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*Executive Officer*

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August 8, 2012 (Agenda)

August 8, 2012  
Agenda Item 7

Contra Costa Local Agency Formation Commission (LAFCO)  
651 Pine Street, Sixth Floor  
Martinez, CA 94553

**Fire Service Update**

Dear Commissioners:

BACKGROUND

In 2009, LAFCO completed a countywide Municipal Services Review (MSR) covering fire and emergency medical services provided by the following three cities and eight special districts:

- City of El Cerrito
- City of Pinole
- City of Richmond
- Contra Costa County Fire Protection District (CCCFPD)
- Crockett-Carquinez Fire Protection District (CCFPD)
- East Contra Costa Fire Protection District (ECCFPD)
- Kensington Fire Protection District (KFPD)
- Moraga-Orinda Fire District (MOFD)
- Rodeo-Hercules Fire District (RHFD)
- San Ramon Valley Fire Protection District (SRVFPD)
- County Service Area EM-1 (CSA EM-1)

The MSR provided a comprehensive review of fire/emergency medical services; showcased resource sharing and best practices; identified service, infrastructure, fiscal and other challenges; presented policy options (Attachment 1); provided a basis for sphere of influence (SOI) updates and future boundary changes; and served as a catalyst for ongoing dialogue.

In conjunction with the MSR, LAFCO formed an Ad Hoc Fire Committee. The Committee held five meetings to facilitate discussions and receive additional input regarding the governance and SOI options identified in the MSR report. Following the Ad Hoc Committee meetings, East and West County fire agencies formed regional committees to explore service options and

alternatives. The City of Pinole and ECCFPD have continued to keep LAFCO apprised of these activities.

Following the Ad Hoc Committee meetings, and as a result of the MSR, the Commission took the following SOI and policy actions:

1. **CCCFPD** – Updated SOI (expanded to include area southeast of Clayton, eastern boundary areas in the cities of Antioch and Pittsburg, and Roddy Ranch; and reductions to remove Bogue Ranch, and 101-acre area in Orinda).
2. **CSA EM-1** – Updated SOI (retained existing coterminous SOI). Encouraged CSA EM-1 to coordinate a 911 dispatch study in conjunction with the Contra Costa County Sheriff and Public Safety Answering Point (PSAP) managers' group to address dispatch issues.
3. **ECCFPD** – Updated SOI (reduced to remove Roddy Ranch).
4. **MOFD** – Updated SOI (expanded to include previously annexed 101-acre area in Orinda). Encouraged MOFD, City of Orinda and Town of Moraga to communicate regarding road and water infrastructure challenges and report back to LAFCO.
5. **SRVFPD** – Updated SOI (expanded to include previously annexed areas in Tassajara Valley/Morgan Territory and Bogue Ranch). Encouraged SRVFPD and the Alameda County Fire Department to work together to achieve service/fiscal balance in the Crown Canyon and North Dublin areas.

In addition, the Commission deferred SOI updates for CCFPD, KFPD, and RHFD in anticipation of a potential fire service consolidation in West County.

In 2010, LAFCO also hosted two fire workshops facilitated by Bill Chiat, the outcome of which resulted in a list of pressing issues and potential opportunities as summarized below.

### **Pressing Issues**

- Funding
- Fiscal sustainability
- Service efficiency, equity and consistency

### **Potential Opportunities**

- Evaluating service efficiencies
- Establishing baseline and/or service standards
- Centralizing dispatch services
- Pursuing best practices and governance/service models
- Continuing public relations/education efforts and community involvement

The LAFCO Ad Hoc Committee meetings and Fire Workshops were attended by County, city and special district officials and staff, fire commissioners, representatives from labor, members of the Grand Jury, the public and the media.

Following the MSR process, Ad Hoc Committee meetings and fire workshops, discussions continued regarding funding challenges and the fiscal sustainability of local fire service agencies. The decline in property tax revenue has forced service providers to take severe measures, including closing and browning out fire stations, eliminating positions, modifying service

delivery, reallocating staff, deferring expenses (e.g., capital outlay), increasing fees and depleting reserves. East and West County have been particularly hard-hit by the decline in property tax revenues as shown on the attached multi-year assessed value summary (Attachment 2).

With regard to funding, the three cities fund fire department operations primarily from their general fund revenues; whereas, the fire districts are funded primarily by property tax. As a funding source, property taxes are constrained by statewide initiatives that have been passed by voters over the years, and the recent decline.

Fire district property tax allocations vary significantly, with KFPD (30%) and MOFD (21%) receiving higher shares; and ECCFPD (8%) and RHFD (9%) receiving lower shares.

In the past, several of the fire service providers imposed voter-approved special benefit assessments on parcels or dwelling units or special taxes to fund services, including RHFD, KFPD, MOFD and City of Pinole. Recently, ECCFPD attempted a special tax; however, the voters rejected it. Other agencies, including the City of Pinole, RHFD and CCCFPD are planning for revenue enhancement measures. The City of Pinole will have a ballot measure on November 6th to extend its existing Utility Users Tax, which generates approximately \$2 million annually in General Fund revenue. RHFD is contemplating a tax measure in Spring 2013. On July 31st, the CCCFPD Board of Directors voted to call for an election on November 6th authorizing the levy of a special tax to finance fire protection and emergency medical service.

## DISCUSSION

Fiscal and municipal service challenges are not unique to Contra Costa County. Alternative service models and cooperative solutions are being explored throughout the State and have been at the forefront of CALAFCO's educational efforts since 2009.

In November 2010, at the suggestion of Commissioner Uilkema, the Commission discussed short-, mid- and long-term goals relating to fire service (Attachment 3). At that time, the Commission directed staff to explore with Citygate Associates and fire service providers further study of fire service issues in Contra Costa County.

In March 2011, following discussions and meetings with fire service providers, representatives of Citygate Associates, and LAFCO staff, the group reported back to the Commission. The report noted the following:

- ❖ The LAFCO MSR provides important data and analysis that served as a catalyst for the ongoing dialogue among stakeholders, and contributed to improved collaboration and working relationships among fire and medical service providers and labor groups in Contra Costa County.
- ❖ Fire service providers in Contra Costa County continue to work to address their service and fiscal challenges. Agencies are looking for ways to reduce costs and increase revenues. Several agencies are pursuing voter-approved funding measures; and most continue to explore new opportunities for resource sharing and collaboration in order to sustain services during these challenging fiscal times.

- ❖ It will take political will and cooperation by local agencies, labor and the communities they serve to effect major change in the provision of fire service.

In sum, the general consensus was that the economic climate will continue to present challenges for local agencies, and that those local agencies facing significant service and fiscal challenges were working to address their particular issues.

The group thanked the Commission for its efforts and stated that there was little interest in pursuing another study, noting that local agencies continue to be financially constrained and would rather devote funding to critical services.

The Commissioners accepted the group's report and requested that fire service agencies provide an update to LAFCO in six months.

Accordingly, in October 2011, LAFCO received updates from the cities of El Cerrito, Pinole, and Richmond, Contra Costa County Fire Protection District (CCCFPD), County Service Area (CSA) EM-1, East Contra Cost Fire Protection District (ECCFPD), Kensington Fire Protection District (KFPD), Moraga Orinda Fire District (MOFD) and Rodeo Hercules Fire District (RHFD).

At that time, the City of Pinole, CCCFPD, ECCFPD, and RHPD reported significant fiscal and service challenges. In March and June 2012, ECCFPD provided updates to LAFCO regarding its efforts to address fiscal and service challenges, and in April 2012, the City of Pinole provided a similar update to LAFCO.

In April, City of Pinole reported on cost-sharing measures with RHFD, fire station brown-out, and a bid process that could result in a contract for fire service with either CCCFPD or RHFD by Spring 2013, following possible revenue ballot measures in November 2012 or Spring 2013.

In June, ECCFPD reported that the voters resoundingly rejected the District's June 5th tax measure. Subsequently, the District has shuttered three fire stations, laid off 15 firefighters, and continues to make adjustments to its operations.

There is serious concern regarding the sustainability of fire and emergency services in Contra Costa County. Also on the Commission's agenda today is a Grand Jury report on fire protection and emergency response services, along with LAFCO's response to the report. The Grand Jury report suggests that fire agencies look for innovative cost reduction and alternative service models and strategies, and collaborate and cooperative on these approaches.

While LAFCO is limited in its ability to initiate significant change in service and funding models, as these must come directly from the service providers, LAFCO can provide a forum for discussion and ideas.

As directed by the Commission, we have scheduled a discussion of countywide fire services at the August 8th LAFCO meeting. LAFCO staff has invited all fire and emergency service providers to participate in the discussion, and has requested updates from each local agency.

As of this writing, LAFCO has received written updates from CSA EM-1 (Attachment 4), City of Richmond (Attachment 5), ECCFPD (Attachment 6), City of Pinole (Attachment 7), CCCFPD (Attachment 8) and MOFD (Attachment 9).

A number of the local agencies indicate they will provide updates at the LAFCO meeting on August 8<sup>th</sup>.

RECOMMENDATION

Receive updates and provide input and direction as appropriate.

Sincerely,

Lou Ann Texeira  
Executive Officer

Attachments

1. LAFCO MSR Policy Options
  2. Multi-Year Assessed Value Summary by City
  3. Suggested Short-, Mid- and Long-Range Goals Related to Fire Service
  4. CSA EM-1 Update
  5. City of Richmond Fire Service Update
  6. ECCFPD Update
  7. City of Pinole Update
  8. CCCFPD Update
  9. MOFD Update
  10. RHFPD Update
- c:     Distribution List

## **LAFCO MUNICIPAL SERVICE REVIEW**

### **FIRE AND EMERGENCY MEDICAL SERVICES (AUGUST 2009)**

#### **POLICY OPTIONS**

The report identifies and describes a number of policy options for the Commission to consider as it updates the spheres of influence of the fire districts, including the following, among others:

1. Consolidation among west county fire providers is an option to improve the efficiency of service areas, promote facility-sharing and improve service levels.
2. Formation of subsidiary fire districts in the City of El Cerrito and in the City of Richmond are options whereby the respective cities could more strategically establish fire service areas, formalize associated property tax transfers, and maintain City Council control over fire operations. This option would be accompanied by detachment of affected ConFire areas in East Richmond Heights, El Sobrante, Tara Hills, Bayview, and/or Alhambra Valley.
3. Annexation of unincorporated areas in the fire service areas of the cities of El Cerrito, Pinole and Richmond to the city boundaries are options.
4. Annexation of Pinole to ConFire or Rodeo-Hercules FPD are options that would allow for reconfiguration of fire stations in west County, and fiscal relief for the City of Pinole.
5. Reorganization of Rodeo-Hercules FPD and Crockett-Carquinez FPD so that boundaries align with current service areas is an option.
6. Consolidation of Kensington FPD with the Kensington Community Services District is an option.
7. Detachment of Orinda and perhaps other areas from Moraga-Orinda FPD may be an emerging government structure option.
8. Annexation of territory served in Alameda County is an option. San Ramon Valley FPD provides service to the northern part of Crow Canyon and to northern Dublin, but does not receive compensation for these services.
9. Detachment of ConFire's service area in north Alamo is an option if Alamo voters approve incorporation on March 3, 2009. Annexation of this area to San Ramon Valley FPD would allow for the entire Alamo community to be served by the same provider.
10. Annexation of southern Antioch, including the proposed Roddy Ranch development, to ConFire and detachment of the area from East Contra Costa FPD is an option to allow the entire City of Antioch to be within the bounds of a single fire provider.
11. Annexation of Brentwood and Oakley to ConFire, consolidation of the entire East Contra Costa FPD area with ConFire, and consolidation of all fire providers within the County are options.

## Multi-Year Comparison – Contra Costa County Assessed Value (Cities)

<u>City</u>	<u>2008-09 % Change</u>	<u>2009-10 % Change</u>	<u>2010-11 % Change</u>	<u>2011-12 % Change</u>	<u>2012-13 % Change</u>
Antioch	(8.84)	(21.73)	(4.88)	(7.14)	(1.01)
Brentwood	(8.84)	(17.50)	(4.10)	(4.46)	(2.11)
Clayton	1.20	(4.35)	(0.96)	(0.68)	(4.06)
Concord	(0.05)	(8.37)	(1.91)	(2.58)	(4.62)
Danville	3.29	(0.71)	(2.10)	(0.26)	0.66
El Cerrito	3.93	(0.65)	1.09	(1.37)	(2.44)
Hercules	(3.12)	(14.63)	(5.28)	(3.87)	(5.93)
Lafayette	6.07	3.31	0.97	(0.70)	1.11
Martinez	1.65	(4.11)	(1.46)	(1.99)	(1.52)
Moraga	3.42	1.85	(1.72)	0.53	0.85
Oakley	(5.24)	(21.93)	(2.83)	(3.88)	(0.65)
Orinda	4.81	5.39	(0.45)	(3.07)	1.04
Pinole	0.82	(7.15)	(1.70)	(3.86)	(3.41)
Pittsburg	(2.61)	(15.40)	(1.65)	(1.02)	(0.90)
Pleasant Hill	2.36	(3.23)	(1.70)	(2.13)	(2.34)
Richmond	0.60	(13.79)	(12.82)	5.65	16.77
San Pablo	(2.80)	(23.95)	(5.90)	(3.62)	(2.04)
San Ramon	4.54	(2.64)	(1.45)	1.08	(0.07)
Walnut Creek	2.03	(1.13)	(0.83)	(2.15)	(0.74)
Unincorporated	0.80	(5.02)	(4.91)	2.51	2.10

**Source:** Contra Costa County Assessor's Office

**GAYLE B. UILKEMA**

CONTRA COSTA COUNTY  
BOARD OF SUPERVISORS

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November 15, 2010

TO: Contra Costa County LAFCO Commissioners  
Contra Costa County LAFCO Executive Director

RE: Short-Term, Mid-Term and Long-Term Goals for the Fire Districts

Greetings,

Per the request of the LAFCO Commissioners, below are the goals for fire districts that I read at the LAFCO meeting of 11/10/2010.

### Short Term Goals

1. Seek to maximize service levels with diminished revenue.
2. Recognize resistance of independent fire districts to alter/change/consolidate boundaries or services.
3. Recognize that service levels may or could increase if some consolidations or merger of fire districts occur.
4. Recognize that funding levels (Assessed Valuations) are likely to remain stagnant until 2014. Some funding levels may continue to decline.
5. Encourage East County Fire to increase service/revenue levels.
6. Encourage fire districts to seek new revenue (parcel taxes, grants, stimulus funding).
7. Use 2011 Census Data to project future growth patterns within Contra Costa.
8. Begin planning for future fire service needs by suggesting appropriate Conditions of Approval to address fire funding needs in land use Conditions of Approval\*\*\*/LAFCO/LAND Use Agency joint Plan: At the time of any land use approval, assess project to be able to fund future service – particularly for police and fire.



9. Elevate levels of public education regarding the cost of public safety.
10. Formalize Battalion 7.
11. Seek to consider whether LAFCO wants to jump into the arena of redirecting funding from Redevelopment Areas to address Fire Service needs.

**Mid-Term Goals (3 – 5 years)**

1. Develop financial service plans for service sustainability
2. Consider melding of service plans for 3 – 5 years.
3. Plan for increased service levels in East Contra Costa County.

**Long-Term Goals (5 years +)**

1. Encourage melding of service plans to assure public safety/response capabilities.

Sincerely,



Gayle B. Uilkema



## **Emergency Medical Services Agency**

August 8, 2012

### **Report to the Local Agency Formation Commission**

#### **The Relationship of Fire First Response to Emergency Medical Services**

On September 26, 2011, the Contra Costa Emergency Medical Services (EMS) Agency submitted a report to LAFCO on the accomplishments and challenges facing the EMS System. Since then the EMS agency has become actively involved in mitigating consequences of fire station closures in East Contra Costa County and is concerned about the potential erosion of fire first response countywide. In preparation for the August 8, 2012 LAFCO meeting the EMS Agency has been requested to submit the following report.

#### **The Challenge**

Fire services play a vital role in providing an engine "first response" to 9-1-1 medical emergencies. In some areas (Moraga-Orinda and San Ramon Valley) fire services also provide emergency ambulance response. In other areas of Contra Costa County, emergency ambulance response to 9-1-1 calls is provided by a private company, American Medical Response (AMR). The Contra Costa EMS Agency, a division of Contra Costa Health Services, is charged with overall coordination of the EMS system and administration of ambulance service contracts, as well as contracts with fire services providing paramedic service and with hospitals providing specialized emergency service. With significant budgetary pressures currently affecting nearly all public sector entities, Contra Costa County has already been impacted by cutbacks in fire service in some areas, and may see more cutbacks in service in the months ahead. Fire station closures mean fewer fire engines available for medical first response. The purpose of this document is to discuss the structure of the EMS system and the potential impacts of fire station closures.

#### **The EMS System at Work and the Role of First Responders**

When a medically-related 9-1-1 call occurs in Contra Costa, the call is routed to one of three designated fire/medical dispatch centers located at Contra Costa County Fire, San Ramon Valley Fire, and Richmond Police. There, specially-trained dispatchers systematically assess the medical needs based on information the caller provides, assigns a dispatch priority to the call, dispatches the appropriate EMS resources and may provide emergency first aid directions to the caller. A typical emergency call receives a fire engine first response and an ambulance, both dispatched immediately with lights and siren (Code 3). In some cases, where the dispatcher determines the call is less urgent and less complex, an ambulance alone may be dispatched without lights and siren.



All emergency ambulances and most fire first responder units are staffed with at least one paramedic-trained crewmember.<sup>1</sup> Other crewmembers are trained at the Emergency Medical Technician I (EMT-I) level. All responders, whether paramedic or EMT-I, are trained and equipped to perform most immediately needed life-saving first aid measures such as controlling bleeding, opening and maintaining an airway, providing cardio-pulmonary resuscitation (CPR), and performing cardiac defibrillation. Only paramedics can administer drugs and perform certain other advanced medical procedures.

Fire first responders typically arrive 2-5 minutes before an ambulance, but, depending on the location of the call and the location of the responding units, that interval can be 10 minutes or more. While a few minutes difference in response times do not affect the outcome for most patients, in certain critical cases – cardiac arrest, breathing difficulty, profuse bleeding – minutes, or even seconds, can make a difference in saving a life or avoiding serious complications. Fire first-responders provide emergency treatment on scene until care can be transferred to the ambulance crew, continue to assist in patient care when needed both on the scene and, in some cases, en route to the hospital. Importantly, fire first responders provide scene management, safety oversight, and rescue services (e.g., extricating patients from motor vehicle accidents). When patients require transport by helicopter (most often critical trauma patients), fire responders are required to manage the landing site. Fire personnel have all hazard capabilities not easily duplicated or replaced by other personnel.

While fire resources generally are station-based, AMR ambulance resources are “dynamically” deployed. Using a system known as “system status management,” ambulance units are moved to predefined post locations based on system status (number of units available) at any given time. Thus, when one ambulance is dispatched to a call, one or more other ambulance units may be moved to best cover the area. The goal is to post to locations where the best response times can be achieved for the next expected calls based on history, time of day, and day of week. While this system maximizes use of available resources, it does not provide the depth of resources generally associated with the fire services.

### **Potential Patient Care Impacts of Reductions in Fire Service Resources**

Ambulance response time is unaffected by the changes in fire first response as emergency ambulance response time requirements are set by County contract. First responder response times are obviously affected in those areas where a fire station closure increases the response time from the next closest station. Additionally, first responder response times may be negatively impacted in all areas when the engine from the closest station is occupied on another call. Where first responder response times are delayed, critical interventions needed in the early stages of some calls may be delayed and, in the most serious cases, treatment delays may affect patient outcome. Also, transport times (time from 9-1-1 call

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<sup>1</sup> In areas without paramedic first response (East Contra Costa County Fire, Richmond, Crockett-Carquinez Fire), the County through its ambulance contract has required AMR to provide additional ambulance units or single-paramedic-staffed non-transporting “Quick Response Vehicles” to respond with the fire first responders.



until patient arrival at hospital) may be negatively impacted when the ambulance crew is required to spend more time treating the patient on the scene due to the delayed arrival of the first responder.

### **Disaster and Multi-Casualty Events**

Contra Costa County, like many communities in the Bay Area, has hazards related to industry, transportation, flood and wildfire, as well as urban and rural demographics. The Contra Costa EMS Agency plays a role in supporting emergency operations as part of a system of strong "all hazards" emergency response. Although large-scale emergency events occur infrequently, they predictably require numerous fire, ambulance and hospital resources to rapidly respond, triage, treat and transport victims. In these scenarios the importance of having an adequate first response capability to effectively mitigate these risks cannot be minimized. The "all hazard" capabilities of the fire services are part of the county's critical infrastructure to respond to a mass casualty event or disaster.

### **EMS Agency Role and Changes in Fire First Response**

Fire first response is provided by the county's six fire districts and three municipal fire departments and is supported primarily through local funding. Each of these services through its governing body, determines the level of service to be provided. The EMS Agency works in collaboration with Fire-EMS and Ambulance provider agencies to support a coordinated system of patient care pursuant to Section 1797.103 of the California Health and Safety Code.

### **Measure H Support for Fire First Responders and Fire Paramedic First Response**

In 1988, a countywide ballot measure (Measure H aka CSA-EM-1) enabled the Board of Supervisors (BOS) to establish an annual parcel charge (\$10 for a single family residence) to pay for enhancements to the County EMS system, including providing increased paramedic availability. From 1989-2004 this funding was primarily used to provide more paramedic ambulance availability.

In 2004 a County EMS system redesign plan was approved by the Board of Supervisors and since then Measure H funding has been used to subsidize the added cost of providing fire first responder paramedic service. The available Measure H funding has enabled the County to provide an annual subsidy of \$30,000 for paramedic-staffed fire engines. Since 2004 the majority of Measure H funding has been used to support Fire-EMS paramedic programs.

Measure H partially offsets the added cost to a fire service to upgrade its first responder units to the paramedic level, but, obviously, represents a small fraction of the actual cost of maintaining a station. In areas without paramedic engines, the County has provided additional paramedic coverage through AMR. In Emergency Response Zone A (Richmond) this is accomplished with AMR providing dual paramedic ambulances and in Emergency Response Zone E (East County) by providing single medic Quick Response Vehicles (QRVs) co-located with fire to provide a level of paramedic first response.



These accommodations were instituted in 2004 to provide an “equitable level” of prehospital care to all communities.

In 2010 the Contra Costa BOS approved a provision to preserve Measure H paramedic first response funding for fire agencies faced with “browning out or closing” fire stations due to budgetary constraints. Under this provision fire agencies continue to receive their same level of paramedic engine funding as long as “paramedic first response service” continues to the affected community. As the fire agencies are forced to reduce “paramedic engines,” funding for paramedic first response may be affected under the current paramedic first responder fund requirements. The EMS Agency believes that funding to preserve fire first response, regardless of level, is a priority for the Contra Costa EMS system.

### **Other Support for Fire First Response from Measure H**

Measure H funds directly support the practice of medicine by prehospital personnel with the goal of improving patient outcome throughout the EMS System. Examples of fire agency support include:

1. Prehospital equipment, such as Automated External Defibrillators (AEDs), 12-lead (ECG) transmission-capable cardiac monitors, cardiac compression devices and mass casualty equipment.
2. Contra Costa Fire-EMS Training Consortium competency programs including patient care simulators that mimic real-life physiologic response to life threatening conditions.
3. Implementation of electronic prehospital patient data systems providing appropriate oversight of patient care to support improved outcomes in cardiac arrest, stroke, heart attack, and other conditions.
4. Fire-EMS clinical personnel responsible for agency level oversight of paramedic and EMT clinical performance required to support systems of care, e.g. Trauma, Stroke, STEMI and Cardiac Arrest.
5. Computer-aided dispatch upgrades and “smart” integrated dispatch automated programs supporting appropriate matching of resources to patient condition including bystander CPR, e.g. Emergency Medical Dispatch<sup>2</sup>, PulsePoint<sup>3</sup>.

### **Summary:**

The coordinated response of fire and ambulance services is an essential partnership in the care of 9-1-1 patients. The EMS Agency will continue to work with each fire service to achieve optimal integration

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<sup>2</sup> Emergency Medical Dispatch (EMD) is a standardized dispatch interview approach to 9-1-1 medical calls consistent with national dispatching standards.

<sup>3</sup> PulsePoint is a dispatch linked GPS smartphone enabled application that advises bystanders trained in CPR where the nearest AED is located and advises them that they are near cardiac arrest victim.



and coordination of first responder and emergency ambulance service, but the level of fire first response is determined by the governing bodies of each fire service. The Contra Costa EMS Agency does not control the funding, configuration or response capability of fire first-responder services and does not have the resources to fill gaps that may result from cutbacks to fire services. **Although 9-1-1 ambulance response times are NOT impacted by these changes, ambulance service cannot duplicate fire first response times or activities.** Contra Costa EMS continues to carefully monitor EMS response and patient care as the capabilities of fire first response change.

At the same time emergency medical care is entering a period of dramatic change that requires the EMS system to “fully integrate” with the health care system to reduce cost and improve patient outcomes. Partnerships will include not only hospitals but health information systems, Accountable Care Organizations (ACOs), and Patient Safety Organizations (PSOs). EMS-Health Care integration will provide extraordinary enhancements in emergency care and opportunities for interested provider agencies to innovate using trained prehospital professionals. Examples include:

1. The current EMS System Trauma, STEMI, Stroke, Cardiac Arrest and *HeartSafe* programs.
2. Linking dispatch agencies to nurse call centers to better match patient need to resources.
3. The use of community paramedics to support in-home programs to prevent injuries, provide health maintenance, monitor medically fragile or discharged patients reducing the volume and cost of preventable emergencies.
4. Integrated health information record systems to support coordinated care between the field and the emergency department.
5. EMS provider agency and ACO partnerships to reduce or prevent hospital re-admissions.
6. Implementation of new pre-hospital care roles, e.g. Advanced EMT, Community paramedic.
7. Innovative programs to help support populations who use the EMS system because access to care is otherwise not available.
8. Creation of potential new revenue streams to support EMS providers interested in pursuing hospital and ACO partnerships.


Contra Costa EMS System provider agencies are all well positioned to partner with health care system providers to support efficient, safe and evidence-based patient care in this new environment. The EMS Agency is committed to working collaboratively within the capabilities of the community to help support these opportunities and fulfill its mission.



"Michael Banks"  
 <Michael\_Banks@ci.richmond.ca.us>  
 07/25/2012 02:55 PM

To "Lou Ann Texeira" <LTexe@lafco.cccounty.us>  
 cc  
 bcc

Subject RE: Fire Service Discussion - LAFCO Meeting - Aug 8, 2012

History:  This message has been replied to.

Lou Ann,

Here are the updates on the Richmond Fire Department for your LAFCO report:

- The FY 2012 – 2013 budget was reduced by 7% from FY 2011 – 2012; during the past four years our budget has been reduced by over 30%.
- Six vacant positions continue to be unfunded this fiscal year: 1 – Battalion Chief, 2 – Captains, and 3 - Engineers
- Personnel from Contra Costa County Fire, El Cerrito Fire, Pinole Fire, Rodeo-Hercules Fire and Richmond Fire are continued with Phase II of the West County USAR training in May; the Low Angle Rope Rescue Operations class has been completed and Confined Space Rescue is currently being taught. Training in Rescue Systems I, Water Rescue, Trench Rescue and Rope Technician I will be completed by the end of the calendar year.
- We completed a firefighter trainee academy on July 1<sup>st</sup>. Seven new provisional firefighters were hired and are now working on fire duty.
- In June we took applications for Firefighter Trainee and received over 1000 responses.
- In January we had three promotions – 1 Battalion Chief and 2 – Captains; in June we had two promotions – 1 Fire Marshal and 1 Deputy Fire Marshal.
- Our overall staffing levels are now 85 sworn personnel and 4 non-sworn staff. We still have seven stations open, eight fire companies responding to emergencies, and 25 personnel on duty each day.

In addition to an update, we also welcome your thoughts and ideas on the following issues:

- short and long term vision/goals for sustainability – *It is our hope that the economy will slowly begin to recover, and our City will attract more businesses to improve its revenue stream and provide more jobs, e.g. Lawrence Berkeley National Labs.*
- auto and mutual aid – *We will continue to provide auto aid to El Cerrito and Contra Costa County Fire. Mutual Aid will be provided as requested by other fire agencies in the County.*
- alternative service models (e.g., paid on-call, volunteer, medical, private) – *None of the alternative service models mentioned here would be practical for our City.*
- other

Please contact me if you have any questions.

Thanks,

Michael

Michael Banks  
 Fire Chief  
 City of Richmond  
 440 Civic Center Plaza  
 Richmond, CA 94804  
 Office:510-307-8041

City of Richmond  
 Office of Public Works

Hugh Henderson  
Fire Chief



**SERVING THE COMMUNITIES OF:**  
*Bethel Island*      *Discovery Bay*  
*Brentwood*        *Knightsen*  
*Byron*              *Morgan Territory*  
                            *Oakley*

July 29, 2012

Lou Ann Texeira, Executive Officer  
Contra Costa LAFCO  
651 Pine Street, Sixth Floor  
Martinez, CA 94553

Re: East Contra Costa Fire Protection District

Dear Lou Ann,

The District provided its last update to your commission on June 13, 2012. Since the last update, the below items have happened within the District:

1. On July 1, 2012 the District closed three fire stations; the downtown Brentwood station, the Knightsen station, and the Bethel Island station.
2. The District laid off 15 full-time firefighters effective June 30, 2012.
3. The District has worked with Contra Costa Fire Protection District to place an auto-aid agreement for like resources.
4. District staff has been working with Contra Costa County Emergency Medical Services and AMR to review medical responses within the Fire District.
5. Both the Cities of Oakley and Brentwood are in the process of accepting applications for new board members. The cities will be appointing residents within their community to the fire board with set terms. The appointments would be staggered so there will not be seven new members on the board at once. The appointments are being made in lieu of holding elections. The financial situation of the district and associated costs would make an election process unfeasible.
6. On July 20, 2012, the district received word from FEMA that we would not be receiving a Safer Grant for the 2011/2012 fiscal year. The district will be applying for the next round of Safer Grants for fiscal year 2012/2013.



7. At the August 6, 2012 meeting the Board of Directors will be reviewing and approving their response to Contra Costa County Grand Jury Report 1211 "Contra Costa County Fire Protection and Emergency Response Services, Leveraging Combined Strengths to Address Individual Weaknesses."
8. The district is currently accepting applications for volunteer firefighters. The Board is trying to determine the interest within the community of having volunteer firefighters. After the application period closes, the board will review the next steps in putting a program together.

District representatives plan to be in attendance at the Commission's August 8, 2012 meeting and will be available to answer further questions.

Sincerely,



Hugh Henderson, Fire Chief



**LAFCO**  
**Update on Fire Service Delivery Options**  
**August 8, 2012**

Thank you for the opportunity to provide a status report on Pinole Fire Department activities, since the last update submitted in April 2012.

**Short-Term Issues**

- We continue to maintain our Professional Services Agreement with the Rodeo/Hercules Fire District, to share the Fire Chief and Administrative staff.
- Unfortunately, Fire Station 74 remains fully browned-out.
- We continue to draw down on our SAFER grant for Battalion Chief services. This grant expires in December 2012. We have concluded our closed promotional recruitment for a regular Battalion Chief, and Brian Lowry has been promoted.

**Long-Term Options**

- As we have previously reported, Pinole received proposals from both Con Fire and Rodeo/Hercules to contract for services. The cities of El Cerrito and Richmond confirmed that they did not wish to submit proposals.
- The City held special Council and Community Workshops to review the proposals on January 31, 2012, and March 27, 2012. Initially the City Council provided staff with direction to continue our analysis, and pursue the options of either staying as a stand-alone department, or contracting with Rodeo/Hercules. Subsequently, the Council provided staff with authority to continue to engage in discussions with Con Fire to see if there were any opportunities to reconsider their proposal. Both Con Fire's administration and Local 1230 have been willing to work with us to consider options to bring down at least the initial cost of a contract for service. We plan to meet again in August to finalize an amended proposal, if possible.

- Staff's recommendation for any long-term service delivery model is that final implementation be deferred until after each service provider's revenue measures are decided. The City of Pinole will have a ballot measure on November 6<sup>th</sup> to extend our existing Utility Users Tax, which generates approximately \$2 million each year in General Fund revenue. As you know, both Con Fire and Rodeo/Hercules are planning to run revenue enhancement measures as well.
- Given the importance of the ballot measure outcomes and other pending factors to our long-term service delivery options, we anticipate that any negotiated Service Agreement authorized by the City Council would most likely be effective July 1, 2013. We expect that we should have a final decision from the City Council to either remain on our own or to contract for services by no later than the end of the current calendar year.

That concludes our written report. We will be available at the meeting to answer any questions.

**Contra Costa County****Fire Protection District**

July 31, 2012

Greetings,

Below is the most current information for the Contra Costa County Fire Protection District for your LAFO workshop on August 8<sup>th</sup>.

- The District is utilizing reserve funds to continue to staff all 28 fire stations at this time. However, the reserve funds will be depleted by the end of the fiscal year. This “fiscal emergency” is occurring in spite of significant concessions by all personnel and other efforts to reduce expenses. The District’s Board of Directors has approved placing a parcel tax on the November ballot in order to continue to provide essential services to the community. Without the additional revenue, the District will be forced to close seven (7) fire stations beginning in July 2013. Projections indicate that three additional fire stations will have to be closed in 2014 (total of 10) and subsequent years without the additional tax revenue.
- One unit was de-staffed in Walnut Creek in January 2011. An additional unit was de-staffed in Concord on July 5, 2012. While all fire stations have remained open and staffed, these actions continue to erode the overall capacity of the District’s response capability. We are currently staffed at .44 firefighters per 1,000 residents which is significantly below industry standards and the .6 staffing level that was identified in the 2009 MSR.
- The District has enacted limits to the number of units we will commit to automatic aid for our partners in East and West County. As adjoining agencies have closed fire stations, there is a possibility that CCCFPD resources will be drawn down and depleted when they are utilized to augment other agencies responses. The District is still committed to the automatic/mutual system and continues to support our neighbors when possible. However; due to our own limited resources, it is important to ensure that units are available to respond to our own emergency incidents.
- The District continues to participate in discussions with the City of Pinole regarding the opportunity to provide fire and EMS protection to the City on a contractual basis.



**Randall Bradley**  
Fire Chief

Moraga-Orinda Fire District  
33 Orinda Way  
Orinda, CA 94563

Phone: (925) 258-4599  
Fax: (925) 258-4595

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July 31, 2012

Lou Ann Texeira, Executive Director  
Contra Costa Local Agency Formation Commission  
651 Pine Street, 6th Floor  
Martinez, CA 94553

Dear Ms Texeira,

This correspondence is in response to Contra Costa LAFCO's request for updated information from the Moraga-Orinda Fire District (MOFD) regarding activities related to fire and emergency medical services.

MOFD continues to deliver a unique fire protection and EMS model that provides urban response times and services levels in an area with very low housing densities. The communities of Moraga, Orinda and Canyon place a very high value on maintaining open space and preserving their bucolical communities. The communities also demand and expect urban fire protection and EMS services. Spreading almost 40,000 residents over 20 square miles requires the District to strategically locate five fire stations throughout the District to meet the expected five minute response time goals. MOFD continues to maintain service levels of four-three person paramedic-engine companies, one-three person paramedic truck company and two-two person firefighter/paramedic ambulance companies that respond out of the five fire stations.

MOFD continues instituting its Firewise program, a plan that will help to address the District's Wildland Urban Interface fire problem and its "Anytime CPR" program with the goal of training 2,000 citizens in "Anytime CPR." The District also continues to provide a progressive fire prevention education program that trains all students in grades kindergarten through sixth on the different elements of safety, awareness and fire prevention.

On June 28, 2012 the MOFD Board of Directors approved the District's preliminary 2012/13 General and Capital Projects Fund budgets. To maintain service levels, the District budgeted to utilize over \$900,000 of its reserve fund to balance the General Fund budget. Primarily, this was necessary due to the increase in pension costs. In previous years the District was able to address much of its budgetary shortfalls by reducing administrative staff (elimination of five full time positions), renegotiating service contracts, implementation of a cost recovery program for vehicle accidents, offering pay in-lieu of benefits and not filling vacant firefighter positions.

The District is in the process of replacing its Fire Station 43 with an expected completion date of November 2013. The current fire station does not meet seismic, space or gender separation requirements and upgrades would not be cost effective. The cost of the project is \$3 million and the project is being funded through the District's Capital Projects Fund. In 2012/13 the District will begin a major renovation of Fire Station 41 with an estimated cost of \$1 million that will also be funded out of the District's Capital Projects Fund.

MOFD is continuing the collective bargaining process with its labor groups. This process will hopefully be concluded in the near future. After the collective bargaining process is complete the District will unveil a 15-18 year long range financial plan that will provide a blueprint that addresses unfunded liabilities while ensuring the long range sustainability of the District and maintaining current service levels.

MOFD continues to operate under a "dropped boundary" response model where the closest resources respond without considering jurisdictional boundaries. The District also continues to be dispatched by the Contra Costa Regional Fire Communications Center and we are in the process of migrating to the East Bay Regional Emergency Communication (EBRECs) radio system.

Beginning In January 2013 (after our new Board is elected) the District will develop a revised Strategic Business Plan that will replace the District's current Strategic Plan.

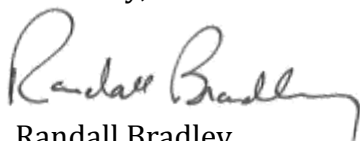
During the past twelve months the District was fortunate to receive the following regional and independent FEMA Assistance to Firefighting Grants:

Training Tower	\$228,577
Portable Radios	\$212,160
Mobile Radios	\$129,554
CO Detectors	\$ 24,494
Heart Monitors	\$ 26,998

MOFD has entered into agreements with the Town of Moraga and Cities of Lafayette and Orinda to coordinate emergency preparedness activities. The District works with all three jurisdictions to develop emergency plans, training city/ town staffs in emergency management, coordinating drills, exercises and community volunteers. This partnership has been very successful due to the commonalities between the communities which enable the District to leverage limited resources. Because Lafayette is not within the District, they pay their pro-rata share of program costs.

Please do not hesitate to give me a call if additional information is required.

Sincerely,



Randall Bradley  
Fire Chief

## MEMORANDUM

**Date:** August 1, 2012  
**To:** LOU ANN TEXEIRA, LAFCO Executive Officer  
**From:** CHARLES HANLEY, Fire Chief *CJH*  
**Subject:** Structural Deficit and Financial Stabilization

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As has been previously reported, revenues continue to decline in the Rodeo Hercules Fire District primarily due to property tax diversions and state take-a-ways.

The ability to provide the standard of care established in the communities of Rodeo and Hercules is in jeopardy and has been significantly impacted by declining revenues and restrictions on raising existing tax rates and fee structures. In addition the percentage of ad valorem received and benefit assessment applied in the District is one of the lowest in Contra Costa County.

Cost recovery options for specific response types and services were proposed and a fee structure was adopted by the Board of Directors. Simultaneously ongoing discussions, impact bargaining and changes to current MOU contract language occurred. A high level of cooperation exists between the Fire District and Local 1230.

Exploration of additional revenue streams was deemed necessary to protect erosion of the Fire District's tax base due to declining revenue, economic considerations and state fiscal emergency impacts. Currently the Fire District is conducting in depth polling to determine the level of support for a supplemental revenue measure.

Since the *Regional Fire Service Delivery Study*, the RHFD, Contra Costa Consolidated Fire Protection District and the City of Pinole continue to explore additional cooperative efforts. The City of Pinole has entered into a contract with the RHFD for "Fire Chief and Administrative Services."

In order to reduce the impacts of lost sales tax revenue that have affected services city-wide, the City of Pinole Fire has implemented a partial brown-out of the Pinole Valley Fire Station and the Fire District began a fire station closure in May of 2012.

Each of these efforts has been conducted independently with the intent of minimizing the detrimental effects of the current fiscal crisis on existing service levels. While well intended, each has a consequence that directly or indirectly affects the direction of regional fire protection, governance options, mutual and automatic aid agreements and the ability to meet service demands locally and cooperatively.

The Fire District continues to explore and implement options that include but are not limited to: alternative staffing models, brown outs, mergers, consolidations, contracts for service, capitalization, revenue enhancements, general obligation bonds, lease revenue bonds and certificates of participation, creative financing, lease purchasing, voluntary subscription programs and additional impact fees and benefit assessments. This effort is an inclusive process relying primarily on the depth of experience within the organization and soliciting cooperative, disinterested third party and non-binding technical assistance where necessary.

In some instances agreement has been reached to increase regional cooperation, produce efficiencies, reduce the deficit or enhance revenues and those measures have been put in place. On behalf of the Fire District, I welcome the ensuing discussion. Please contact the Fire District at (510) 799 – 4561 if you require additional information.