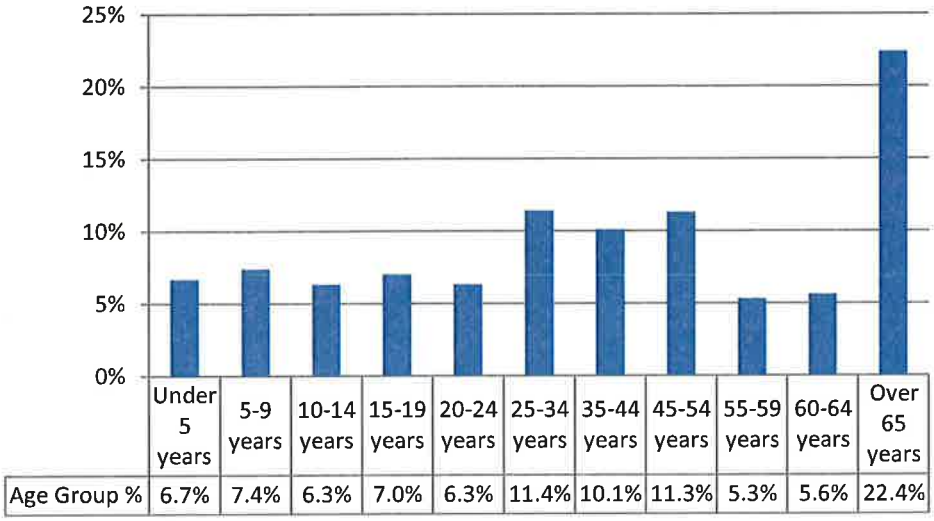
Figure 63: HFD Study Area Population Density, 2010 Census Blocks



The population in Hemet tends to be concentrated in the center of the community and in neighborhoods and planned development, surrounded by less densely populated areas on the outskirts of the service area. The areas displaying the highest population density correspond to the areas with the highest service demand illustrated in the Service Demand analysis.

In addition to the distribution of the population, the demographics of the population can affect the amount of service demand and the nature of risk within a community. The following figure displays the population by age group within the Hemet service area.

Figure 64: HFD Study Area Population by Age, 2013 Census Data



According to the 2013 Census Bureau estimate, over 22 percent of the population of Hemet is over 65 years of age. This is nearly double the same metric for Riverside County and approximately nine percent higher than the national percentage of persons over 65. As discussed in the Service Delivery analysis, EMS incidents represent an unusually high percentage (over 84 percent) of HFD service demand. The percentage of seniors in Hemet is a factor that increases service demand and hence community risk in the service area. NFPA studies indicate the population over 65 or less than 5 is at a higher risk for fatalities in residential fires.

In the following figure, ESCI displays other demographic values for Hemet from the 2013 Census Bureau estimates; and compares these values to those of Riverside County and the nation.

Figure 65: HFD Study Area Demographics, 2013 Census Data

Demographic	Hemet	Riverside County	National
Median household income, 2009-2013	$32,774	$56,529	$53,046
Owner-occupied Housing, 2009-2013	59.2%	66.5%	64.9%
Persons without health insurance, under age 65 years	24.2%	22.5%	15.3%
Personal Income below Federal Poverty Level	23.3%	17.8%	14.5%

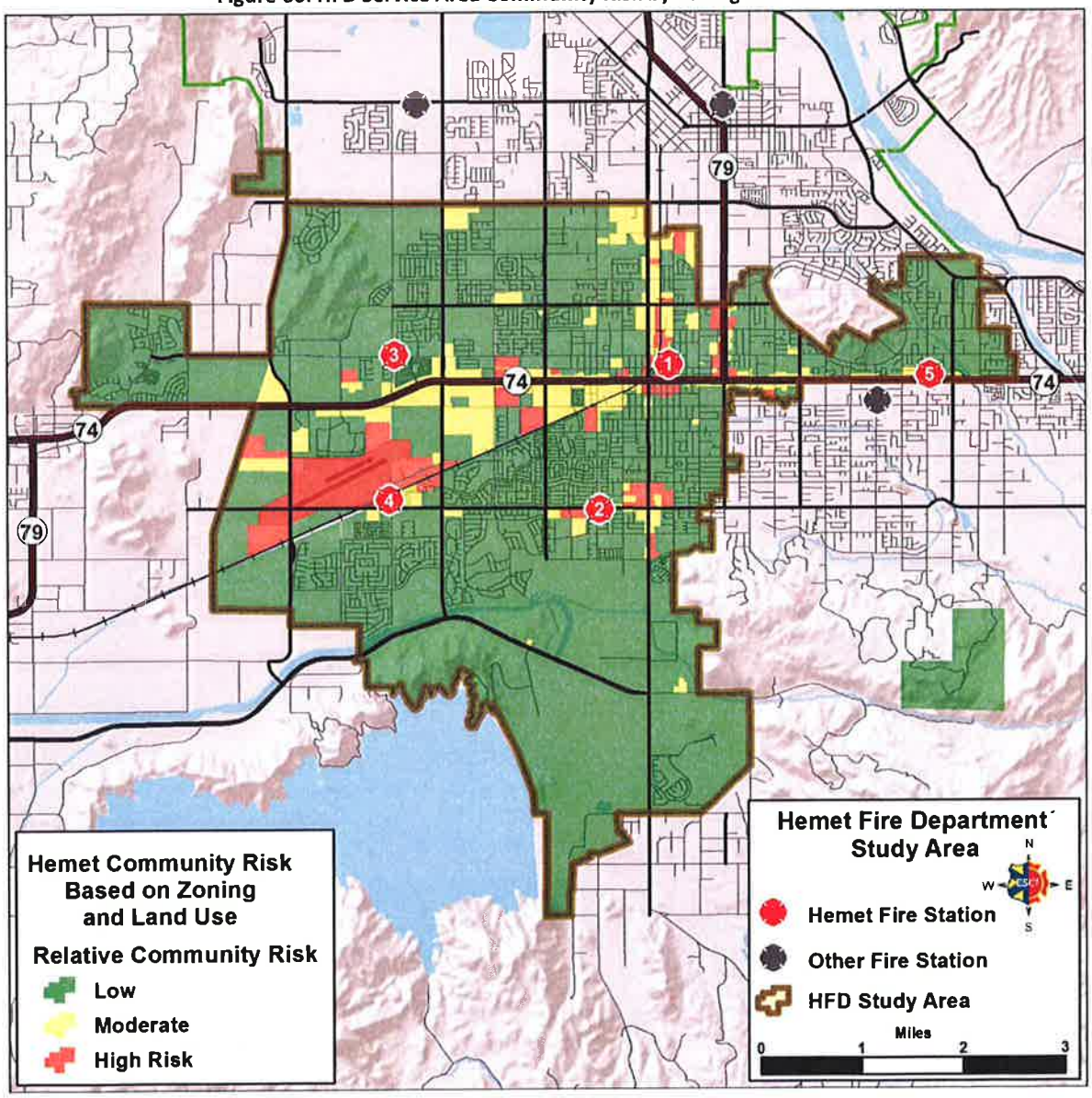
The demographics displayed above are factors that may indicate a population that is more likely to use fire department services than other populations. Individuals with lower incomes and no health insurance are more likely to use local EMS resources than individuals with health insurance and a personal physician. A high percentage of owner occupied homes generally equates to wage earners willing to invest in their community.

ESCI uses GIS software and zoning classifications for the City of Hemet to examine current land use. Risk is assigned to the zoning classifications to present a view of relative community risk.

- **Low Risk** – Areas zoned for agricultural purposes, open space, low-density residential and other low intensity uses.
- **Moderate Risk** – Areas zoned for medium-density single-family properties, small commercial and office uses, low-intensity retail sales, and equivalently sized business activities.
- **High Risk** – Higher-intensity business districts, mixed use areas, high-density residential, industrial, warehousing, and large mercantile centers.

The following figure maps community risk within the HFD service area using the criteria listed above.

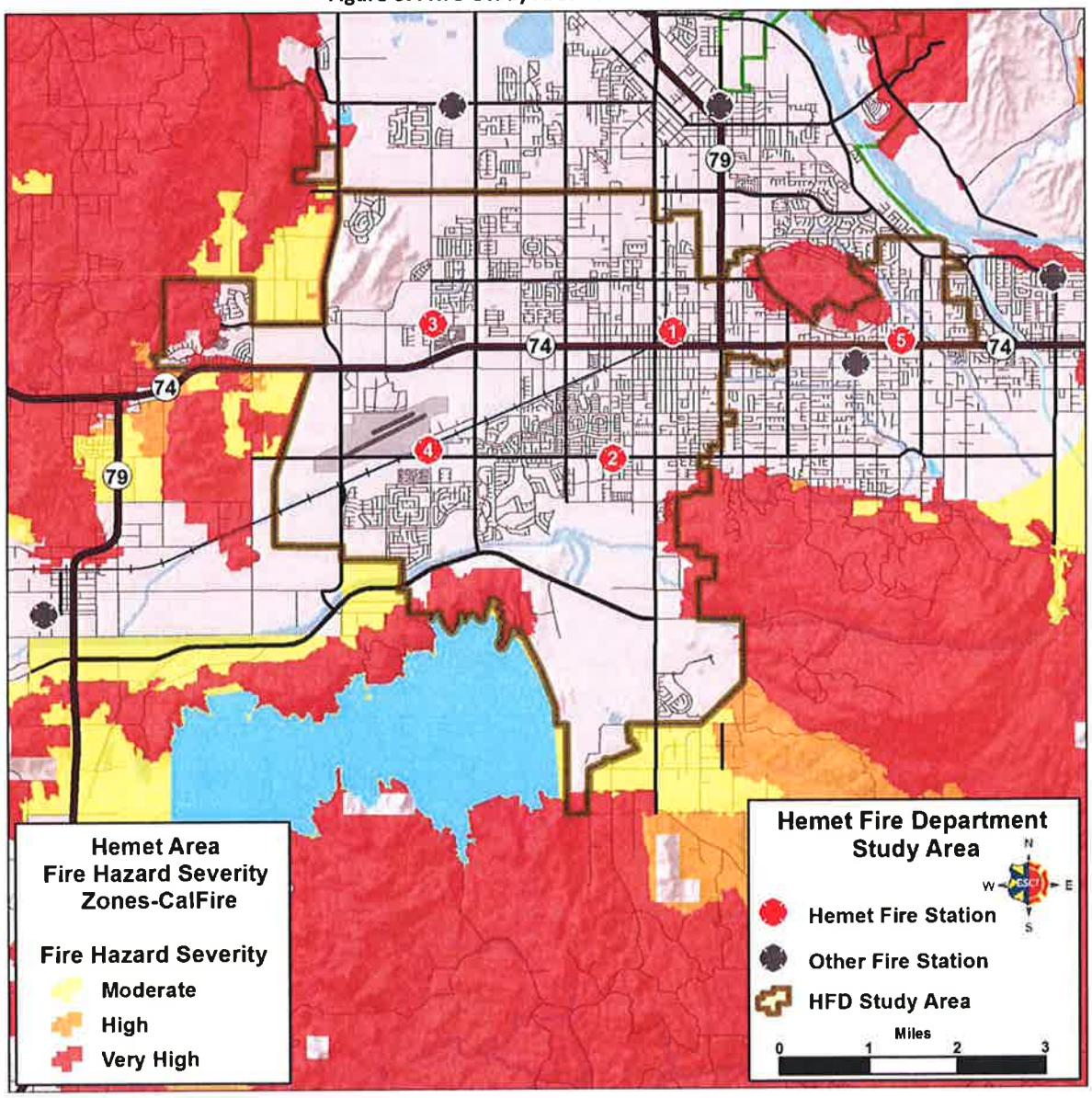
Figure 66: HFD Service Area Community Risk by Zoning and Land Use



The Hemet service area is a mix of low, moderate, and high risk properties. Residential properties are primarily low density residential properties classified as a low level of relative risk. However, there are clustered neighborhoods consisting of mobile homes within the service area that could be considered a moderate risk. Moderate risk properties are predominantly commercial properties and tend to be distributed along the major transportation routes through Hemet. Areas classified as high risk are primarily zoned for manufacturing and industrial uses. This includes the area around the Hemet-Ryan Airport. Some portions of the downtown core are also classified as high risk; due to the density and nature of the building construction.

Like many fire jurisdictions in the Western United States, especially California; wild-land fire risk is a factor in the HFD service area. The following figure uses CAL FIRE GIS data to examine wild-land fire risk in and around Hemet.

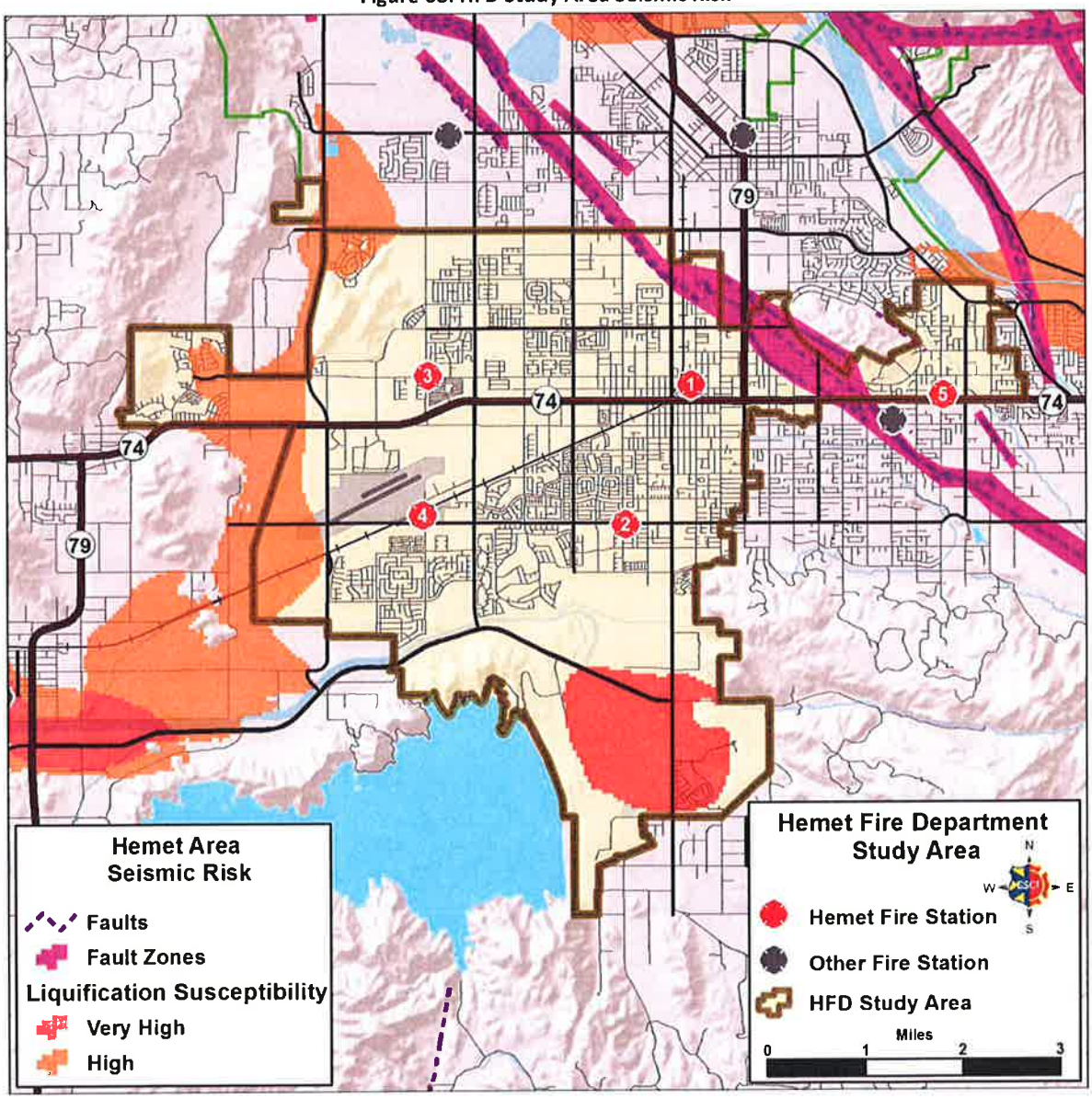
Figure 67: HFD Study Area Wild-land Fire Risk



This model produced by CAL FIRE considers vegetation, topography, weather, crown fire potential, and ember production and movement; to summarize fire hazard zones as moderate, high, or very high. This figure demonstrates that the HFD service area is surrounded by areas of all three hazard classifications. Some areas classified as a very high hazard zone extend into the city. Hemet Fire Department participates in state and county level mutual aid agreements which provide additional resources to deal with wild-land fire incidents. CAL FIRE aircraft stationed at the Hemet-Ryan Airport to provide a rapid response in the region. The City of Hemet has incorporated mechanisms into the municipal code to reduce fire hazards in interface areas within the city.

Earthquakes occur throughout California, but certain areas have a higher probability of experiencing damaging ground motions caused by seismic activity. There are several active faults in the Hemet area and Hemet has experienced destructive seismic activity in the past. The following figure illustrates fault lines and areas susceptible to liquefaction in the Hemet Area.

Figure 68: HFD Study Area Seismic Risk

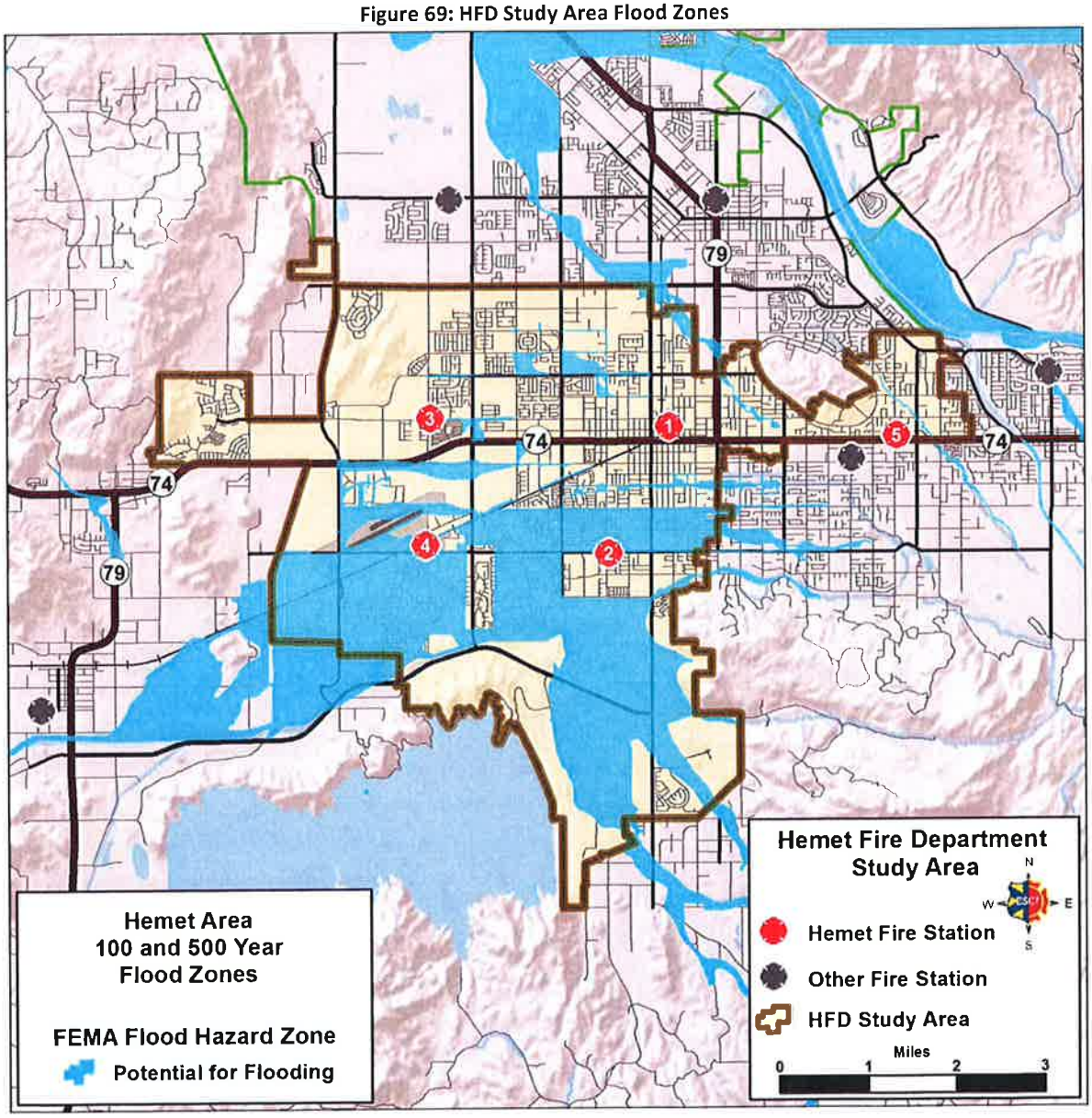


The San Jacinto Fault runs through the northeastern corner of Hemet. This fault is a major branch of the San Andreas Fault and considered active. Liquefaction is a phenomenon by which the strength of soil decreases due to increased water pressure during a seismic event. This leads to additional structural damage due to failing foundations. Areas in and around Hemet are identified as having a high or very high susceptibility to liquefaction. Note that nearly the entire Hemet area is considered at moderate risk

of liquefaction. Due to the California's history of seismic activity, there are numerous state and local regulations and codes in place to mitigate seismic risk. Hemet has identified unreinforced masonry structures in the downtown area and adopted standards to ensure that the buildings will be brought up to current standards as building permits are requested for improvements.

There is significant flooding risk within the Hemet area. The city is located in the San Jacinto Valley near natural and man-made bodies of water. The topography of the area is flat and does not drain well when exposed to excessive storm water. The following figure demonstrates the 100 and 500 year flood zones in the Hemet area.

Figure 69: HFD Study Area Flood Zones



The data displayed in the previous figure is derived from Federal Emergency Management Agency (FEMA) national flood hazard zone data. The figure illustrates that much of the city south of Highway 74 is within a flood zone. Hemet has adopted standards within the flood hazard zones to reduce the potential for loss of life and property damage. Also, as required by the California Office of Emergency Services (OES) the city has adopted emergency procedures to deal with a catastrophic failure of the dam on Diamond Valley Lake.

The Hemet Fire Department is the first responder for hazardous materials incidents within the City of Hemet. Six HFD personnel are trained to the hazardous materials technician level and participate as members of a regional team. There are no hazardous waste disposal sites or collection centers in the Hemet area. However commercial and industrial facilities use and store hazardous materials as part of daily operations. Hazardous material use and storage is highly regulated from the federal down to local level. ESCI encourages HFD to work with the local emergency planning committee and the California State Emergency Response Commission to identify and preplan buildings where hazardous materials are stored or used. These facilities are typically referred to as tier II reporting facilities.

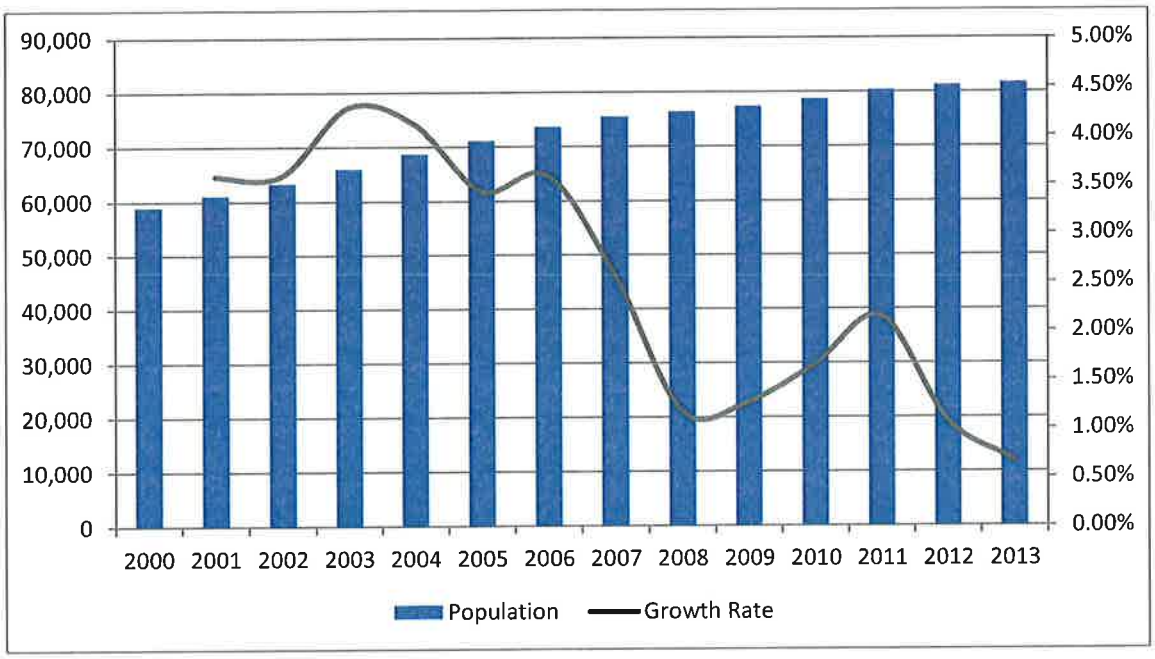
Growth & Demand Projections

In preparing for the development of future service delivery options, it is first necessary to evaluate the population history of the response area and to attempt to predict how populations will change over the next two decades. These changes in populations will directly impact the service demand of the organizations and could stress resources if not properly deployed.

POPULATION HISTORY AND GROWTH PROJECTIONS

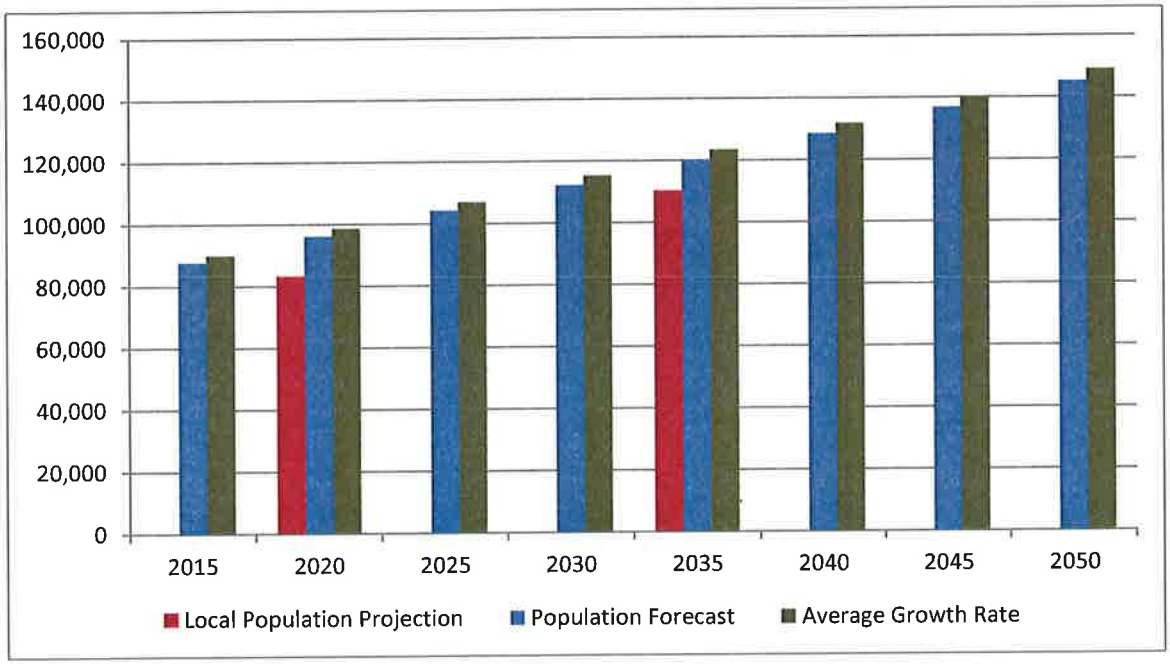
Hemet has seen an increase in total population over the last 13 years but growth has slowed recently. The 2013 census estimate indicates that total population has reached 81,750 as compared to 2000 census counts, which totaled 58,970. While this shows a total increase of over 38 percent, the average growth rate over the period was calculated at 2.55 percent. This is illustrated in the following figure.

Figure 70: Population History and Growth Rate



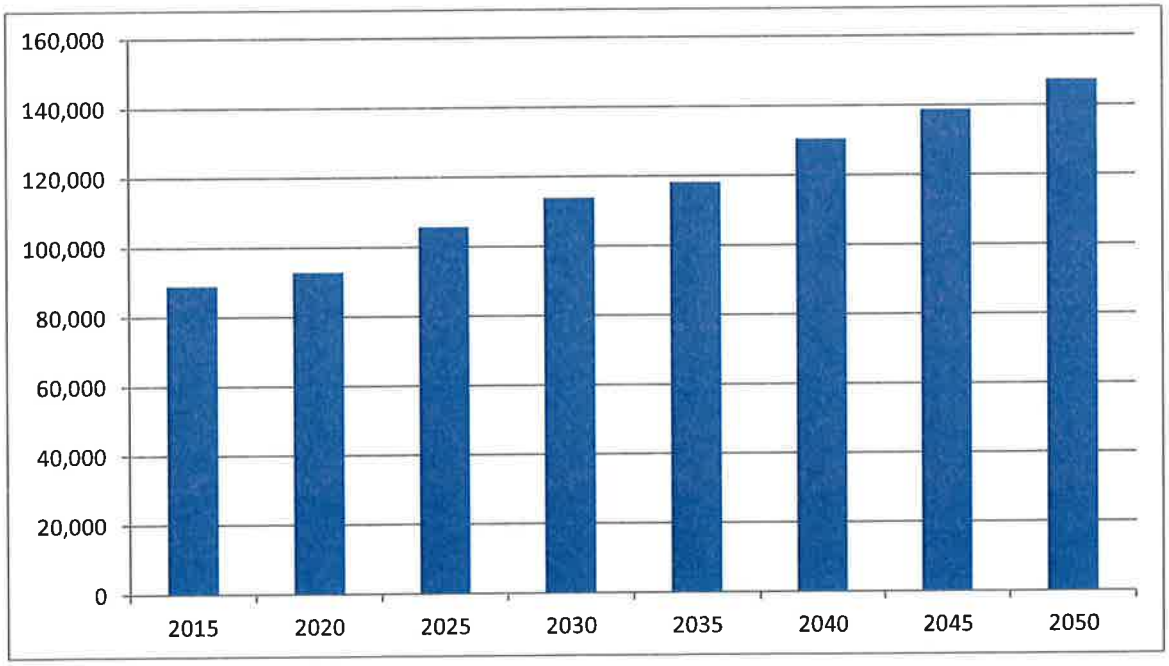
Based on this population history, ESCI combined three different sources of data to determine the most appropriate rate of growth from which to generate future service demand projections. The first is based on local development projections (only 2020 and 2035 were projected); the second is based on a mathematical forecast model; and the third is based on the historical annual growth rate. These three population projection models are provided in the following figure.

Figure 71: Population Growth Projections



From these projections, ESCI developed an average population projection model that indicates a total population in 2050 at 147,192 as shown below.

Figure 72: Population Growth Projection – Average Model

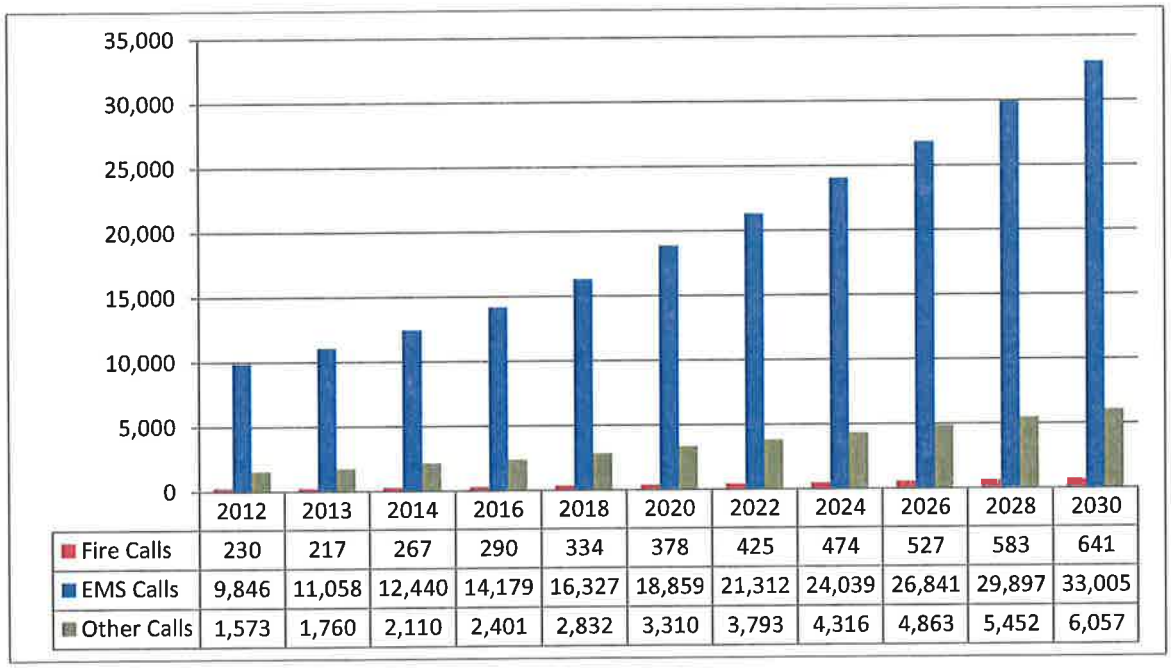


SERVICE DEMAND PROJECTIONS

In evaluating the deployment of facilities, resources, and staffing, it is imperative that consideration be given to potential changes in workload that could directly affect such deployment. Any changes in service demand can require changes and adjustments in the deployment of staff and resources in order to maintain acceptable levels of performance.

For purposes of this study, ESCI utilized population projections obtained through the previously presented methods and multiplied the average model by a forecast incident rate derived from a three-year history of incident per capita rates to identify workload potential through the year 2030. The results of the analysis are shown in the following figure.

Figure 73: Service Demand Projections



	2012	2013	2014	2016	2018	2020	2022	2024	2026	2028	2030
Fire Calls	230	217	267	290	334	378	425	474	527	583	641
EMS Calls	9,846	11,058	12,440	14,179	16,327	18,859	21,312	24,039	26,841	29,897	33,005
Other Calls	1,573	1,760	2,110	2,401	2,832	3,310	3,793	4,316	4,863	5,452	6,057

Based on the projection, service demand across the area will continue to rise over the next 15 years based on a per capita usage rate average of 0.002722 for fires, 0.127666 for EMS incidents, and 0.020844 for all other incident types.

Development of Response Standards & Targets

The previous sections of this report detail a considerable volume of observations and minor recommendations relating to HFD current conditions, as well as projecting future population growth and the impact of service demand on the fire department. The process of developing response targets and understanding, prioritizing, and implementing recommended enhancements can be daunting, simply due to the amount of work that may be involved and the potential cost associated with these changes. The following section addresses these issues.

Critical Tasks, Risk, and Staffing Performance

The ultimate goal of any emergency service delivery system is to provide sufficient resources (personnel, apparatus, and equipment) to the scene of an emergency in time to take effective action to minimize the impacts of the emergency. This need applies to fires, medical emergencies, and any other emergency situation to which the fire department responds. Obtaining and understanding the desires and expectations of community stakeholders is an important first step. HFD is committed to incorporating the needs and expectations of residents and policy makers in the service delivery planning process. Although input from citizens and business interests was sought, the sample size was small. It will become increasingly important to emphasize public process and inter-agency communication as the demand for service increases throughout the community. The input received will help guide HFD vision, planning efforts, policy decisions, and service delivery.

Before discussing the City of Hemet's emergency service goals, it is important to gain an understanding of the dynamics of fire and medical emergencies. This information is provided for civilian readers that may not be familiar with the dynamics of fire suppression and emergency medical treatment.

Dynamics of Fire in Buildings

Most fires within buildings develop in a predictable fashion, unless influenced by highly flammable material. Ignition, or the beginning of a fire, starts the sequence of events. It may take several minutes or even hours from the time of ignition until a flame is visible. This smoldering stage is very dangerous, especially during times when people are sleeping, since large amounts of highly toxic smoke may be generated during this phase.

Once flames do appear, the sequence continues rapidly. Combustible material adjacent to the flame heats and ignites, which in turn heats and ignites other adjacent materials if sufficient oxygen is present. As the objects burn, heated gases accumulate at the ceiling of the room. Some of the gases are flammable and highly toxic.

The spread of the fire from this point continues quickly. Soon the flammable gases at the ceiling reach ignition temperature. At that point, an event termed "flashover" occurs; the gases ignite, which in turn ignites everything in the room. Once flashover occurs, damage caused by the fire is significant and the environment within the room can no longer support human life.

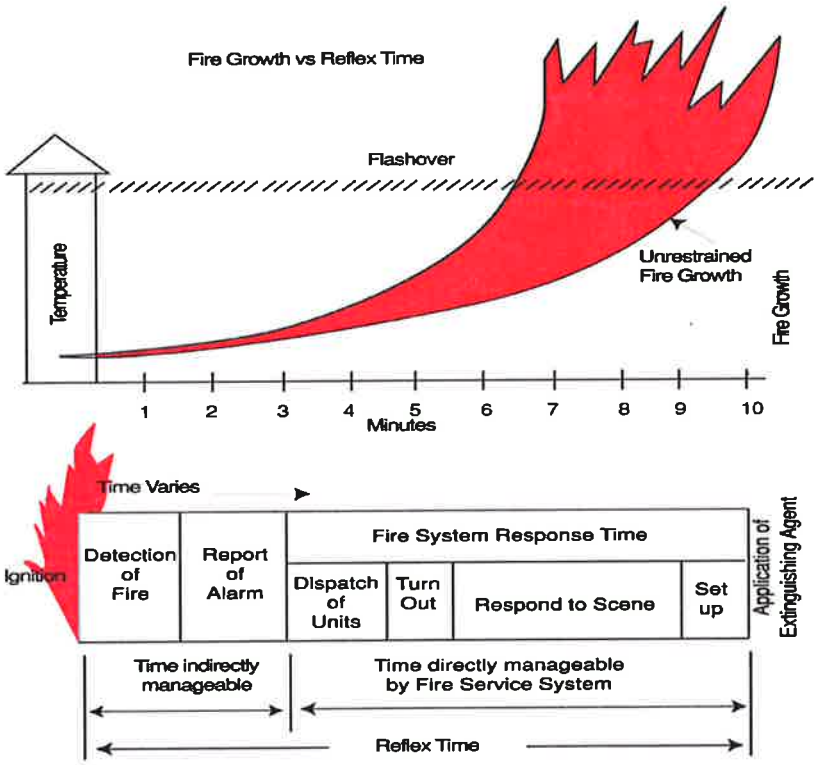
Flashover usually occurs about six to nine minutes from the appearance of flame in typically furnished and ventilated buildings. Since flashover has such a dramatic influence on the outcome of a fire event, the goal of any fire agency is to apply water to a fire before flashover occurs.

Perhaps as important as preventing flashover is the need to control a fire before it does damage to the structural framing of a building. Materials used to construct buildings today are often less fire resistive than the heavy structural skeletons of older frame buildings. Roof trusses and floor joists are commonly made with lighter materials that are more easily weakened by the effects of fire. "Light weight" roof trusses fail after five to seven minutes of direct flame impingement. Plywood I-beam joists can fail after as little as three minutes of flame contact. This creates a very dangerous environment for firefighters.

In addition, the contents of buildings today have a much greater potential for heat production than in the past. The widespread use of plastics in furnishings and other building contents rapidly accelerate fire spread and increase the amount of water needed to effectively control a fire. All of these factors make the need for early application of water essential to a successful fire outcome.

A number of events must take place quickly to make it possible to achieve fire suppression prior to flashover. The following figure illustrates the sequence of events.

Figure 74: Fire Growth vs. Reflex Time



The reflex time continuum consists of six steps, beginning with ignition and concluding with the application of (usually) water. The time required for each of the six components varies. The policies and practices of the fire department directly influence four of the steps, but two are only indirectly manageable. The six parts of the continuum are:

1. **Detection**: The detection of a fire may occur immediately if someone happens to be present or if an automatic system is functioning. Otherwise, detection may be delayed, sometimes for a considerable period.
2. **Report**: Today most fires are reported by telephone to a 9-1-1 center. Call takers must quickly elicit accurate information about the nature and location of the fire from persons who are apt to be excited. A citizen well trained in how to report emergencies can reduce the time required for this phase.

3. **Dispatch**: The dispatcher must identify the correct emergency units, subsequently dispatch them to the emergency, and continue to update information about the emergency while the units respond. This step offers a number of technological opportunities to speed the process, including computer aided dispatch and global positioning systems.
4. **Turnout**: Firefighters must don personal protective equipment, assemble on the response vehicle, and begin travel to the emergency. Good training and proper fire station design can minimize the time required for this step.
5. **Response**: This is potentially the longest phase of the continuum. The distance between the fire station and the location of the emergency influences reflex time the most. The quality and connectivity of streets, traffic, driver training, geography, and environmental conditions are also a factor.
6. **Set up**: Last, once firefighters arrive on the scene of a fire emergency, fire apparatus are positioned, hose lines are placed, additional equipment is assembled, and certain preliminary tasks are performed (such as rescue) before entry is made to the structure and water is applied to the fire.

As is apparent by this description of the sequence of events, application of water in time to prevent flashover is a serious challenge for any fire department. It is critical, though, as studies of historical fire loss data can demonstrate.

The National Fire Protection Association found that fires contained to the room of origin (typically extinguished prior to or immediately following flashover) had significantly lower rates of death, injury, and property loss when compared to fires that had an opportunity to spread beyond the room of origin (typically extinguished post-flashover). Incidents in which a fire spreads beyond the room where it originates are likely to experience six times the amount of property loss and have almost nine times greater chance of resulting in a fatality.

Emergency Medical Event Sequence

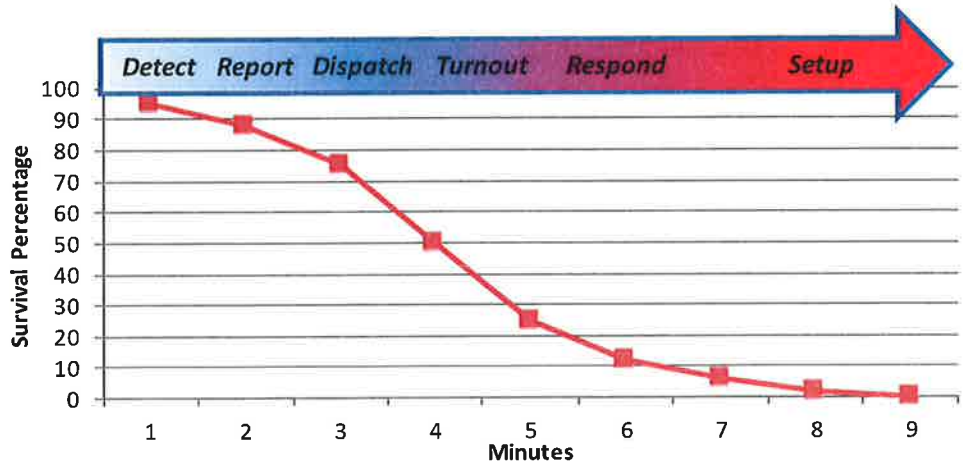
Cardiac arrest is the most significant life-threatening medical event in emergency medicine today. A victim of cardiac arrest has mere minutes in which to receive lifesaving care if there is to be any hope for resuscitation.

The American Heart Association (AHA) issued a set of cardiopulmonary resuscitation guidelines designed to streamline emergency procedures for heart attack victims, and to increase the likelihood of survival. The AHA guidelines include goals for the application of cardiac defibrillation to cardiac arrest victims.

Cardiac arrest survival chances fall by seven to 10 percent for every minute between collapse and defibrillation. Consequently, the AHA recommends cardiac defibrillation within five minutes of cardiac arrest.

As with fires, the sequence of events that lead to emergency cardiac care can be graphically illustrated, as in the following figure.

Figure 75: Cardiac Arrest Event Sequence



The percentage of opportunity for recovery from cardiac arrest drops quickly as time progresses. The stages of medical response are very similar to the components described for a fire response. Recent research stresses the importance of rapid cardiac defibrillation and administration of certain medications as a means of improving the opportunity for successful resuscitation and survival.

People, Tools, and Time

Time matters a great deal in the achievement of an effective outcome to an emergency event. Time, however, is not the only factor. Delivering sufficient numbers of properly trained, appropriately equipped personnel within the critical time period completes the equation.

For medical emergencies this can vary based on the nature of the emergency. Many medical emergencies are not time critical. However, for serious trauma, cardiac arrest, or conditions that may lead to cardiac arrest, a rapid response is essential.

Equally critical is delivering enough personnel to the scene to perform all of the concurrent tasks required to deliver quality emergency care. For a cardiac arrest, this can be up to six personnel; two to perform CPR, two to set up and operate advanced medical equipment, one to record the actions taken by emergency care workers, and one to direct patient care.

Thus, for a medical emergency, the real test of performance is the time it takes to provide the personnel and equipment needed to deal effectively with the patient's condition, not just the time it takes for the first person to arrive.

Fire emergencies are even more resource critical. Again, the true test of performance is the time it takes to deliver sufficient personnel to initiate application of water to a fire. This is the only practical method to reverse the continuing internal temperature increases and ultimately prevent flashover.

The fire service assesses the relative risk of properties and occurrences based on a number of factors. Properties with high fire risk often require greater numbers of personnel and apparatus to effectively mitigate the fire emergency. Staffing and deployment decisions should be made with consideration of the level of risk involved.

Many communities across the nation contain varying levels of population density that allow agencies to specify response performance objectives based on risk. Those population densities are typically identified as:

- Metropolitan – geography with populations of over 200,000 people in total and/or a population density of over 3,000 people per square mile. These areas are distinguished by mid-rise and high-rise buildings, often interspersed with smaller structures.
- Urban – geography with a population of over 30,000 people and/or a population density of over 2,000 people per square mile.
- Suburban – geography with a population of 10,000 to 29,999 and/or a population density of between 1,000 and 2,000 people per square mile.
- Rural – geography with a total population of less than 10,000 people or with a population density of less than 1,000 people per square mile.
- Wilderness/Frontier/Undeveloped – geography that is both rural and not readily accessible by a publicly or privately maintained road.

The City of Hemet is predominantly a densely populated urban environment with areas of lower population density on the outskirts of the city. Based on this fact, the service delivery performance objectives discussed throughout the remainder of this report will be measured against tiered standards that will apply to urban, suburban, and rural settings. Urban settings present a number of challenges that are not present in suburban and rural communities. With this, the fire department must determine what the expectations of the community are as well as what the "acceptable" level of risk is. Acceptable risk is defined as, "...the potential fire loss a community is willing to accept rather than provide resources to reduce such losses."[8]

Based on information obtained from the fire department personnel and Hemet elected and appointed officials, combined with a small sampling of citizens and business interests, the residents of Hemet generally expect to receive:

- Trained and capable personnel
- Reliable and appropriate equipment and tools
- Quick responses from the fire department for fire and medical emergencies

[8] Firewise communities. 2007.

It is presumed by ESCI that communication and interaction between the HFD and the community is also an important factor. These expectations should be taken into consideration as departmental objectives and goals are developed, implemented, and measured.

Within the urban environment, and more specifically within the City of Hemet, a number of risks exist, as was discussed within the Community Risk section of this document. To generalize these risks enables the fire department to evaluate current resourcing and make changes as necessary to reduce the potential for loss based on the level of risk. The specific risk categories contained with the HFD response area vary dependent upon the type of incident. In other words, each type of incident may fall into one of four risk categories: Fire, Medical, Rescue, and Hazardous Materials. Within each risk category, there are varying levels of risk including low, moderate, high, and maximum.

As the actual or potential risk increases for each of the risk categorizations, the necessity for higher numbers of personnel and apparatus also increases. With each type of incident and corresponding risk, specific critical tasks need to be accomplished. The next section of this document considers the aforementioned risk categories and illustrates the number of personnel that are necessary to accomplish the critical tasks.

Tasks that must be performed at a fire can be broken down into two key components: life safety and fire flow. Life safety tasks are based on the number of building occupants, and their location, status, and ability to take self-preservation action. Life safety related tasks involve the search, rescue, and evacuation of victims. The fire flow component involves delivering sufficient water to extinguish the fire and create an environment within the building that allows entry by firefighters.

The number and types of tasks needing simultaneous action will dictate the minimum number of firefighters required to combat different types of fires. In the absence of adequate personnel to perform concurrent action, the command officer must prioritize the tasks and complete some in chronological order, rather than concurrently. These tasks include:

- Command
- Scene safety
- Search and rescue
- Fire attack
- Water supply
- Pump operation
- Ventilation
- Backup/rapid intervention

Critical tasks must be conducted in a timely manner in order to control a fire or to treat a patient. Three scenarios routinely encountered are commonly utilized by fire departments when conducting field validation and critical tasking. They are a medium risk structure fire, a traffic collision with a trapped victim, and a cardiac arrest. Each scenario is conducted using standard operating procedures and realistic response times based on actual system performance. Each scenario is normally run multiple times with a variety of fire companies to validate and verify observations and times.

To further validate the analysis process, results are compared with records from actual working fires and similar incidents from previous years. Overall results are reviewed to determine if the actions taken within the early minutes of an incident resulted in a stop loss or not, and if additional resources were

required. The critical task analysis process demonstrates the rate at which the current deployment plan results in stopping loss a high percentage of time within initial critical time goals.

The critical task analysis may demonstrate important differences based on apparatus configuration and staffing in the ability to enter a building on a working structure fire when it comes to executing the *two in, two out* rule and fire ground operations.

Again, critical tasks are those activities that must be conducted in a timely manner by firefighters at emergency incidents in order to control the situation, stop loss, and to perform necessary tasks required for a medical emergency. HFD is responsible for assuring that responding companies are capable of performing all of the described tasks in a prompt, efficient, and safe manner. A total of 15 personnel represents the department's maximum staffing level.

Critical tasking for fire operations is the minimum number of personnel to perform the tasks required to effectively control an incident in the listed risk category. Major fires beyond first alarm will require additional personnel and apparatus from outside HFD. Critical tasking for emergency medical incidents is the minimum number of personnel necessary to perform the tasks required to support an identified strategy based on the department's adopted medical protocol.

The CPSE has a *sample* critical tasking analysis for the number of personnel required on scene for various levels of risk. This information is illustrated in the following figure as an example of critical tasking only and is not intended to conclusively define the actual personnel necessary based on risk.[9]

[9] Note: Based on examples provided in the publication Commission on Fire Accreditation International, Inc. (now Center for Public Safety Excellence), *Creating and Evaluating Standards of Response Coverage for Fire Departments*, 4th edition.

Figure 76: Sample of Critical Task Staffing by Risk

Sample Critical Task Analysis Firefighter Personnel Needed Based On Level of Risk				
	Structural Maximum Risk	**Structure Significant Risk**	**Structure Moderate Risk**	**Non-Structure Low Risk**
Attack line	4	4	2	2
Back-up line	4	2	2	(2)
Support for hose lines	4	3	2	
Search and rescue	4	4	2	
Ventilation	4	2	2	
Rapid intervention team	4	4	2	
Pump Operator	2	1	1	1
2nd apparatus/ladder operator	1	1	(1)	
Command	2	1	1	1#
Safety	2	1	1#	
Salvage	4			
Rehabilitation	2			
Division/group supervisors	(2)			
Total	**37-39**	**23**	**14-16**	**3-6**

() Indicates tasks may not be required at all such incidents.

 # Indicates task may, at times, be completed concurrently with other position.

The first 15 minutes is the most crucial period in the suppression of a fire. How effectively and efficiently firefighters perform during this period has a significant impact on the overall outcome of the event. This general concept is applicable to fire, rescue, and medical situations.

All Risk Critical Resource Tasking

Fire departments respond to many incidents other than structure fires, including hazardous materials (dangerous goods) releases, motor vehicle collisions, basic and advanced life support medical emergencies, technical (complex) rescues and non-structural fires. Personnel responding to these types of incidents should be assigned tasks similar to structure fires.

The following figures are provided as an example for these types of incidents, although ESCI recommends HFD conduct field validation exercises with its crews to verify the critical task analyses provided. After field validation is complete, the department may find that the critical tasking can be adjusted appropriately upward or downward for each incident type.

Figure 77: Non-Structure Fire Critical Tasks

Task	Personnel
Command	1
Pump Operator	1
Primary Attack Line	2
Total	4

Figure 78: Hazardous Materials Incident Critical Tasks

Task	Personnel
Command	1
Pump Operator	1
Primary Attack Line	2
Back-Up Line	2
Support Personnel	7
Total	13

Figure 79: Motor Vehicle Collision with Entrapment Critical Tasks

Task	Personnel
Command	1
Pump Operator	1
Primary Attack Line	2
Extrication	3
Patient Care	2
Total	9

Figure 80: Emergency Medical Incident Critical Tasks

Task	Personnel
Ambulance Transport	2
First Responder	4
Total	6

The aforementioned minimum staffing criteria should be used in setting specific service level objectives for each of the incident types, with specific numbers determined by field validation.

RECOMMENDATIONS:

- Conduct field validation exercises with its crews to verify or modify the critical task analyses for the sample Critical Task Lists for each major incident type.

Call-Handling Performance Criterion

In many areas of the country, call-handling or call-processing are not functions under direct control of the fire department, as is the case in Hemet. However, the fire department should be able to at least influence performance within the communications center since they are a customer of that organization.

Based on NFPA 1221 standards, call processing time—the time between when the call is answered and when the call is dispatched to responding units—should be less than 60 seconds 90 percent of the time. The fire department should work with the communications center to establish the following call processing performance objective.

> ***For 90 percent of all calls for service received, the communications center will notify and dispatch the appropriate units in less than 60 seconds. Call intake and dispatch personnel will continue to receive and relay vital information until all instructions have been issued or the initial unit arrives on scene.***

Turnout Time Performance Criterion

Turnout time is one area that the fire department has total control over and is not affected by outside influences. Turnout time, or the time between when the call is received by the response units (dispatched) and when the unit is actually en route to the scene (responding), can have dramatic effects on overall response times. Reducing this single response time component reduces total response time.

The current version of NFPA 1710 recommends a turnout time performance objective of 60 seconds or less for medical incidents and 80 seconds or less for suppression and special operations incidents. Given that turnout time is one area in which field personnel can dramatically improve overall response time, an aggressive objective is recommended. With this in mind, HFD should establish the following Turnout Time Performance Objective.

> ***For 90 percent of all emergency dispatches received, HFD will be en route to the incident in 80 seconds or less for fire and special operations incidents, and 60 seconds or less for emergency medical incidents.***

Distribution Performance Criterion

A fire department's *distribution* is essentially the location of resources to assure an initial intervention within the specific time frame identified in the community's performance goals. Measure EE in Hemet

has established a performance standard as follows: "A response time of five (5) minutes or less for 80 percent of fire and emergency medical calls will be provided on both a citywide and response area basis." This measure can have an adverse impact on community growth and development of the city if this performance standard is not achieved. This standard should be clarified to ensure that it does not consider non-emergent responses in the calculation. Non-emergent call types are not time sensitive. Treating them as such greatly increases risk and liability for the city.

If HFD met the very aggressive national consensus standard (NFPA 1710) for each segment of time which, when added together makes up the total response time, it would not achieve a five minute response time to 80 percent of its calls as currently deployed. NFPA 1710 establishes that call processing should take no more than 60 seconds 90 percent of the time; turnout time should take no more than 60 seconds for medical emergencies and 80 seconds for fire responses 90 percent of the time; and travel time should take no more than four minutes 90 percent of the time, for a total response time of six minutes for medical emergencies and six minutes 20 seconds for fire emergencies, 90 percent of the time.

It is ESCI's opinion that the current standard included in Measure EE for Hemet is not attainable as currently resourced or deployed. Establishing additional stations to deploy more resources may come close to achieving Hemet's performance standard, but would be an impractical and unrealistic expenditure of funds. Fire stations and equipment would have to be deployed in such a manner as to provide a travel time of less than three minutes to 80 percent of the service area.

A less aggressive but more realistic performance standard which meets the national consensus standard for total response time is as follows:

> ***For 90 percent of all emergency incidents, the first due unit shall arrive within six minutes total response time for medical emergencies and six minutes, twenty seconds for fire emergencies. The first due unit shall be capable of advancing the first line for fire control or providing basic life support for medical incidents.***

Concentration Performance Criterion

A fire department's *concentration* is the spacing of multiple resources close enough together so that an initial "Effective Response Force" (ERF) for a given risk can be assembled on the scene of an emergency within the specific time frame identified in the community's performance goals for that risk type. An initial effective response force is defined as that which will most likely be sufficient to stop the escalation of the emergency. The ERF for structural fire risks in Hemet is identified as a collective response of 15 personnel on three engines, one squad unit, and one ladder truck, including the shift commander. This ERF represents the entire on duty work force for the HFD. This does not necessarily represent the entire alarm assignment for higher risk incidents, as additional units may be assigned from mutual aid agencies based on long-term incident needs and risks. For instance, an additional engine,

ladder, or rescue companies may be assigned to higher risk responses in order to accomplish additional critical tasks that are necessary beyond the initial attack and containment. HFD should establish the following Concentration Performance Objective.

> ***For a moderate risk incident, HFD shall assemble an Effective Response Force (ERF) within 10 minutes 30 seconds, 90 percent of the time. This ERF shall be able to establish command and fire attack for fire incidents; or be able to handle a multiple casualty emergency medical incident.***

SERVICE DELIVERY STRATEGIES

The following discussion identifies and defines a number of considerations as well as cutting edge and non-traditional approaches to service delivery which ESCI believes are important factors in providing sustainable service delivery to the community.

Exploration of Regional Cooperation Opportunities

ESCI understands that the context of this study follows shortly after a failed attempt to turn fire service provision over to CAL FIRE. Regional cooperation, in the context used by ESCI, is not elimination of the fire department in exchange for a new provider, but cooperation between regional partners for greater efficiency, potentially better cost containment, and leveraged service capability and capacity. It is broadly recognized that jurisdictional boundaries seldom create efficient and effective service delivery parameters. Citizens often recognize and appreciate regional approaches to service delivery as an excellent example of governmental cooperation and efficiency. In addition to those already mentioned in this report, examples of cooperative services include:

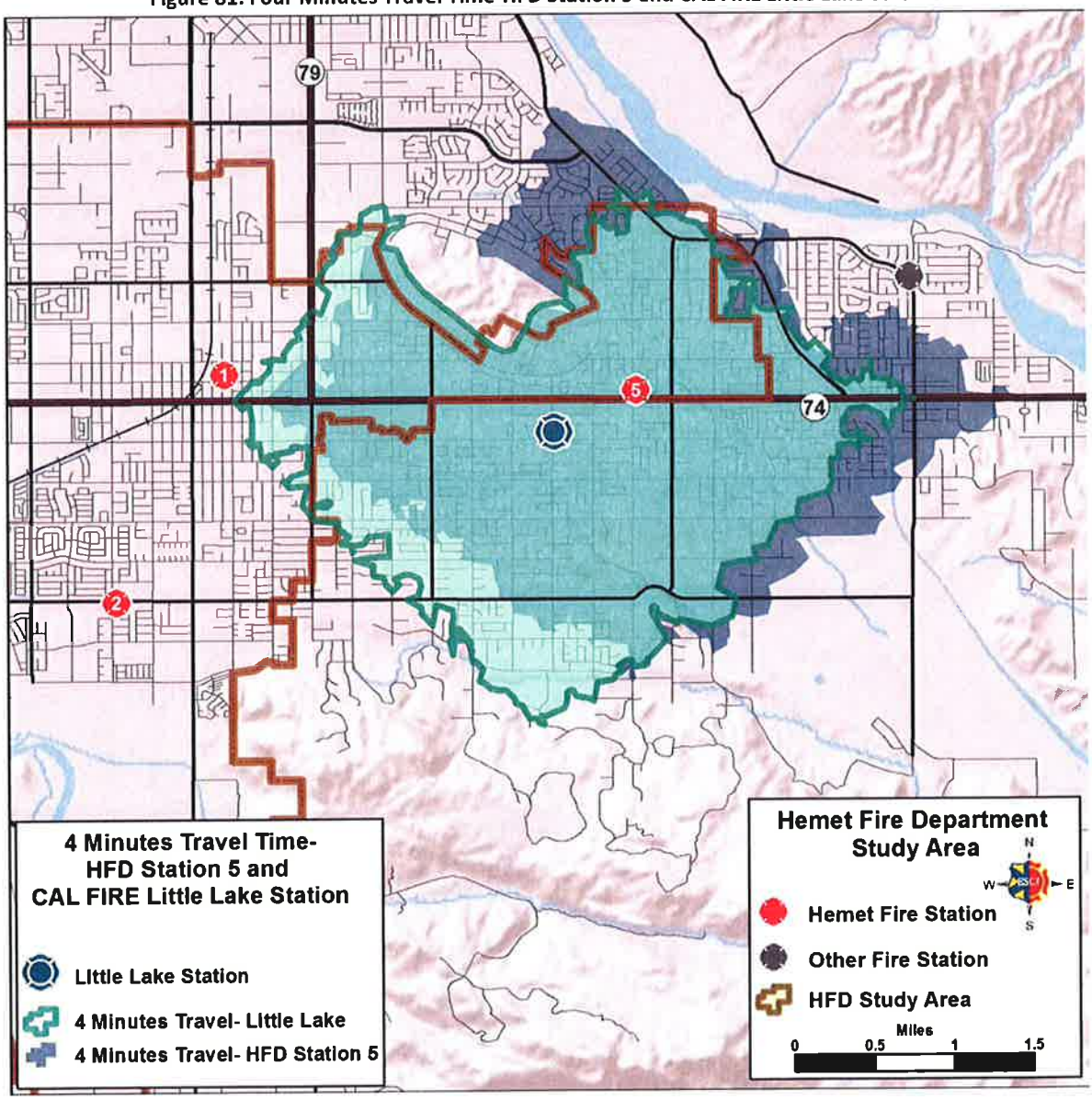
- **Regional Communication Center** – A shared dispatch center with county and city emergency services agencies
- **Pulse Point** – A program whereby information about a cardiac arrest is texted to CPR trained citizens who may be in the area to provide rapid intervention throughout the county
- **Response Cooperation** –
  - Auto-aid for Technical and Swift Water Rescue with neighboring agencies
  - Type 3 Incident Management Team with other regional partners
- Jointly staffed truck company with neighboring agencies
- Joint purchasing agreement between county fire agencies
- Functional consolidation with allied fire agencies in the following areas:
  - Logistics Center (central supplies)
  - Apparatus Maintenance Facility & Mobile Repairs
  - Training Division
  - Fire Investigation Team (FIT)

Joint Staffing of the Little Lake Station

The east edge of Hemet is currently served by a two person squad unit housed at Hemet Station 5; a substandard fire station. The unit is responding predominantly to EMS incidents. Within one mile of the

station is the CAL FIRE Little Lake Station. The two stations represent a unique opportunity for cooperative efforts between the agencies. The following figure illustrates the four minute travel time service area for HFD Station 5 and the CAL FIRE Little Lake station.

Figure 81: Four Minutes Travel Time-HFD Station 5 and CAL FIRE Little Lake Station



At four minutes travel time the two stations displayed above share very similar service areas. There are several options for cooperative efforts between HFD and CAL FIRE in this area. One such option is to jointly staff an engine company with CAL FIRE at the Little Lake station, with each agency sharing equally in the staffing burden, maintenance costs, and apparatus assignment. Responses would be seamless, handling calls to both first due areas (which substantially overlap, as depicted in the preceding figure.

The unit would also support larger incidents in both jurisdictions as part of both jurisdictions' effective response force, as is the case today, but separately.

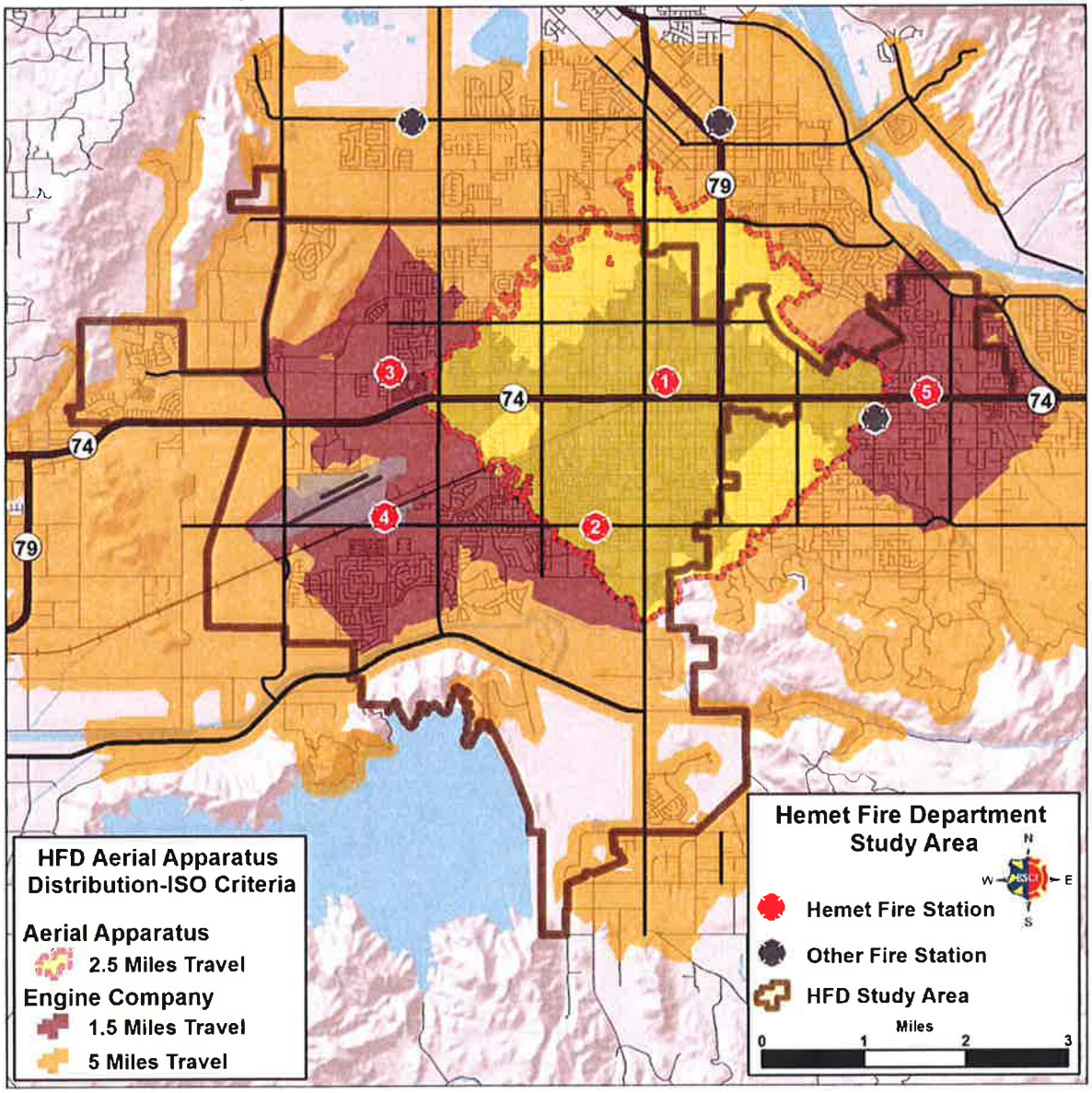
The staffing plan could be a mixture of CAL FIRE and HFD personnel on each shift which makes up a standard engine company crew. Alternatively, the jurisdictions can take turns staffing the station. For example, HFD staffs the station from January to June and CAL FIRE staffs the station from July to December. This way, crew continuity is maintained and some potential labor issues are avoided. Both agencies can plan for their coverage schedule, using the extra capacity when not staffing the station to flexibly redeploy those personnel to other assignments. A local example of this concept is the El Cariso area, where Station 51 is jointly operated by Riverside, CAL FIRE, and the US Forest Service.

When a new station is necessary, the agencies could jointly construct and staff a station that meets the needs of both agencies. ESCI has not reviewed or assessed the Little Lake Station, so it is unclear when such a new station would be required.

Deployment of Truck 1

The HFD aerial apparatus is currently housed at Station 4 and cross staffed by the engine company personnel at this station. Previous to budget cuts during the recession, Truck 1 was stationed at Station 1 and staffed by a three person crew in addition to the three person engine company at this station. Station 1 contains the majority of multi-story buildings and also high risk hazards, such as the hospital (Hemet Valley Medical Center) and older unreinforced brick buildings. As discussed in the Distribution Analysis, the Insurance Services Organization (ISO) criteria for the location of aerial apparatus is based on the number of buildings over 3 stories and structures requiring high fire flow. The following figure demonstrates the 2.5 mile travel distance (ISO criteria) service area for Station 1.

Figure 82: HFD Station 1 Aerial Apparatus Service Area (ISO Criteria)



The preceding figure illustrates that the 2.5 mile service area surrounding Station 1, which covers the core downtown area and much of the commercial development along Florida Avenue (Highway 74). By moving Truck 1 to Station 1, HFD enhances their ability to protect the risks present in the core area of the city. Since the Station 1 area experiences the highest service demand, the current staffing configuration does not lend itself to cross staffing the truck with the engine crew. HFD should strive to significantly reduce demand at Station 1 in order to cross-staff the truck. This could be done in concert with other options listed in this report, such as a Peak Activity Unit and an Alternative Response Unit, discussed later in this section.

Dropped Boundary Response Areas

As discussed in the Concentration Analysis, HFD requires the entire on-duty staff of 15 personnel to assemble an effective response force (ERF) for a moderate risk incident such as a single story residential structure fire. Given the amount of service demand in the Hemet service area, HFD is challenged to assemble an ERF for a moderate risk or more complex higher risk incident. In fact, HFD is unable to assemble sufficient personnel to manage a significant or maximum risk without heavy reliance upon neighboring agencies. This is not an unusual circumstance. Many fire departments across the United States cannot assemble sufficient staff and equipment to manage their significant or maximum risk without outside assistance.

ESCI recommends that HFD include neighboring agency resources through the use of automatic aid agreements as part of the initial first alarm assignment for all confirmed structure fires. This type of automatic aid is referred to as "dropped boundary response areas." Adding resources to the initial response assignment increases the chances that sufficient resources arrive in time to effectively and safely mitigate an emergency. It is important to note, however, that these types of agreements require HFD to respond in kind to neighboring agencies.

48-96 Shift Work

While not a service delivery option per se, the shift work can influence the quality of the services delivered. As stated earlier in this report, the HFD line personnel work a 48-96 constant staffing schedule. This means that all shift personnel work forty-eight consecutive hours on duty, followed by ninety-six hours of time off. The constant staffing portion of the schedule means that there are no pre-scheduled days off intended to reduce the average hours of work. This type of shift has been a growing trend in the fire service, and originated in Southern California, because firefighters were unable to afford local housing and/or faced long commutes. The commutes were reduced in frequency because of this shift.[10]

The crews working this shift must respond to all emergencies during their forty-eight hour shift. They do not have the luxury of "sitting one out" to rest and recover from earlier incidents which may have taxed them physically, mentally, emotionally, or deprived them of sleep. If HFD sanctions the crews sleeping whenever they can during the shift to ensure mental and physical sharpness, the agency cannot guarantee quality sleep or recovery periods. Further, the fire department loses productivity that might otherwise be gained by a shorter shift configuration. These activities may include building and apparatus maintenance, training, fire prevention, code enforcement, building familiarization, or community outreach activities.

The 48-96 work schedule is a controversial topic in the fire service, and there are numerous studies arguing the benefits or drawbacks, depending on the author. It is beyond the scope of this report to address this in a deep and thorough manner. However, combining the long shift work with an

[10] The Effects of Sleep Deprivation on Fire Fighters and EMS Responders. In cooperation with International Association of Fire Chiefs and the United States Fire Administration. Diane L. Elliot, MD, FACP, FACSM and Kerry S. Kuehl, MD, DrPH, Division of Health Promotion & Sports Medicine, Oregon Health & Science University, Portland, Oregon. June 2007.

emergency response demand that far exceeds a normal range (see Figure 11: Comparison of Incidents per 1,000 Population earlier in this report), it is at least a safety and liability consideration which should be raised. Any changes to this schedule may only occur after collectively bargaining those changes with the firefighters union.

Peak Activity Units

Staffing is typically a fire agency's single most expensive resource. Two significant factors that drive cost is the twenty-four hour nature of the demand for fire and EMS service and that firefighters typically travel in teams of three or four. Staffing a unit twenty-four hours per day, 365 days a year with a team of three or four firefighters to maintain a full response capability drives up cost. The rationale for staffing and deploying in this manner is the seemingly unpredictable nature of emergencies. However, data analysis identifies predictable patterns where risk can be managed more efficiently. Once a base emergency response capability is achieved throughout the twenty-four hour cycle, additional capacity can be gained with a more efficient, flexibly staffed and deployed model. This efficient and effective model includes resources which augment the traditional deployment of response resources. This flexible unit follows the observable trends in emergency calls for service (demand) which dictates to a significant degree the distribution of that flexible resource. Implementing this flexible unit reduces response times where demand is high. These flexible resources are referred to as Peak Activity Units (PAUs) and they are deployed in a manner that mirrors the ebb and flow of emergency demand. A PAU has four major configuration variables: the unit itself, the crew make-up/size, the deployment purpose/philosophy, and deployment hours/geography.

PAUs are typically staffed and deployed during the most statistically busy times of the day and week, which make the unit less costly and more flexibly deployed, both by time of day and geographically. These units can be a fire engine that is type I (a structure fire engine) or type 6 (a brush fire engine) configuration, a medical rescue unit, or a multi-purpose squad. Regardless of the type of vehicle it is, what makes it unique is the way it is deployed and staffed. PAUs can be staffed with a medical crew if that is its primary purpose, as a fire suppression crew, or both. It can be deployed during wildland fire season with a wildland fire crew. Regardless of staff capability, the staff can be obtained by hiring new personnel, by using callback crews on overtime, or converting a regularly assigned crew to a PAU. These concepts normally require bargaining the hours and working conditions under which the unit is staffed when a collective bargaining unit is affected.

PAUs are not only assigned as an additional resource based on statistically busy times and locations. They can also be used to manage gaps in coverage for units participating in training and could even be cooperatively staffed with a neighboring agency(s). A PAU could be only occasionally staffed for activities such as a scheduled event or routinely staffed for periods of peak demand. Adding PAUs as an ***adjunct*** to the base staffing patterns adds flexibility to fire department emergency operations. The advantages of these units are that they typically reduce maintenance cost of the units, are less expensive to purchase and to operate, are faster and more maneuverable, cost for staffing is approximately one third the cost of staffing a trandition fire engine for twenty-four hours (depending on

the staffing configuration of the PAU and its intended purpose), and can move from area to area to provide coverage, shedding the limitations of traditional fire station based deployment.

For the purpose of illustration, we assume a PAU is staffed by two personnel to handle peak demand for EMS responses. The unit would be made available for response 10 hours per day, four days per week, although it can be placed into service in any one of numerous work period configurations. We also assume the PAU is staffed with regularly assigned personnel who work a different schedule than the hours worked by shift firefighters.

Other possible configurations for staffing PAUs include but are not limited to:

- Staff a light rescue or type 6 engine (i.e., a brush fire unit) as a PAU with a firefighter/medic and a firefighter available 10 hours per day, seven days a week to focus on EMS responses and minor fires, reducing wear and tear on larger apparatus during busy hours of the week statistically.
- Staff a type I engine (a structure fire engine) as a PAU with a crew of three available 10 hours per day, four days a week. The staffed hours cover the hours for regular companies to rotate through the training center with the PAU moving to cover those companies involved in the training.
- Staff a medical rescue unit (an ambulance style vehicle or utility vehicle) as a PAU with two firefighters 12 hours per day, four days a week. The staffed hours would reflect the time of the day when the greatest number of calls for service typically occurs. The unit shifts by time of day to the geographic areas that reflect statistically high demand for service. The fire station that serves that area becomes the base for the PAU during those hours. The unit shifts when demand shifts.
- Staff a PAU of any type that addresses the PAUs primary mission with the appropriate complement of personnel needed eight hours per day, five days a week.

There are numerous key issues involved when considering the concept of operating a PAU. Discussions involving any changes to work schedules or working conditions for career personnel must be bargained with the appropriate firefighter union(s). The staff assigned to a PAU will also need to be included in on-going training activities. The agency must clearly define roles and responsibilities of the personnel on PAUs, whether regularly assigned to a PAU or rotated onto a PAU as part of a system-wide cycle. ESCI recommends rotating personnel on the PAU to maintain the FLSA 7k exemption for hours of work and to maintain firefighting skills. The roles and responsibilities should be clearly communicated to all personnel and not limited to just those assigned to a PAU. In the event that a PAU is cooperatively staffed (partnership with a neighboring agency), the personnel on the PAUs must be cross-trained to understand the operational structures and expectations of each host agency.

Alternate Response Units

Alternative Response Units (ARUs) are a different model than the Peak Activity Units (PAUs), whose primary mission is responding flexibly to peak demand for emergency services. The Alternative

Response Unit is focused on non-emergency, lower acuity emergency medical calls. Its purpose is to keep the primary fleet of emergency response vehicles and crews in service and available for the higher acuity, true emergency calls. Tualatin Valley Fire & Rescue (TVF&R) in Washington County, Oregon implemented a twelve-month pilot of this program in 2011, and the Spokane Fire Department (SFD) in Washington State implemented a six-month pilot of this program in 2013 and extended it an additional eighteen months. Both agencies have experienced positive results, with TVF&R permanently incorporating the units into its daily operation and SFD poised to adopt it permanently.

The premise behind the unit is to reduce the expensive staffing and vehicle responses to likely non-life-threatening calls for service. The units are sport utility vehicles, staffed by one Firefighter/Paramedic in both SFD's and TVF&R's models. The units are dispatched according to a protocol used by the dispatch centers, which medically triages the calling party. In SFD's case, the communication specialists at the Spokane Combined Communication Center are trained to Emergency Medical Technician/Emergency Medical Dispatch (EMT/EMD) certification. In TVF&R's case, the communication specialists at Washington County Communications Center are not necessarily EMT's, but are trained to the EMD certification.

In both cases, the dispatcher triages and categorizes a patient over the phone using a series of questions following an EMD algorithm. The calls are placed into one of typically five categories; Alpha, Bravo, Charlie, Delta, and Echo responses. Alpha is lowest on the severity/acuity scale and is not a life-threatening call type. Echo is the highest severity/acuity and the most urgent, immediate life-threatening call type. ARUs respond to Alpha and Bravo calls routinely, but may also respond to higher acuity calls if the unit happens to be closer than emergency response units to improve response time. It is important to note that both agencies recognize that a single paramedic in an ARU cannot effectively deal with a higher acuity call type alone, thus they focus on lower acuity call types. It is also important to note that since these calls are lower acuity, the response time is de-emphasized since the call is not a true emergency.

In TVF&R, the ARUs also respond to minor non-medical calls such as lockouts, smoke detector problems, fire alarms, and burning complaint investigations. The four TVF&R ARUs are deployed Tuesdays through Fridays 7 a.m. to 5:00 p.m. based on analysis of system demand of low acuity calls. They responded to 2,134 incidents in twelve months, which represents 7.2% of the agency's total call volume for that year.

Spokane's ARU pilot included three units deployed strategically within the SFD service area. Initially, they were deployed Tuesdays through Fridays from 8:00 a.m. to 6:00 p.m. using peak activity to drive deployment times. The deployment model was later modified to provide increased employee flexibility. In the six month pilot, the units handled 1,193 incidents that would have been handled by an engine company, medic unit or ladder truck.

A unique feature of the SFD ARUs is that assignment/recruitment of staff on these units emphasized paramedic assertiveness as a desirable trait, since the unit lends itself to "jumping" calls to provide a fast response, assessment, and potential cancellation of more traditional response units where the ARU is closer and available. In fact, each unit's call load was made up of at least 40% of calls that were

"jumped" versus dispatched initially. In over 72% of the incidents responded to, the incident was handled alone by a single ARU. This compares favorably to the TVF&R experience of 70%. For Spokane, over 29% of the calls where other units also responded, those additional units were cancelled, keeping them available for higher acuity calls which might occur simultaneously. In 204 incidents, the ARU requested additional units either while responding or once on scene. During an initial response by an ARU, a second simultaneous response was requested in the same area 370 times, improving those units' response time reliability.

The call types which were removed from traditional responses to the ARU for TVF&R include:

- Abdominal Pain
- Allergic Reaction
- Bleeding Problem
- Burn complaint
- Confirm death on scene
- Diabetic
- Fall (less than 10 feet)
- Commercial Fire Alarm
- Residential Fire Alarm
- Headache
- Landing Zone
- Lockout
- Medical Alarm
- Mental/Emotional/Psychological
- Miscellaneous
- Odor investigation
- Sick Person
- Smoke Detector Problem
- Smoke Investigation
- Traffic Accident Unknown Injury
- Trauma – minor
- Wires down

ESCI notes that the ARUs do not provide recognized credit through the Insurance Services Organization (ISO). Emergency Medical Services response capability is not evaluated by ISO since they are focused on property conservation and property risk. However, response time and unit reliability are improved by the use of ARUs, and SFD states that, "...the public perception of the program has been overwhelmingly supportive and accepted throughout the community as simply, 'smart government.'"

If HFD deployed ARUs, the units would likely have a positive effect on station/unit reliability, reduce wear and tear on heavy apparatus, reduce incremental unit cost, and contribute to a positive public perception similar to what both SFD and TVF&R have experienced. If TVF&R's experience were applied

to HFD, Hemet could reasonably expect an enhancement to the system with employee costs of only 33% of a current engine company configuration, fuel efficiency improvement from approximately four miles per gallon to 14 miles per gallon, and maintenance costs significantly lower. Of course, the initial outlay for a sport utility vehicle is a cost increase.

Frequent System Users

Most fire service agencies have known patients and facilities who routinely call multiple times for a response from the local fire department. While some of these patients are undoubtedly having acute medical challenges that require a response and assessment, many others have chronic illnesses that have become reliant upon first responders as their primary care provider. Still others are living alone but struggling to live independently, relying instead on first responders to address their routine challenges. A smaller subset may be relying upon first responders for social needs or may have mental health challenges that cause them to call inappropriately for first responders.

In many cases, fire agencies also have significant call volume at single facilities, such as nursing homes and assisted living and mobility-impaired resident facilities. Many calls for service are legitimate medical emergencies for a variety of residents/patients, while some are lift-assists where a mobility-impaired residents fall from bed and need assistance getting back into bed. First responders in these cases perform a quick assessment of the latter group and place them back into bed. While this may seem to be an appropriate service to provide to the residents of such facilities, in many cases it is a liability shift and/or a staffing shift from a fee-for-service facility to the taxpayer-provided emergency responders. Further, it misuses critical emergency response resources to address decidedly non-emergent problems.

There are different approaches available to fire departments that experience the high frequency individual and the high frequency facility. These approaches are explained more fully in the tw following subsections.

Responses to High Frequency Patients

A growing concept nationally is what has been referred to as the Community Assistance Response (CARES) Program. The concept of this approach is to address the high frequency individual. CARES is intended to decrease 9-1-1 over-users or abusers, decrease on-scene time for engine companies for social service calls, decrease the level of frustration with front line crews, and at the same time provide a higher level of service to customers.

A CARES program is made up of student interns from local universities majoring in social work degree programs working together with the fire department. These students meet their academic practicum requirements by serving the CARES Team as student Interns. The combined team addresses the needs of vulnerable populations who have received a response from fire personnel and are identified as needing social service or other support system assistance. Generally the citizen needs help that is available through existing social services programs, but the individual is either unaware of how or not able to access them through traditional means. In most cases, responders find these individuals feeling isolated or are in some type of crisis and do not know where to turn for help. Often, these citizens generate many 9-1-1 calls for assistance.

CARES Team members normally serve an entire school year (September through June), but may work through the summer as well. They undergo orientation and training that helps them to become knowledgeable about local community agencies, diversity issues, and mental health issues. Team members are also trained in crisis intervention and experience ride along time with fire department response units to experience firsthand the circumstances faced in the field.

CARES Team members work in collaboration with the fire department to assist vulnerable populations who face barriers in identifying and utilizing appropriate community resources. The CARES Team visits individuals in their home, works with them to identify their needs, advocates with them, and connects them to appropriate resources.

CARES Team responsibilities include:

- In-home visits
- Client assessments
- Contacting and brokering with other social service agencies
- Advocating, brokering and empowering on behalf of the client
- Program development
- Internal and external marketing of the program
- Participate in local coalitions
- Grant writing

Without a CARES style program, a minimum of one fire engine with three firefighters and one ambulance, with two paramedics arrive on scene. With a CARES program implemented, emergency demand is reduced and service is increased. Agencies which have successfully implemented a CARES type program include Mesa, Arizona, who developed the concept, Spokane, Washington, and Bellevue, Washington. In the latter case, Bellevue has reduced its frequent user of 9-1-1 calls by 50% since starting the program in 2012.

Responses to High Frequency Facilities

The first step in identifying whether a problem exists in responses to high frequency facilities is to define high frequency. As an agency, HFD must determine a reasonable number of separate responses in a given period of time that places a facility into the high frequency category. Such definitions can vary from a set number (e.g., greater than six responses in a given thirty day period) to benchmarking the frequency of responses to an HFD facility against comparable facilities in other jurisdictions (preferably with different ownership).

Once a "high frequency facility" is defined, the agency must then determine whether the problem is several individual facilities or all facilities in an entire industry (e.g., all nursing homes). If the problem is with individual facilities, there may not be a need to develop a system. Instead, direct assessment and intervention with those facilities may be all that is necessary. If the problem is an entire industry, a system must be developed.

If the industry is problematic, the next step is to develop an alternative to the current manner in which these mostly non-emergent calls are handled. Partnering with a private ambulance provider to handle these call types is one way to shift that demand to an agency that provides non-emergent services for a fee. Another approach is to develop a consortium consisting of all of the facilities in that industry. The purpose of the consortium is to acknowledge that the current system use is overly burdensome to the fire department and reduces its availability to respond to true life-threatening emergencies and that it is the responsibility of the industry to self-regulate. The consortium could agree to fund and staff an ARU to offset the negative impact to first response units in the system.

Community Risk Reduction

An emerging trend in the fire service nationally is a concept called Integrated Community Risk Reduction (CRR). CRR is an integrated approach to risk management that marries emergency operations and prevention strategies into a more cohesive approach to reducing risks in any community. It includes the fire department partnering with the community, non-profit organizations, and any private sector agencies with a nexus to an identified community risk.

The concept starts with the fire department mining data to quantify community risk. Once the community risks have been identified, they are prioritized based on frequency of emergency service demand or consequence (to the victim, to the community, to the local economy). Upon prioritizing the risks, strategies are developed to mitigate the risks. These strategies are incorporated into a CRR plan, which integrates resources across the fire department, partner agencies, and the community to implement the various strategies in a cohesive manner. After plan implementation, the results are reviewed to determine the impact on the risks. Adjustments are made, as necessary, based on the results and the process is refined and continuously re-implemented.

The risks are not limited to structure fires. They can include falls, drowning, interface exposure, disasters, or any risk requiring fire department response. Risk can also be localized by station area. Station captains, in collaboration with fire prevention staff and community groups, can develop and manage a station area-specific CRR plan as a subset of the fire department's plan. CRR lends itself well to a volunteer supported effort, led by competent professional leadership. CRR also includes public education for risk reduction. A prepared and informed community is a safer community.

In this case, Hemet Fire Department can combine the fire prevention program with emergency management, leveraging the skills of each staff member for fire prevention, emergency management, and community risk reduction strategies. The personnel perfoming these two separate tasks currently are either part-time temporary, or contracted. Combining these functions and acquiring permanent staff to fully perform these combined functions generate a more disaster resilient community. Emphasis is on training and equipping the populace in education for prevention, preparedness, and self-help strategies. If the community is better prepared, they will need to rely less on local government.

Personnel Leave Management

While this area is beyond the scope of work for this study, leave management does impact the availability of resources, which directly affects the level of service delivery HFD can provide to its

citizens. The discussion here will be brief. As has been discussed earlier in this report, HFD has had an unusually high and frequent turnover rate for the fire chief position. The lack of stable leadership has had numerous consequences. One of the consequences include a lack of focus on employee leave management internally. Personnel are the most expensive resource in the department and it is in Hemet's best interest to keep as many scheduled employees working as possible.

In an attempt to determine an approximate overtime savings for one of the strategies offered in this report, it was clear that overtime cause is undiscoverable due to the numerous reasons for leave and the vacancies which have been left open. This is an apparent carry-over directive given by the former city manager to the fire chief. It is ESCI's understanding that the fire chief has been approved to begin the process of filling the vacancies. This will eventually help clarify the causes for overtime. It is critical that leave management be assertively and actively managed to keep the on shift force as strong as possible.

One way to manage employee leave is to address vacation bidding. The employer must of course provide opportunity for all employees to take their earned leave (vacations). That can be done while also minimizing community exposure to reduced staffing. The HFD must determine the maximum number of personnel allowed to be prescheduled off based on distributing the leave debt (leave accrual for each position). If senior personnel with significant accrual of discretionary leave are congregated on one shift, there should be transfers to balance the leave exposure across all three shifts. Further, HFD could require paid leave to be bid by seniority and prescheduled at the beginning of each year for the coming year. This ensures the scheduled leave exposure is spread out across the entire year. This serves to keep the on duty shift strength higher throughout the year than might otherwise be experienced by accommodating leave requests without regard to shift strength.

Personnel leave management can be a time-consuming, contiunuous process. By providing the fire chief with administrative help (see *Current Conditions Recommendation #10* under the *Recommendations* section of this report), this task can be managed routinely.

Emergency Medical Dispatch

For many of the strategies for efficient delivery of services listed in this report to work, it requires that 9-1-1 callers be screened to determine the priority of the call. There is no need to perform this task if no change is made to the dispatching of resources. If resources are changed to match the severity of the call, then Emergency Medical Dispatch (EMD) or other medical screening and prioritization protocol must be implemented. This can be implemented within the existing HPD dispatch center with the addition of software, training and certification, and a call-taker position. Alternatively, dispatch services can be contracted with Riverside County, who already uses EMD protocols. It is imperative, however, that differential dispatching of resources be performed to actually capture the efficiencies available with the various strategies offered in this report.

This is consistent with the countywide effort to address the growing demand for services cost effectively and efficiently. The Riverside Emergency Medical Services Agency (REMSA) Strategic Plan calls for expansion of EMD to send the right resources. "...[the standard dispatch system] is not consistent with

treatment by urgency as categorized by nationally recognized Medical Priority Dispatch System (MPDS) protocols. There is significant opportunity to reconfigure the two-tiered response system in a way that will optimize resource utilization, meet medical priority response needs, improve response times to the most acutely ill patients and provide for a more cost-effective system."[11]

Hemet Police Department Partnerships

While the scope of this study does not include an evaluation of Hemet Police Department (HPD), ESCI presumes that HPD distributes its shift and patrol officers in regions or "beats" such that there is geographical coverage throughout Hemet. Operating on this assumption, HPD may be uniquely positioned to provide a quick response to the most life-threatening calls requiring automatic external defilbrillators (AEDs). An officer arriving first can set up an AED and alow the machine to determine whether the patient needs to be defibrillated or not and if so, can deliver the shock automatically. No special medical certification is required. A 15 minute orientation of the AED is all that is prudently necessary for these officers to become a critical part of the EMS system in Hemet without detracting from their regular duties. Field defibrillation makes a cardiac arrest patient much more viable once trained medical responders arrive, improving patient outcomes. AEDs are inexpensive and can be obtained via numerous available grants.

Also, ESCI understands that HPD has a data analyst on staff who evaluates crime statistics for patterns, the analysis of which lends itself to developing strategies to address these crime patterns. Likewise, HFD is in need of similar support. It may be appropriate for the two departments to share the position, relying on data to make sound management decisions, whether from a law enforcement or a fire service perspective. If there is insufficient capacity to share a position, HFD should obtain the services of a data analyst to enable the department to make those sound management decisions.

Expand Paramedic Service & Partner with AMR

American Medical Response (AMR) is the contract ambulance agency for Riverside County. They are required to meet certain response time performance requirements as a condition of the contract. The contract also allows and encourages AMR to partner with other community resources to create system efficiencies. The City of Riverside Fire Department provides paramedic service from every fire station in their city. They typically arrive prior to AMR. Since these assets are staffed by personnel with the same certifications and skills as AMR, it essentially allows the ambulance company to subcontract with Riverside to use RFD's arrival time as AMRs arrival time. The agreement requires RFD to "stop the clock" with their arrival time. This allows AMR to distribute their units differently than they might otherwise have to, which saves the system money. By saving AMR (and therefore the county system) quantifiable unit hours, the cost savings are shared with RFD.

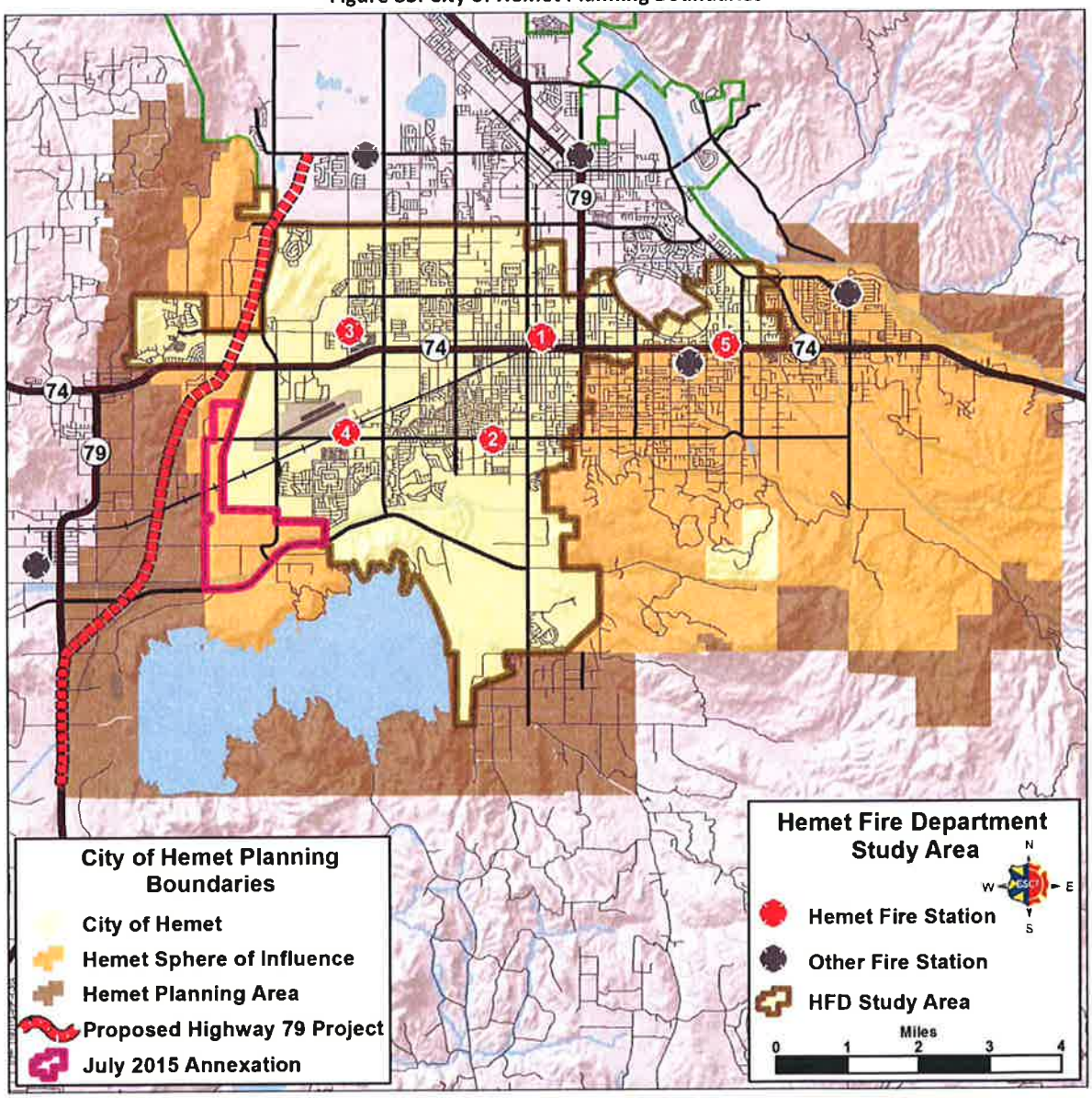
The same agreement could be reached with Hemet if 100% of the HFD units were paramedic staffed. Since HFD is responding to these calls anyway, the only additional cost is the certification of firefighter EMTs to firefighter/paramedics. Significant revenue could be generated from an arrangement with AMR similar to the agreement they have with the City of Riverside.

[11] Riverside County EMS System Strategic Plan 2014 – 2019 – ver. 9-4-14, page 8.

Future Fire Station Considerations

As discussed in the Service Delivery Analysis, the current HFD fire stations are generally well located to serve the current service demand within the Hemet response area. Over 90 percent of 2014 service demand is within 4 minutes travel time of a HFD station. However, development in and around Hemet, annexations, and population growth are sure to change the amount and nature of service demand within the HFD service area. The following figure illustrates the planning boundaries from the City of Hemet Comprehensive Plan.

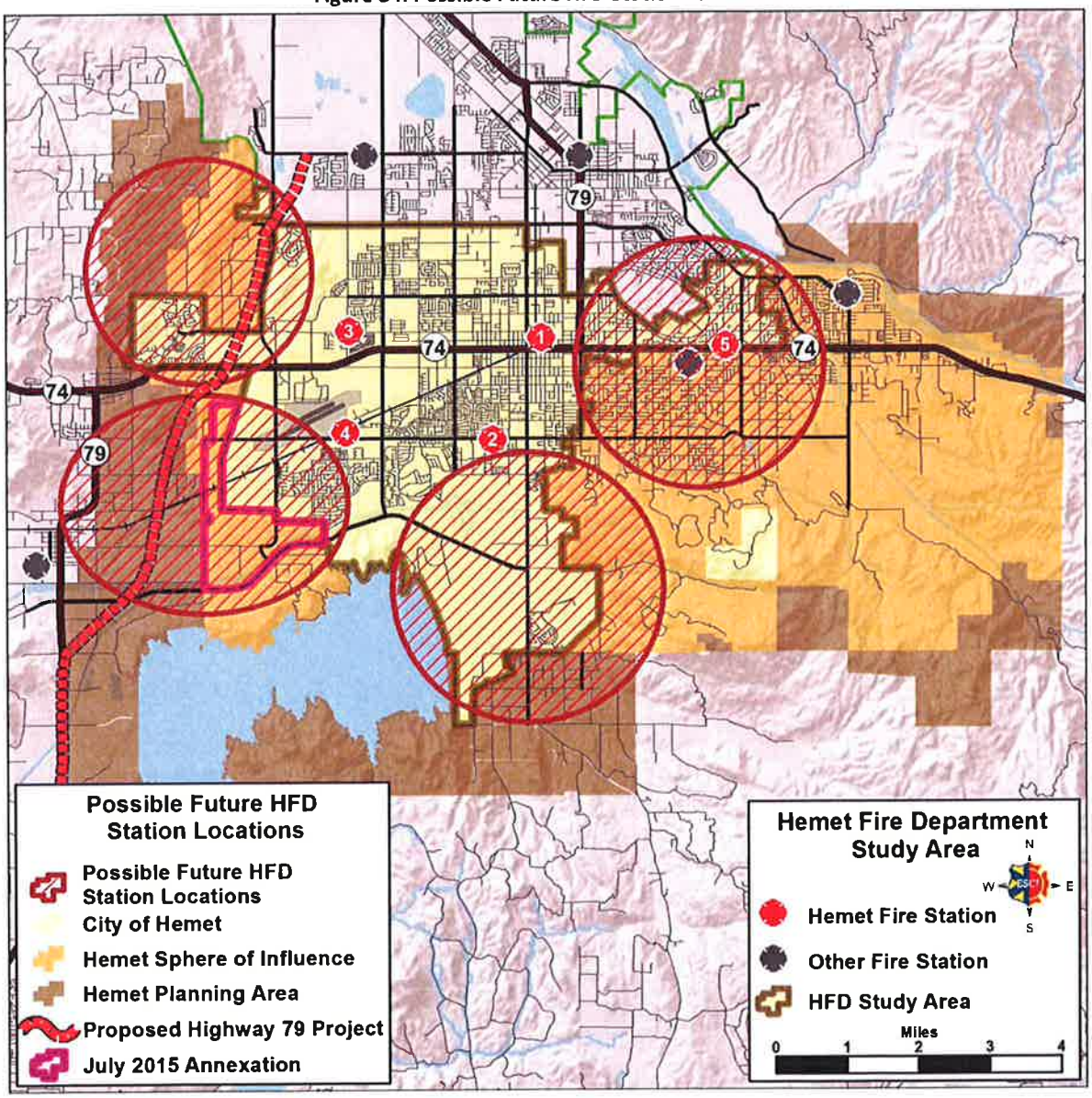
Figure 83: City of Hemet Planning Boundaries



The Hemet planning area is composed of three components: the incorporated City of Hemet, the Hemet Sphere of Influence, and the unincorporated area around the Sphere of Influence. The Hemet Sphere of

Influence is established by state law and represents the probable future boundary of the City. Land in the Sphere of Influence and planning area is unincorporated and not under City of Hemet jurisdiction. However, future development and growth in all three elements displayed above are considered in the Hemet Comprehensive Plan; and may become part of Hemet in the future. Note that ESCI has included two other features in the previous figure: the proposed realignment of Highway 79 along the western edge of Hemet and an annexation of land into Hemet that becomes effective in July 2015. The information displayed in the previous figure is included in the current Hemet Comprehensive Plan and in the Plan for Services in the pending annexation provided to ESCI by the Hemet Planning Department. The following figure illustrates general locations for possible future HFD fire stations.

Figure 84: Possible Future HFD Station Locations



The broad areas for future fire stations identified in the preceding figure, account for growth within the current City of Hemet boundary and also in the unincorporated area around Hemet. These general locations are identified in the Public Safety Component of the Hemet Comprehensive Plan. The timing of constructing a fire station and the specific location of a station should be determined by new development (and/or annexation) in the areas identified, as well as HFD's ability to provide timely service to the increase in service demand that will result.

The proposed realignment of Highway 79 will affect the final location of fire stations on the west side of Hemet. The project will turn Highway 79 into a limited access highway with interchanges where it passes through the Hemet area. ESCI encourages HFD leaders to work with regional planners to determine where interchanges will be located and place fire stations in locations that facilitate access onto and across this new transportation route through the HFD service area.

The area identified for a fire station south of the current HFD Station 2 is inside the City of Hemet boundaries. This area is currently zoned for agricultural and rural residential land use. Changes in land use and development will drive increased service demand and eventually trigger the need for a fire station in this area.

The future station area in the eastern portion of Hemet is currently comprised of incorporated portions of Hemet and unincorporated areas south of Florida Avenue (Highway 74). As discussed earlier, this area is in the City of Hemet Sphere of Influence and will most likely be incorporated into the City of Hemet through the annexation process.

Recommendations

There are recommendations made throughout this report intended to identify needed adjustments to the current conditions of the Hemet Fire Department in this report. They are compiled here again for easy reference.

Current Conditions Recommendations:

1. Establish three shift battalion chiefs to manage the three shifts of the HFD, returning the staff captains to the line.
2. Work with Insurance Services Organization (ISO) to determine if current ladder truck deployment at Station 4 is optimal for ISO rating (ISO re-rating currently in progress).
3. Consider adding additional staffing and/or apparatus during periods of peak service demand.
4. Monitor Unit Hour Utilization (UHU) for first out apparatus, especially in the Station 1 area.
5. Develop a methodology to monitor all components of the total response time continuum. Consider adding a part time data analyst to coordinate data gathering and analysis.
6. Establish performance goals for turnout time performance and work with on duty crews to improve turnout time performance.
7. Monitor total response time performance by incident category, station response area, and for the overall HFD service area.

8. Establish response performance goals for each of the parameters in the previous recommendation (incident category, station response area, overall HFD service area).
9. Clarify the definition of "response time" as it pertains to Measure EE.
10. Conduct field validation exercises with its crews to verify or modify the critical task analyses for the sample Critical Task Lists for each major incident type.
11. Add a deputy chief (exempt) position to manage the operational workload for the HFD.
12. Combine emergency management and fire prevention into a CRR strategy and increase staffing to this program.
13. Bargain a shorter hourly shift schedule to reduce risk, increase firefighter safety, and improve productivity.
14. Implement, adopt, and fund apparatus equipment replacement schedule.
15. Update, adopt, implement, and fund support equipment schedule.
16. Conduct a master facility plan to determine upgrades, replacement options, funding mechanisms, and timing. Implement and fund a station replacement schedule based on the findings of the master facility plan.
17. Utilize GIS to map service demand within the HFD service area and identify areas with high demand.
18. Work with city planners to stay apprised of planned new development and annexations that may affect the distribution of stations or apparatus.
19. Develop a master plan for the next ten to twenty years.
20. Develop a current strategic plan to guide the HFD for the next three to five years.
21. Conduct an annual inventory of all attractive assets.
22. Establish a bar code asset tag system to facilitate annual inventory of attractive assets.
23. Establish a Code of Ethics or a Code of Conduct.
24. Retain policies that have been rescinded or revised in archives to use for any potential future litigation defense.
25. Remove mission, vision, and values posted throughout the fire department until they are validated or replaced.

The following strategies are recommended by ESCI to maximize HFD's services as efficiently as possible. ESCI has operated on the premise established by Mayor Krupa at the beginning of this study: "***Status Quo is a No Go.***" Thus the following recommendatons are "out of the box" solutions that individually may not be viewed as radical, but together represent an enormous shift in the way business is done in the fire service. Indeed, they represent a business approach to service delivery.

Strategies for Demand Reduction:

- Implement CARES program to address 9-1-1 system overusers (see *Responses to High Frequency Patients* strategy).
    - Partner with UC-Riverside's Sociology graduate program for interns.
- Address high frequency facilities individually or as a class of facilities (see *Responses to High Frequency Facilities* strategy).
- Implement Integrated Community Risk Reduction program (see *Community Risk Reduction* strategy).
    - Merge Emergency Management and Fire Prevention.

Strategies for Gained Capacity:

- Move Truck 1 to Station 1 for better response to target hazards. Implement clear policies and procedures related to personnel leave (see *Personnel Leave Management* strategy).
- Re-evaluate 48-96 work schedule.

Strategies for Partnerships:

- Negotiate a joint staffing agreement with CAL FIRE's Little Lake Station (see *Joint Staffing of the Little Lake Station* strategy).
- Implement or contract for Emergency Medical Dispatch services (see *Emergency Medical Dispatch* strategy).
- Partner with HPD for AED use and data analyst (see *HPD Partnerships* strategy).
- Partner with REMSA to "stop the clock," which supports implementation of their strategic plan (see *Expand Paramedic Service & Partner with AMR* strategy).
    - Implement improvements that maximizes efficiency of an integrated two tiered response system – Goal 2.
    - Commence an EMS innovations delivery program – Goal 3.
        - Objective 3.3. The alternate delivery steering groups should collect data and develop a formal business plan for each alternative delivery model it wishes to consider for limited term pilot studies.
        - Objective 3.4. The EMS system should collect data and field test potentially viable models through limited-term pilot studies.
        - Objective 3.5. Develop viable and sustainable long-term funding models for the accepted alternate delivery models.
        - Objective 3.6. Submit draft plans and models for EMS stakeholder input.
        - Objective 3.7. Formally integrate desired alternative delivery models into the Riverside County EMS System.
    - Adopt system enhancements for Advanced Life Support (ALS) and Emergency Ambulance Contracts – Goal 10.
    - Partner with public safety organizations to align and enhance public education and prevention efforts – Goal 11.
- Shut down Station 5 and move staff to jointly staff the Little Lake Station with CAL FIRE.

Strategies for Operational Enhancements:

- Hire three credentialed battalion chiefs, returning staff captains to shift.
  - Assign program management responsibilities to each shift B/C as follows:
    - Training
    - Community Risk Reduction
    - Emergency Medical Services
- Hire a deputy chief to manage all operational aspects of the department, allowing the fire chief to administer the department.
- Implement Automatic Vehicle Locator (AVL) technology to dispatch the closest physical unit.
- Implement a PAU and staff it with the gained capacity created by the return of the staff captains (see *Peak Activity Unit* strategy).
  - Assign two of the three line positions to a PAU on a 4-10 schedule.
  - Use data to determine where and what hours the PAU will be assigned.
  - Its mission should be focused on EMS responses.
  - Use the PAU to offset overtime exposure when necessary.
- Implement an ARU and staff it with the gained capacity created by the return of staff captains (see *Alternate Response Unit* strategy).
  - Assign the third gained line position to an ARU on a 4-10 schedule.
  - Coordinate with implementation of CARES program.
  - Use the ARU to offset overtime exposure when necessary.

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