



# CITY OF CALISTOGA

## STAFF REPORT

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**TO:** Honorable Mayor and City Council  
**FROM:** Michael Kirn, City Manager  
**DATE:** September 3, 2019  
**SUBJECT:** Emergency Notification System Alternatives and Possible Resolution Approving a Budget Adjustment

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**Approved by**

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**Michael Kirn, City Manager**

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**DESCRIPTION:**

Consideration of Emergency Notification System alternatives and possible budget adjustment.

**RECOMMENDATION:**

After discussion of alternatives, provide direction to staff.

**BACKGROUND:**

On the evening of October 8, 2017, the Tubbs Fire started just west of Calistoga and became one of the most destructive wildland fires in California history, burning parts of Napa, Sonoma, and Lake counties. Pushed by strong winds, the front of the fire moved quickly and caught many off-guard, especially in the Santa Rosa area. For more than a week, the city of Calistoga was threatened by flames and the entire city was evacuated October 11. Evacuations were primarily completed by local and areawide emergency personnel going door to door.

In January 2018, the City of Calistoga and Napa County OES began the process of identifying possible audible emergency notification systems to supplement digital systems such as NIXEL. An industry leader in siren manufacturing (i.e., Federal Signal) was engaged as a consultant and identified possible installation locations in and around Calistoga. The initial recommended configuration was two sirens on 45-foot tall poles, which would provide adequate coverage for most of the properties within the city's corporate limits.

In mid-2018, the City was approached by Illuminations Technology (IT) and presented with the possibility of working together, wherein IT would provide and install the poles or

towers at their expense, purchase and install the sirens, and donate them to the City. IT indicated they would then seek out telecom carriers to place equipment on or within the poles or towers to improve wireless coverage and to recover their cost of initial investment. At the time, staff felt this was, potentially, a mutually-beneficial proposition and encouraged IT to pursue the necessary approval process. Subsequent to the initial discussions, City staff learned that Mayor Canning had accepted a position with IT. This presented challenges related to use of City-owned property and potential conflicts of interest. Pursuant to Government Code Sec. 1090, the City cannot enter into any form of contract or agreement with IT.

After consultation with the City Attorney, it was determined that the City can act in its regulatory capacity and consider whether to issue non-routine encroachment permits in the public right-of-way, as provided in the Calistoga Municipal Code, to IT for the installation of towers, provided the Mayor recuses himself from all discussions and action items related to IT's application. Over the past several months, IT has proposed various locations in the public right-of-way for their towers and conducted several community outreach meetings.

During public comments at the last two Council meetings, several individuals spoke in opposition to the IT proposal for joint use towers. However, most of the individuals appear to be in favor of a City-sponsored stand-alone emergency warning system. At the August 20 Council meeting, staff was directed to return with a related agenda item for Council consideration. The following discussion presents alternatives for Council consideration and direction to staff.

#### **DISCUSSION:**

Staff has identified several emergency warning system alternatives for Council consideration as described below.

#### **Alternative 1: Utilize Warning System Adopted and Implemented by Napa County Sheriff/OES.**

Due to the large area of coverage and unpredictability of where emergencies will occur/develop, Napa County has determined that installing fixed warning devices would be too costly and limit warning coverage. As presented during the June 27, 2019 Calistoga Public Safety Fair, the Napa County Sheriff's Office and OES will instead utilize their patrol vehicles as mobile warning devices programmed with the ability to broadcast a "high – low" ("H/L") warning siren similar to the European warning sound. They plan to educate residents that if they hear the "H/L" warning they should access standard media such as radio, TV or internet to find out what the emergency is and what action to take.

The City is a part of the countywide mutual aid response system, and to maintain consistency with the Sheriff's Office, we will program our patrol vehicles with the same "H/L" warning frequency if we respond to an emergency in the County. As such, an emergency warning system alternative is available that can be implemented immediately. An education campaign would be required but is relatively straightforward to accomplish.

## **Alternative 2: Repurpose the Old Warning Siren**

When the fire station was reconstructed, the old warning siren was removed and placed into storage. Staff has kept the siren, but its operating condition is unknown. The City's industrial electrical contractor is in the process of inspecting it to determine if it can be resurrected. Because it utilizes three-phase power, locations for possible installation are limited. Staff believes that the Mt. Washington Reservoir would be the preferred location for greatest coverage. Other centralized locations include the community pool or the fire station. If the cost to refurbish the old siren is nominal (less than \$20,000), staff will proceed with the repairs to have a shelf-ready back-up system. The cost to install the siren is dependent on the location and is expected to be in the \$10,000 range.

## **Alternative 3: Install Stand-Alone Warning Sirens**

During our initial evaluation with Federal Signal, a two-siren concept using 45-foot tall poles was evaluated – one pole near the south end of Chateau de Calistoga and the other at Grant/Greenwood (Attachment 1). Under this concept city coverage appears adequate. As part of the IT proposal, Federal Signal prepared a sound model using four 45-foot tall poles located at the Public Works Corp Yard on lower Washington, Cedar/Petrified Forest, Grant/Greenwood, and Rosedale (Attachment 2). Under this model, the city coverage is slightly better than the two-siren concept and the unincorporated cover is moderately better.

In reviewing the model's sound contours, it appears that a desirable location for a warning siren may be near the community pool. If this assessment is correct, then a three-siren concept may provide adequate coverage and reduce installation costs slightly. Under this concept the proposed locations would be the Public Works Corp Yard, community pool/fairgrounds and Grant/Greenwood.

In April 2018, Federal Signal provided a cost proposal for a four-siren 45-foot tall poles system for \$133,000. We have asked Federal Signal to update this cost estimate but have not yet received it. We expect the costs to be in the \$175,000 range. The three-siren concept is expected to be approximately 25% less expensive and in the range of \$135,000. Federal Signal has indicated that the lead time for installation is approximately 12-14 weeks.

Should Council prefer this alternative, staff has prepared a draft resolution (Attachment 3) for approval that authorizes staff to proceed with procurement and installation of up to four sirens, approves a budget adjustment in the amount of \$175,000 creating a new Capital Improvement Project - Emergency Notification System, and directs staff to install up to four sirens.

## **Alternative 4: Rental of Warning Sirens**

Because 75% of the costs associated with the sirens is related to installation and support equipment, rental of these devices does not appear to be economically practical and is not recommended.

## **Alternative 5: Wait for Conclusion of the IT Proposal**

Under this alternative, the IT application would continue to be processed and the non-routine encroachment permits presented to Council for consideration at a future date. While this report and subsequent discussion is not to consider the merits of pending non-routine encroachment permit applications, staff is aware of concerns expressed by members of the public.

After consultation with the City Attorney, staff understands that if a proposed tower location is within 500 feet of a residence or business interest of a councilmember, the councilmember will need to recuse themselves from the approval process for that specific location. In the event a councilmember must recuse themselves, the non-routine encroachment permit will require an affirmative vote by all three of the voting councilmembers.

### **CONSISTENCY WITH CITY COUNCIL GOALS AND OBJECTIVES:**

All alternatives are consistent with City Council Goal 7, Objective 1 - Enhance community disaster preparation, including wildfires.

### **ENVIRONMENTAL REVIEW:**

Alternative 1 would be exempt from the California Environmental Quality Act (CEQA) because it can be found with certainty that it would have a significant impact on the environment. Alternatives 2, 3 and 4 meet the criteria for exemption from CEQA under Section 15303 (d) New Construction or Conversion of Small Structures. As Alternative 5 is processed, the appropriate level of environmental review would be conducted as part of the approval process and presented to Council at a later date.

### **FINANCIAL IMPACT:**

There is no fiscal impact associated with Alternative 1. Should the Council accept Alternative 2 and/or 3, the attached draft resolution contains language approving a budget adjustment in the amount of \$175,000 derived from General Fund Reserves to implement the selected alternative(s) and creates a new Capital Improvement Project – Emergency Notification Systems.

### **ATTACHMENTS:**

1. Two-Siren Sound Contours
2. Four-Siren Sound Contours
3. Draft Resolution

# Attachment 1 Two-Siren Sound Contours



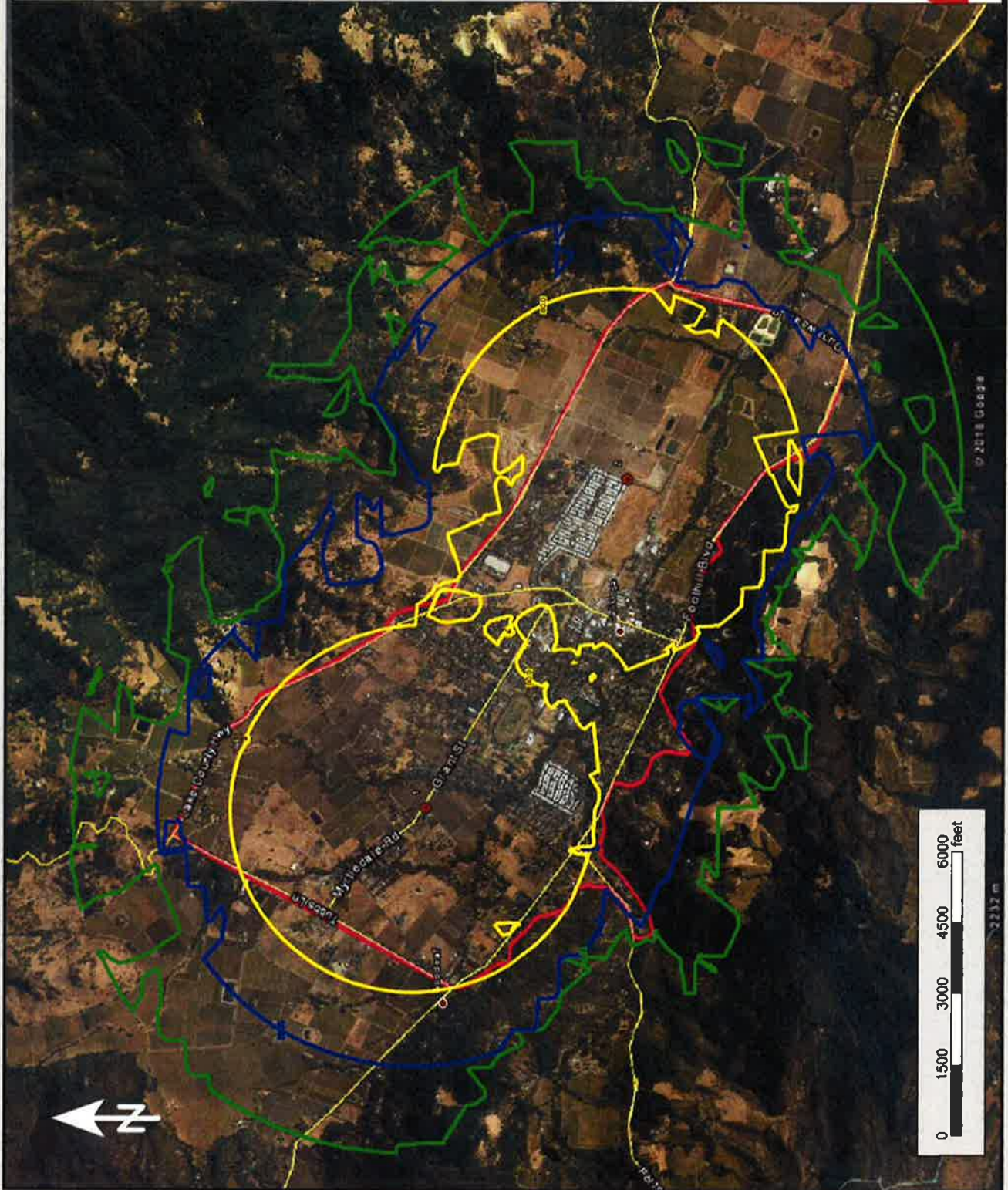
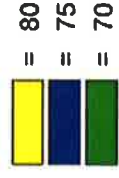
Callistoga CA

Acoustic Analysis

ISO9613-2

MAP 001

**Lmax**  
in dB(C)



# Attachment 2 Four-Siren Sound Contours



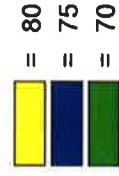
Calistoga

Acoustic Analysis

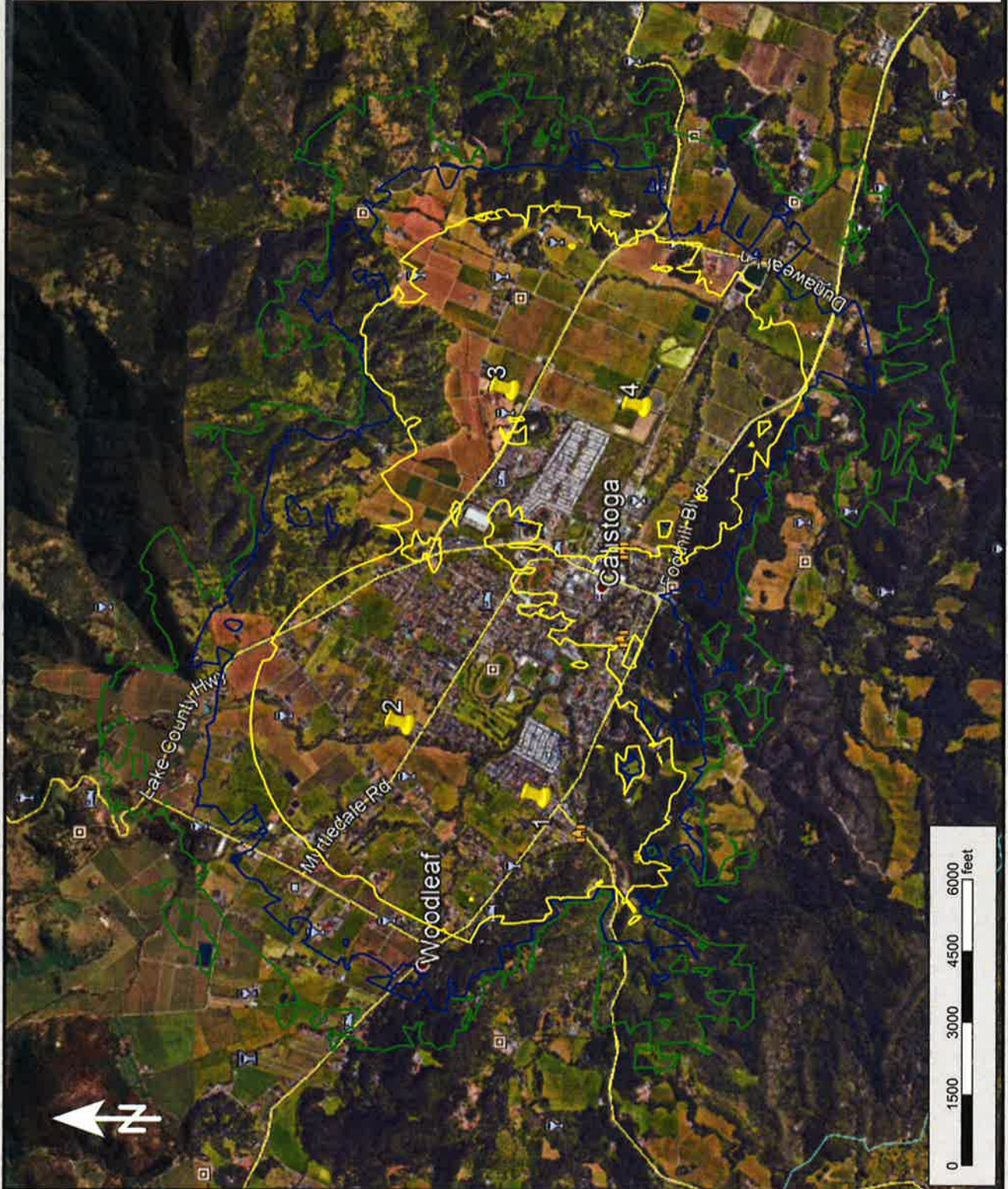
ISO9613-2

MAP 003

**L<sub>max</sub>**  
in dB(C)



**FEDERAL SIGNAL**  
Safety and Security Systems  
Protecting people and our planet



**RESOLUTION NO. 2019-XXX**

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CALISTOGA,  
COUNTY OF NAPA, STATE OF CALIFORNIA, CREATING A NEW CAPITAL  
IMPROVEMENT PROJECT, APPROVING A BUDGET ADJUSTMENT IN THE  
AMOUNT OF \$175,000 FOR THE EMERGENCY NOTIFICATION SYSTEM**

**WHEREAS**, Calistoga has recently experienced natural disasters including floods, fires and earthquakes; and

**WHEREAS**, the threat of fire continues to be an ever-present danger that Calistoga expects to encounter; and

**WHEREAS**, it is desirable to establish a city-wide emergency notification system which includes city owned permanently installed sirens, mobile warning devices and associated education programs; and

**WHEREAS**, City staff have reviewed the proposal from Federal Signal and found it to be responsible and meets FEMA and OES standards for emergency notification and found it acceptable to advance Council Goal 7, Objective 1 - Enhance community disaster preparation, including wildfires; and

**WHEREAS**, the project involves the installation of up to four pole mounted warning sirens located at the Public Works yard, community pool/fairgrounds, Mt. Washington Reservoir site and the vicinity of Grant/Greenwood; and

**WHEREAS**, the refurbishing and installation of the old fire station siren would also meet the goals and objectives established Council and provides back-up emergency notification systems; and

**WHEREAS**, the installation of up to four sirens and the refurbishing and installation of the old siren is exempt from the California Environmental Quality Act (CEQA) because it meets the criteria for exemption from CEQA under Section 15303 (d), New Construction or Conversion of Small Structures.

**NOW, THEREFORE BE IT RESOLVED** by the City Council of the City of Calistoga as follows:

1. Creates a new Fiscal Year 19/20 Capital Improvement Project – Emergency Notification System, Account No. 01-55XX -4915.
2. Finds that the project is exempt from the provisions of the California Environmental Quality Act pursuant to Title 14, the California Code of Regulations, Section 15303(d).
3. Approves a Budget Adjustment in the amount of \$175,000 derived from unencumbered General Fund balances.
4. Approves a project budget in the amount of \$175,000 which includes acquisition

of sirens, poles, operating equipment and installation thereof and authorizes the City Manager to negotiate and approve contracts up to the approved budget amount.

5. Directs staff to proceed with installation of the warning system and otherwise administer the project.

**PASSED, APPROVED, AND ADOPTED** by the City Council of the City of Calistoga at a regular meeting held this **3<sup>rd</sup> day of September 2019**, by the following vote:

**AYES:**

**NOES:**

**ABSTAIN**

**ABSENT:**

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**MICHAEL DUNSFORD, Vice Mayor**

**ATTEST:**

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**IRENE CAMACHO-WERBY, City Clerk**