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August 10, 2016 (Agenda)

August 10, 2016
Agenda Item 7

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

Fire & Emergency Medical Services Municipal Services Review and Sphere of Influence Updates

Dear Members of the Commission:

BACKGROUND

In May, the Commission received an overview of LAFCO’s *Public Review Draft Fire & Emergency Medical Services (EMS) Municipal Services Review (MSR)*. This is LAFCO’s 2nd round Fire/EMS MSR, which covers services provided by three cities - El Cerrito, Pinole and Richmond, and eight special districts - County Service Area (CSA) EM-1, Contra Costa County Fire Protection District (CCCYPD), 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 Protection District (RHFPD) and San Ramon Valley Fire Protection District (SRVFPD).

The consulting team of Mike Oliver and Brian Kelly of Municipal Resource Group, LLC, and Richard Berkson of Berkson Associates, were hired to prepare the MSR report.

The overview in May included staff and consultant presentations. LAFCO staff summarized the statutory requirements for preparing MSRs and SOI updates, and provided a brief account of the MSR process which included release of the Public Review Draft MSR on May 4th, and the first LAFCO hearing on May 11th. A number of comments were received during the public comment period and at the LAFCO hearing in May.

At the May 11th LAFCO hearing, the consultants provided an overview of the project objectives, agency engagement, focus area challenges, fire service response adequacy, a review of auto and mutual aid agreements, and the project team’s observations and recommendations.

The Commission offered questions and comments, and then opened the public hearing. A number of speakers representing most of the agencies covered in the MSR, along with the United Professional Firefighters of Contra Costa County Local 1230, provided comments.

Lance Maples, Fire Chief, City of El Cerrito and KFPD, and President of the Executive Fire Chiefs' Association, presented a letter requesting that LAFCO delay final consideration of the MSR until the consultants could include in the report the impacts of Contra Costa County Employees' Retirement Association's (CCCERA) recent decision to lower the rate of return on investments. The Commission agreed to a 90-day pause and directed that the Final Draft MSR be presented on August 10th. The Commission also directed LAFCO staff to communicate to stakeholders the importance of making MSRs more useful to the public in affecting change. In consultation with the LAFCO Chair, staff prepared and distributed an information piece summarizing the major MSR findings, and distributed it to cities, districts, the media and other interested parties, encouraging the recipients to share this information in their communities.

Based on comments received during the public comment period and at the hearing in May, the MSR consultants made revisions and updates to the report, as reflected in the Final Draft MSR (available online at www.contracostalafco.org). The consultants also prepared a comment log summarizing comments received and responses (Attachment 1).

On August 10th, the Commission will be asked to accept the Final MSR report, and adopt a resolution containing the required determinations (Attachment 2). The Commission will also be asked to provide direction on SOI updates for the special districts covered in the MSR. The SOI updates will be presented to the Commission in October.

DISCUSSION

The 2nd round Fire/EMS MSR concentrates on the following: 1) data updates for the 11 fire/EMS service providers, 2) review of auto and mutual aid agreements, and 3) focused analysis on ECCFPD and RHFPD and the interface with CCCFPD. The following provides a summary of the major MSR findings:

- **FINANCES** - For the most part, Contra Costa County emergency medical and fire service providers have the financial ability to deliver appropriate service levels, with the exception of ECCFPD and RHFPD. The two districts suffer from a structural fiscal problem, in that they receive the lowest amount of property tax revenue, as compared to other fire service providers in the County. Since 2009, financial conditions have stabilized for most local agencies, with the exception of ECCFPD and RHFPD, due to their structural deficits.

There could potentially be another fiscal impact to local agencies relating to the CCCERA contribution rates. As of this writing, CCCERA continues to work on the contribution rates for FY 2017-18, and anticipates having more information available sometime in August. The MSR has been updated to reflect the current status of this issue, along with some general observations. Changes in the rates could have a material impact on fire service countywide, resulting in delays in re-opening fire stations and on the ability of agencies to provide auto/mutual aid. Until CCCERA releases its FY 2017-18 rates, the impacts on agencies

won't be known. CCCERA is considering a number of changes, in addition to interest rate assumptions; some of these changes could partially offset the negative impacts of the reduced interest earnings forecast.

- **GROWTH AND SERVICE DEMAND** - Continued population growth, job creation, and changes in health care services affect the volume and location of service calls, creating the need for new facilities and staff resources in order to sustain services. While recovery in real estate and development has benefits, it also has costs in terms of increases in service demands. Between 2015 and 2020, the cities of Hercules and Oakley are expected to see the highest annual growth rates in the County, with 1.7% and 1.6% respectively; these cities will also see a corresponding increase in service demand.
- **SERVICE LEVELS** – A majority of calls to which fire agencies respond are medical (over 72%). Many Contra Costa County fire service providers are unable to meet “best practices” for response times and staffing. In 2009 and still today, fire agencies are unable to meet national and state guidelines for fire response times 90% of the time. Response times have worsened for ECCFPD and RHFPD due to fiscal challenges, station closures, and staff reductions.
- **INFRASTRUCTURE NEEDS** - Nearly half of the fire stations in the County are over 40 years old and a significant number are in poor condition, needing repair or replacement.
- **ACCOUNTABILITY** – Most agencies demonstrated accountability based on standard measures such as transparency, contested elections, constituent outreach, and disclosure practices. ECCFPD suffers from several accountability issues due to lack of financial resources and having an appointed board instead of a directly elected board. RHFPD has experienced organization disruptions including staffing changes and board turnover.
- **GOVERNANCE OPTIONS** – In addition to enhanced revenue - boundary clean-ups, reorganization and/or consolidation - could potentially improve long-term sustainability for ECCFPD and RHFPD.

MSR Determinations - In accordance with the MSR, LAFCO must prepare written determinations relating to various factors including the following:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities (DUCs) within or contiguous to the SOI.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any DUCs within or contiguous to the SOI.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.

7. Any other matter related to effective or efficient service delivery, as required by commission policy.

The determinations are presented in the attached resolution (Attachment 2).

Sphere of Influence Updates - In accordance with the MSR, the Commission will be asked to update the SOIs for each of the special districts; the city SOIs will be updated in conjunction with the 2nd round city services MSR.

The requirement for LAFCOs to conduct MSRs was established by the CKH Act as an acknowledgment of the importance of SOIs, and recognition that periodic updates of SOIs should be conducted on a five-year basis (Gov. Code §56425(g)), with the benefit of better information and data through MSRs (Gov. Code §56430(a)).

SOIs define the logical, long-term service boundary for an agency. SOIs can be the same, larger, or smaller than the existing local agency boundary. Contra Costa LAFCO has used various SOI designations including “zero,” which signals that services will ultimately be provided by another agency, and “provisional” SOI, which delineates that a future restructuring or change of organization is needed.

LAFCOs are required to make written determinations in accordance with Government Code §56425(e) when establishing, amending, or updating an SOI for any local agency that address the following:

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
5. For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any DUS with the existing SOI.

Additionally, when updating the SOIs for districts, LAFCOs are also required to establish the nature, location, and extent of any functions or classes of services provided [Section 56425(i)].

The MSR includes SOI options along with a number of governance options, many of which were identified in the 2009 MSR as presented in Attachment 3. LAFCO staff will review these options with the Commission on August 10th, and the Commission will be asked to provide direction regarding the SOI updates and governance options. The SOI updates will be presented to the Commission in October.

ENVIRONMENTAL ANALYSIS

The MSR is a study, intended to serve as an informational tool to help LAFCO, local agencies and the public better understand the public service structure in Contra Costa County. The service

review and determinations are a study and are Categorical Exempt under §15306, Class 6 of the California Environmental Quality Act (CEQA) Guidelines. LAFCO actions on SOI updates are exempt under the General Rule exemption §15061(b)(3) of the CEQA Guidelines.

RECOMMENDATIONS

1. Receive the staff and consultants' presentation and open the public hearing to consider accepting the Final MSR and adopting the MSR determinations;
2. After receiving public comments close the hearing;
3. Determine that the MSR project is Categorical Exempt pursuant to §15306, Class 6 of the CEQA Guidelines;
4. Accept the Final MSR report;
5. Adopt the MSR determinations by resolution attached hereto; and
6. Direct staff to notice public hearing for October 12, 2016 at which time the Commission will consider the SOI updates.

Sincerely,

LOU ANN TEXEIRA
EXECUTIVE OFFICER

c: Distribution

Attachment 1- Comment Log
Attachment 2 – Resolution with MSR Determinations
Attachment 3 - SOI and Governance Options Table

COMMENTS RECEIVED AT LAFCO HEARING MAY 11, 2016

(Note: Comments are listed in order of speaker, but may include multiple comments raised later in the meeting or in subsequent email correspondence by the same person)

1. Igor Skaredoff, LAFCO Commissioner

1a. Can fire service effectively respond to wild land fires with the closing of ten fire stations in the County since 2009? Is wildland fire protection better now or worse?

Response:

The ten fire station closures since the 2009 MSR had a significant impact on responses to all call types within the entire fire service emergency response network in Contra Costa County.

All wildland resources are cross-staffed by fire personnel who also staff structural firefighting apparatus including engines and trucks. The closure of fire stations and lack of funding to reopen those stations increases the workload on the remaining companies, creating a very busy response network. Because the resources are cross-staffed, when a fire engine is on an EMS call it is unavailable as a wildland engine resource.

A high call volume caused by station closures affects the entire system. Increased resources are necessary to respond to wildland fires, as well as all other call types, because of the inter-related staffing.

In addition to reduced stations, environmental factors have had a detrimental effect on wildland fire response. The increase in temperatures, longer wildland fire seasons, and the drought have all increased the number and complexity of wildland incidents. These increases, in turn, negatively affect responses to all other call types.

CAL FIRE's response varies based on the time of the year, level of response and the drawdown of CAL FIRE resources. During the regular fire season, CAL FIRE has one engine in the county; during peak season they have two. CAL FIRE dispatches at three different levels: "low" dispatches two engines, "medium" dispatches six engines and "high" dispatches eight engines. CAL FIRE uses many factors to determine these levels. It should be noted that CAL FIRE could take as long as one hour for its resources to arrive in the County for a State Responsibility Area (SRA) fire. During this time, local agencies handle all mitigation operations.

(source: Chief Lance Maples, President of the Contra Costa County Executive Fire Chiefs Association, 7/20/16)

1c. Is there any way out of the pension problem? How do we gain public trust and support for new funding (i.e., special taxes)?

Response: Many of today's pension problem are the result of decisions made many years ago, and will require many more years until accrued liabilities can be fully funded, even as adjustments (reduced pension benefits, etc.) are currently being made to address the problem.

1d. How do we gain public trust and support for new funding (i.e., special taxes)?

Response: As recommended in the MSR, public education and outreach is important, particularly to inform the public about recent State changes to limit pension abuses and to create multiple (lower) tiers for pension benefits.

1e. A Standards of Cover "SOC" Study is a good idea.

Response: Comment acknowledged.

2. Don Blubaugh, LAFCO Commissioner

2a. The report is very well done.

Response: Comment acknowledged.

2b. How can a directly elected board raise more revenue than one that isn't directly elected (e.g., ECCFPD)?

Response: The report will be revised to indicate that independence could increase local accountability and responsibility for local funding, which in turn could improve prospects for local tax measures. A directly elected board does not have any additional access to funding compared to the current appointed board.

3. Mike McGill, LAFCO Commissioner

3a. Don't refineries have their own fire protection services? Can you provide more information about fire brigades?

Response: Yes, it is correct that most refineries have their own brigades, however, refinery brigades and fire protection services often require additional assistance in the event of a major fire or other major incident. Most fire brigades are comprised of refinery employees who often are not available 24/7.

Additional information has been added to Chapter 4 Overview of Fire Services, Fire Service Providers, about private brigades.

3b. I like the response time data. This information should get broad exposure; the public should be asked their priorities.

Response: Comment acknowledged.

3c. Will development fees and special taxes paid by new development mean that new development will receive better services than other, older existing areas?

Response: That may occur, however, an increase in stations, staff and vehicles means that more engines provide more regional capacity and will be available to respond to fires, and to respond when other engines are unavailable.

3d. Retirement systems get a “bad rap”; it is not widely understood that most of the costs are for past employees. CCCERA is helping to reduce long-term liabilities by changing its assumptions. The Taxpayers Association needs “educating.”

Response: Comment acknowledged.

4. Candace Andersen, LAFCO Commissioner

4a. The report is an accurate assessment of where we are. At a recent meeting the Board of Supervisors approved sharing of a chief, but not consolidation.

Response: Comment acknowledged.

4b. As a member of the CCCERA Board, I believe that CCCERA made the right decision and is well aware of the impact of its decision, and in June, will be looking at possible changes to other assumptions (other factors, such as mortality tables, that could also have an impact). This (fire service pension costs) is something that will require additional revenue from somewhere.

Response: Comments acknowledged.

5. Mary Piepho, LAFCO Commissioner

5a. On page 3, clarify “East County,” which, in this report, does not include Antioch or Pittsburg.

Response: Comment acknowledged. The report will be revised accordingly.

5b. On page 3 the report notes that there is limited property tax associated with the Phillips Refinery property; what causes that?

Response: Phillips can request a reassessment from the County Assessor to reduce its assessed value and property taxes at any time, and if its revenues from the refinery were lower, they could justify a reduction in value.

In addition, when the refinery was annexed to RHFPD in 1996, property tax generated to the County was split between the County and RHFPD. Under the tax share agreement, RHFPD received a 10% share of incremental future growth in property taxes only, which was less than its share of incremental taxes in that area at the time, and the District did not receive a share of the “base,” or taxes paid prior to the annexation and change in tax allocations. Therefore the District does not receive its typical share of full value of property in the District, just a reduced share of the growth in value since 1996. Any incremental changes in value, including reductions and downwards reappraisals, have a significant impact on the District’s revenues.

5c. The loss of revenue to redevelopment and impacts to fire service (and recapturing back of revenues) should be quantified if possible. This is significant, in addition to the pension issue.

Response: According to the County Auditor, approximately 10 percent of fire district revenues were diverted to redevelopment in Fiscal Year 2015-16. RHFPD lost nearly 30 percent of the revenue it would otherwise have received, and ECCFPD about 5 percent. This information will be added to the MSR.

5d. The discussion of DUCs on page 6 should include reference to the State median income.

Response: The report will be revised to include the State median income of \$61,400.

5e. The discussion of “Governance Options” should describe the basis for the conclusion regarding the infeasibility of a “remnant district” following city detachment. The report should also further explain how the liabilities would be addressed.

Response: A detailed analysis of the impact of detachments has not been prepared; however, because Brentwood accounts for over 50 percent of the property taxes of the ECCFPD, the loss of revenues from detachment of Brentwood would not be offset by cost savings from detaching one fire station, which represents one-third of the total stations. In addition, it is unlikely there would be a reduction in overhead, thus the average cost per remaining ECCFPD station would increase. Because Oakley represents about 20% of assessed value, its detachment would present less of an impact on the remaining ECCFPD; however, the latter scenario is unlikely since Oakley’s gain in tax revenue would be insufficient to fund its station, and likely additional mitigation payments to ECCFPD would worsen Oakley’s funding problem.

It is likely that LAFCO would allocate existing liabilities between the detaching entity and the remaining district; thus the detaching entities would not only assume the burden of annual operations, but would also be responsible for a share of current and long-term ECCFPD liabilities. LAFCO would determine this allocation, as well as any required mitigation payments, at the time of detachment.

Additional text has been added to the report to further explain this conclusion.

5f. How would district liabilities be managed if dissolution was the outcome of failed task force efforts for ECCFPD? Is there an example of how that is managed? What are next steps, how do we prepare for that?

Response: In the event of dissolution, a successor agency would be designated to wind-up the affairs of the dissolved district. As the entity with the greatest amount of assessed value within the District, the City of Brentwood would be designated the successor agency. Debts would be repaid over time from ECCFPD property tax. However, it is unclear what agency would take responsibility for fire protection to the unincorporated areas of ECCFPD.

5g. Creation of an independent board is up to the ECCFPD District; LAFCO cannot require it.

Response: Comment acknowledged, that is correct.

5h. On page 11: Is it correct that ECCFPD cannot impose a development impact fee?

Response: That is correct. Fire districts can prepare an impact fee nexus study, but must rely on the cities and county to adopt and collect the fee on behalf of the fire district.

5i. Any idea of the cost for a Standards of Cover study?

Response: The SOC for ECCFPD was anticipated to cost \$80,000; depending on the complexity of a study, for example with multiple agencies as in West County, the cost could approach \$120,000 or more.

5j. On page 12, is Kensington call data *not* reported and publicly available on a routine basis?

Response: Call data for the Kensington Station, and calls into Kensington, are listed monthly, however, the data is presented without any form of summary, requiring the reader to add several dozen items in order to determine aid provided vs. aid received.

5k. On page 13 regarding the RHFD and the absence of significant annexations or consolidations among west county agencies due to lack of interest: how do we drive

policy change when we don't have authority to do that? An SOI is not necessarily considered a big hammer.

Response: Comment acknowledged.

5l. At yesterday's ConFire meeting, it was reported that there were 222 arson investigations from January 1st through April 30th. Of those, 151 were confirmed arson or suspicious (and of course more calls than just these).

Response: Comment acknowledged.

5m. Response times have improved in all 4 EMS zones, all above 94.7% since the new EMS contract at the start of the year.

Response: Comment acknowledged. According to the EMS Agency, final audited numbers will be forthcoming soon; at the present time, the effects of the new ConFire/AMR contract relative to the County's standards and requirements are not known with certainty.

5n. It would be helpful to have more info on ISO ratings; higher ISO ratings have a significant impact on homeowners' insurance premiums. This means dollars and cents to families and businesses.

Response: Many insurance companies no longer rely on ISO ratings for establishing rates; however, poor ISO ratings generally correlate with other factors that do affect property damages in particular areas, and other factors used by insurance companies to determine rates. No definitive data is available on the relationship between ISO ratings and insurance rates.

5o. The cartoon video explaining fire service in ECCFPD should be shown at the next meeting. It would also be helpful to see pictures or video of a house fire in real time, with firefighters pulling out hoses, etc.

Response: Comment acknowledged.

6. Sharon Burke, LAFCO Commissioner

6a. What are the implications of the State Responsibility Area (SRA) fee (\$145)? There is a need for educating homeowners so they understand what they are paying for. Also, these homes are inside a fire district; if a fire affects one of these homes, does CalFire show up first, or the district?

Response: That SRA fee is a fire *prevention* fee, not fire *fighting* fee. CAL FIRE responds with mutual aid if needed to non-SRA areas. CAL FIRE has primary

responsibility for wildland fire protection and assumes responsibility for wildland fire suppression.

6b. Nearly half of Kensington's calls are for service outside of its boundaries; therefore, comparing total calls to Kensington's population significantly overstates the calls/population measure.

Response: Comment acknowledged. A footnote has been added to Table 6 which indicates that the calls per 1,000 Kensington residents are actually half the ratio shown based on total calls.

6c. Do any fire districts get Prop. 172 funds? A Mendocino fire agency recently was successful in getting these funds. Prop 172 was passed in November 1993, and a lot of ads featured firefighters; voters thought they were voting to help fire districts. According to a May 2016 published report in the Press-Democrat (<http://www.pressdemocrat.com/news/5585183-181/mendocino-county-fire-districts-to?ref=TSM>) the Mendocino County Board of Supervisors recently voted to grant its fire agencies a portion of Prop 172 public safety funding. The report noted that Sonoma County has also granted its fire agencies a portion of Prop 172 funds, along with Colusa County. As lack of revenue is the principal issue for the two fire agencies which are the emphasis of the Fire MSR, there should be a discussion in the MSR of recent county decisions to grant Prop 172 funding to fire agencies and the possibility that Contra Costa fire agencies should receive their fair share of Prop 172 funds from the Contra Costa County Board of Supervisors. (sent via email 2016-05-19).

Response: Comment acknowledged. The topic of providing Prop. 172 funds has been raised at the County BOS Finance Committee on March 16, 2016, as noted in the MSR. The County Board of Supervisors has the ability to allocate Prop. 172 funds among public safety providers. To-date, the Contra Costa County Board of Supervisors has chosen not to allocate funds to fire service agencies. The allocation of Prop. 172 funds is a policy decision to be made by the Board of Supervisors, and would provide important needed funding for fire districts, although a re-allocation would result in less funding for existing beneficiaries of Prop. 172 funds. A detailed analysis of Prop. 172 allocation options is beyond the scope of this MSR.

6d. The northwest portion of the unincorporated community of Alamo, an area of approximately 400 homes, is part of the Contra Costa County Fire Protection District, while the remainder of Alamo is part of the San Ramon Valley Fire Protection District. It is generally recognized as an issue with emergency response when a community is split between two fire service providers. During the 2009 failed incorporation effort for the Town of Alamo, San Ramon Valley Fire Protection District identified this illogical boundary as an issue and requested LAFCO to detach this area from ConFire and annex it to SRV Fire if the incorporation was successful. Since the incorporation was not successful, the annexation was not pursued but the

boundary issue remains. Some emergency response issues in this area include a hilly area with narrow winding roads not built to current standards, and a large portion, about a mile, of the Kinder Morgan jet fuel pipeline runs through this area. I believe the consultants should analyze this boundary issue and make a recommendation as to which fire service provider can best provide emergency medical and fire services to this neighborhood. As a matter of disclosure, I would like to note that my personal residence is in this area. (Sent via email 2016-05-19.)

Response: During LAFCO's MSR data collection process, fire service providers were asked to identify areas of potential boundary change; none were identified in this area. The MSR focused on two districts and did not investigate the boundaries of other districts unless issues were raised during the data collection process or during LAFCO's preparation of the MSR RFP and Scope of Work.

6e. There is no discussion of the formation of County Service Area EM-1 and its zones in the report. According to Contra Costa LAFCO records, CSA EM-1 was formed with two zones, Zone A which is all of San Ramon Valley Fire and Zone B which is the remainder of the county. Zone A pays a different assessment than Zone B. An examination of the ballot materials and LAFCO records reveals that the City of San Ramon objected to the formation of CSA EM-1 since SRV Fire runs its own ambulance service. Therefore, the CSA was formed with two zones with two different assessments, with Zone A paying a markedly lower assessment vs. Zone B. A recent Contra Costa County counsel opinion, issued April 2015, concerning CSA P-6 and its numerous zones, directed that zone funding should be returned to source and utilized only to benefit the zone paying the assessment. Since CSA EM-1 with two zones is the same legal entity in the same county as CSA P-6 with multiple zones, the County Counsel's opinion should presumably also apply to CSA EM-1. Contra Costa County Emergency Services does not currently return Zone A funds to San Ramon Valley Fire; they are pooled with Zone B funds and allocated countywide. I believe there should be a discussion in the MSR of whether Zone A and Zone B funds should be pooled separately and returned to source (sent via email 2016-05-19).

Response: Text has been added to the MSR to describe the zones and different assessments in each zone. A detailed analysis of the policy and legal issues surrounding the current allocation formulas for CSA EM-1 funding are beyond the scope of this MSR.

7. Candace Andersen, LAFCO Commissioner

If the County gave Prop. 172 funds to fire districts, it would be necessary to find funds to backfill the loss to current public safety programs funded by Prop. 172.

Response: Comment acknowledged. Fire services were primary in promoting Prop. 172, but county boards of supervisors were given the money and the authority to

determine how to spend it. There are fire agencies receiving Prop. 172 funds in other counties. See also the related comments raised by Sharon Burke, above.

8. Lewis Broschard, Deputy Chief, ConFire, on behalf of Chief Carman

8a. ConFire supports a 90-day pause; more information is needed on the impact of CCCERA changes; ConFire estimates an annual cost increase of \$4.5 million to \$5 million. This will have a material impact on fire service countywide resulting in delays in re-opening fire stations and on auto/mutual aid.

Response: LAFCO has extended the period until the next public hearing to allow time to receive information on the potential impacts of changes to CCCERA assumptions.

8b. CFD's are important to fund the personnel needed to staff new stations. LAFCOs should condition its approval of annexations on adequate development fees

Response: Comment acknowledged.

9. Chief Henderson, ECCFPD

9a. Response time has 3 components: (1) process time (call received, dispatcher processes it); (2) notification to getting on the engine; (3) actual drive time to scene. Travel time differs greatly between urban and suburban/rural areas.

ECCFPD commissioned a master plan for \$85,000 which shows a 9 station model (249-sq-mi area, 115,000 people) plus keeping CalFire Amador contract. Districts have no control over retirement costs, but must pay 100% (as must their employees). ECCFPD hasn't been able to keep a standard number of employees, which means that their rate goes up and down according to number of employees.

Response: Comment acknowledged.

9b. On June 6, the ECCFPD Board will discuss a 2-part election process: on the ballot there would be two questions regarding ECCFPD board independence: (1) Do voters want a directly elected board? And (2) if so, here are the following candidates running (vote for 5).

Response: Comment acknowledged.

9c. On the subject of auto-mutual aid, it is important for ECCFPD to balance low priority medical calls against public safety. We are trying to put public safety and firefighter safety as the priority compared to low priority medical calls.

Response: Comment acknowledged.

9d. Sprinklering of residential units has been a requirement since 1985 in East Contra Costa County. Both Oakley and Brentwood adopted this quickly after that.

Response: Comment acknowledged.

9e. There is a discount on the CalFire assessments if a property is within a fire district. "LU100" inspections are underway. The services funded by the fee have nothing to do with fire suppression, just fire prevention.

Response: Comment acknowledged.

10. Chief Maples, El Cerrito/Kensington FPD

10a. Speaking as President of Executive Fire Chiefs' Association) please consider the letter presented—CCCERA's decision will impact the districts into the millions. Redevelopment bonds continue to require diversion of tax increment. The MSR should include more information about this diversion.

Response: Comment acknowledged, the report has been revised to include additional information about the diversion of tax increment. Additional information on further CCCERA changes will be added if available prior to final MSR.

10b. There is an issue regarding the SRA fee in the Kensington area. Nine homes have appealed.

Response: Comment acknowledged.

10c. A Standards of Cover study in West County has been discussed since 2009, and is needed. SOC's are expensive; preliminary research showed it would cost over \$100,000 for just El Cerrito, Kensington, Pinole, RHFD.

Response: Comment acknowledged.

10d. The reference on page 12 should be corrected: Kensington call data is reported to the Kensington FPD Board monthly, and is available on the District's website. Would prefer that this section be removed from the report.

Response: Comment acknowledged. Call data for the Kensington Station, and calls into Kensington, are listed monthly and reported to the KFPD Board; however, the

data is presented without summarizing calls in/calls out of Kensington, requiring the reader to add several dozen items in order to determine aid provided vs. aid received. The MSR text has been clarified.

10e. On page 95 there is a typo: "El Cerrito" should be replaced with "Kensington."

Response: The report will be corrected.

10f. The chart on page 26 is significant, as it shows a reduction of 10 stations from 65 to 55 since 2009.

Response: Comment acknowledged.

11. Vince Wells, Union President at United Professional Firefighters of Contra Costa County, Local 1230

11a. Not much has changed since 2009 report. Contra Costa County fire services are in trouble in all jurisdictions.

Response: Comment acknowledged.

11b. I concur with the 2009 MSR that there should be some form of consolidation of Battalion 7.

Response: Comment acknowledged.

11c. Station 74 in the PowerPoint presented to LAFCO today is the *Pinole* station that has closed (not Rodeo); RHFD has Station 75 in Rodeo and 76 in Hercules.

Response: Comment acknowledged.

11d. Initially Battalion 7 had two stations in each jurisdiction (Pinole 73, 74; Rodeo-Hercules 75, 76, ConFire 69, El Sobrante 70, San Pablo). The Pinole station closure hasn't been identified as important to the Battalion 7 configuration. The loss of Rodeo will reduce the capability of Battalion 7 even further.

Response: Comment Acknowledged

11e. The closure of Station 76 will create a serious problem, with only 4 stations remaining in that area while 5 stations are needed to respond to a fire, requiring El Cerrito assistance.

Response: Comment acknowledged.

11f. "RHFPD" should be referred to as "RHFD."

Response: The District uses “RHFD” and “RHFPD” interchangeably, for example, their letterhead states “Rodeo Hercules Fire Protection District” while their website uses “Rodeo Hercules Fire District.” Because official documents are presented on the letterhead, this MSR uses “RHFPD,” recognizing that both references are in common use. Chief Hanley also confirmed that they use the acronyms interchangeably.

11g. Chevron has a full-fledged fire department, but others are a “brigade.” The others all have fire brigades. However, in the case of a large fire at refineries, other agencies must respond.

Response: Comment acknowledged.

11h. Retirement and health benefit costs continue to increase. All of the fire agencies were affected by the de-pooling of unfunded liability. Four districts in CCCERA: MOFD, RHFPD, ConFire, ECCFPD, all pay their full share. RHFPD is the only one with 2% at 50—the others are at 3% at 50. The County and city leadership needs to step up, as the firefighters are doing their job to the best of their ability.

Response: Comment acknowledged.

12. Gil Guerrero Local 1230, Captain in ECCFPD

12a. Time and staffing are of the essence. Discovery Bay has lost 3 residents to cardiac arrest because engines were unavailable to respond. There are multiple deaths on Hwy 4 (more helicopters out of that area than anywhere else in the county); no fire boat. ECCFPD has no paramedics (can’t administer drugs, have to wait for ambulance), and no ladder truck. Three engines respond to 6,900 calls annually. Training is lacking, and firefighters are getting tired and hurt. EBRPD does not relieve the burden of protecting major parks.

Response: Comment acknowledged.

13. Joe Young, ECCFPD Director (speaking for himself)

13a. The recommendation for an elected board should be explained; disproportionate representation could distort decisions.

Response: Fire district boards can be elected by division or population group per the Health and Safety Code. The MSR has been revised to clarify the recommendation for an elected board, which the MSR states could improve local accountability and increase the likelihood of successful tax elections. Also refer to comments by Don Blubaugh, above.

14. Joe Young, ECCFPD Director

14a. The report implies a connection between ECCFPD board independence and improved funding.

Response: The report will be revised to indicate that independence could increase local accountability and responsibility for local funding, which could improve prospects for local tax measures. Also refer to comments by Don Blubaugh, above.

14b. The report should clarify that Knightsen and Bethel Island are “rural,” similar to Crockett-Carquinez, and therefore a longer response time standard applies as well as variation in ISO ratings.

Response: The report will be revised to indicate that the lesser standard applies.

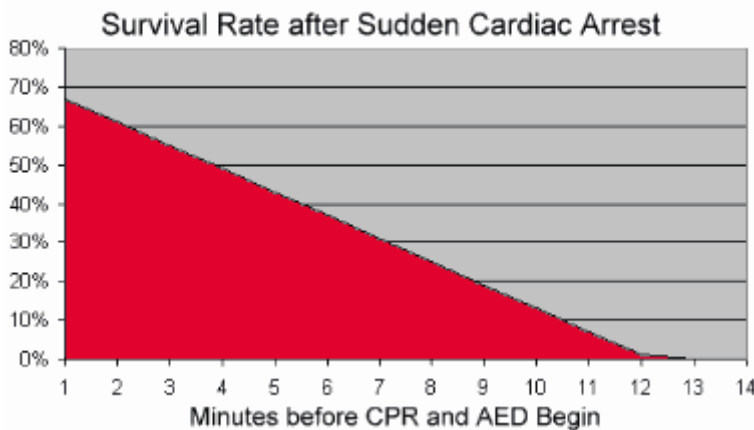
14c. The new CCCERA assumption will not be in effect until FY 2017-18. UAAL costs are paid by the employer only.

Response: Comment acknowledged.

15. Bryan Craig , RHF D Acting Chief

15a. It would be helpful to depict the relationship between mortality rates and response times.

Response: Data is not readily available on response times and mortality, as the type of incident and/or injury varies so significantly. However, County EMS provided the following table illustrating the relationship between mortality and response times in the event of a cardiac event.



15b. The Phillips 66 refinery brigade is not there on weekends and nights.

Response: Comment acknowledged.

15c. When the Phillips 66 refinery was annexed to RHFPD, the District received a small share of property tax increment; if that assessed value decreases RHFD feels this.

Response: Comment acknowledged (also, see Response 5b to Mary Piepho).

15d. A lawsuit in Hercules means almost no tax base from the development to the RHFPD. I support consolidation of RHFD (i.e., administrative, functional, full, etc.) as small districts can't survive. CCCERA decision will have an impact; the district won't have any money for this increase in costs.

Response: Comments acknowledged.

16. Ernie Wheeler, Director, RHFPD (speaking for himself)

16a. If Prop 172 funds are provided to fire districts, this may trigger a reduction in fire district revenue by ERAF 2 and ERAF 3.

Response: ERAF 2 and ERAF 3 will not take property tax from fire districts if Prop. 172 funds are allocated to fire districts.

OTHER COMMENTS RECEIVED

17. Rob Piper, City of Pinole, email correspondence 2016-05-05.

17a. Table 5 is missing the city of Rodeo altogether.

Response: Table 5 shows city population forecasts from ABAG; Rodeo is an unincorporated community, and is not shown in this table. See Table 21 for an estimate of projected Rodeo growth.

17b. Table 9 population numbers Rodeo/Hercules do not equal the numbers for Table #5 or Table #21.

Response: Table 9 shows residents per station of 16,500 for RHFPD; with two stations, the total population is double, or approximately 33,000. Table 5 utilizes forecasts provided by ABAG; Table 21 utilized the Dept. of Finance 2015 estimate for Hercules, which was slightly lower than the ABAG forecast, but Table 21 has been revised in the Final Report to be consistent with the higher ABAG number shown in Table 5.

18. Chief Stephen Healey, MOFD, email correspondence 2016-05-04.

I have three minor typographical changes I noticed in the draft:

1. Page-1 Moraga-Orinda “FPD” not “FD”
2. Page-97 “Stephen” not “Steven”
3. Page D-3 “Risk-based staffing” not “seasonal staffing” at Station-45

Response: Comments acknowledged; the Final Report will be revised accordingly.

19. Patricia Frost, Director of EMS, Contra Costa County Health Services Dept., email correspondence 2016-05-13 and 2016-06-24.

19a. On page 20 they describe the co-location of the CCFPD and AMR dispatch. Please note that those efficiencies are operationalized differently for Richmond dispatch. While the projected dispatch efficiencies may occur for all calls where CCFPD dispatches both fire and ambulance. In Richmond this is NOT the case. Richmond Dispatch dispatches fire and then CCFPD dispatches the ambulance. So efficiencies of co-location of fire and ambulance dispatchers exist ONLY for calls where CCFPD is responsible for BOTH fire and ambulance dispatch and does not apply to Richmond for EMS ambulance services.

Response: Comment acknowledged. The report will be revised as noted.

19b. In the MSR, references to response times and performance for 2014 or 2015 are based in old response time requirements. The system ambulance response zones were significantly updated based on population growth and in east county the urban response zones were changed as well. It is not clear to readers what the data reflects under the old EMS ambulance response zones vs the new ones. I recommend including both the old and the new response zone maps, and clarifying these changes for the public. I also recommend adding a table describing the new ambulance response requirements for public clarification.

Response: Comments acknowledged; the Final Report will be revised accordingly.

19c. It is important to note that the EMS agency works with fire first responder agencies based on their capabilities and has the ability to modify and optimize dispatch medical response protocols that influence deployment of assets through medical control.

Response: Comment acknowledged.

19d. There is no mention of emergency ambulance mutual aid issues in this document.

Response: Comment acknowledged; the Final Report will be revised accordingly to indicate that mutual aid to MOFD was addressed through an agreement with ConFire at the same time the new ConFire/AMR contract was implemented. The new agreement addressed issues related to the delivery of ambulance services to help assure adequate levels of service to all communities.

20. Rick Artis, Kensington resident, email correspondence 2016-05-05.

It is difficult to get useful information from the data in the KFPD Board packet. Many members of the community would greatly appreciate increased transparency and public access to the response information, as your consulting team suggested. Having worked through this with ECFD personnel (so that I could do the calculations myself), it is clear that monthly and yearly data dumps and summary reports yielding information similar to that provided to LAFCO as part of the MSR process, would take very little actual time - but allow for a much greater degree of transparency and accountability than citizens of Kensington are afforded currently. These reports (in excel format) could easily be regularly posted on the KFPD website, which would allow for appropriate public scrutiny.

The El Cerrito budget shown on Table 4 should exclude payments for the KFPD contract.

Response: Comments acknowledged. The report has been revised to adjust for the El Cerrito budget change as noted. The report also recommends additional call report subtotaling specific to KFPD calls in/out of Kensington.

**RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION
ADOPTING DETERMINATIONS FOR THE 2016 FIRE & EMERGENCY MEDICAL SERVICES
MUNICIPAL SERVICE REVIEW**

WHEREAS, Government Code §56430 requires LAFCO to conduct municipal service reviews (MSRs) in order to prepare and update spheres of influence (SOIs) pursuant to Government Code §56425; and

WHEREAS, the Commission previously authorized the *Fire & Emergency Medical Services (EMS) MSR* to be prepared; and

WHEREAS, the MSR covers services provided by three cities - El Cerrito, Pinole and Richmond, and eight special districts - County Service Area (CSA) EM-1, 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 Protection District (RHFPD) and San Ramon Valley Fire Protection District (SRVFPD); and

WHEREAS, this is the 2nd round *Fire/EMS MSR* which concentrates on: 1) data updates for the 11 fire/EMS service providers, 2) review of auto and mutual aid agreements, and 3) focused analysis on East Contra Costa Fire Protection District and Rodeo Hercules Fire Protection District and the interface with Contra Costa County Fire Protection District; and

WHEREAS, on May 11, 2016, the Commission held a public hearing to receive an overview of the Public Review Draft MSR, receive public comments, and provide input; and

WHEREAS, the Commission agreed to a 90-day pause to allow additional time to review potential changes in retirement benefit rates, and directed that the Final Draft MSR be presented at a public hearing on August 10th; and

WHEREAS, the MSR report and determinations are Categorically Exempt from the California Environmental Quality Act (CEQA) pursuant to §15306 Class 6 of the CEQA Guidelines.

NOW, THEREFORE, BE IT RESOLVED that the Contra Costa Local Agency Formation Commission does hereby resolve, determine and order as follows:

The *Fire & Emergency Medical Services (EMS) MSR* (2nd Round) determinations attached hereto as Exhibit A and incorporated herein by reference are hereby adopted.

* * * * *

PASSED AND ADOPTED THIS 10th day of August 2016, by the following vote:

- AYES:
- NOES:
- ABSTENTIONS:
- ABSENT:

MARY N. PIEPHO, CHAIR, CONTRA COSTA LAFCO

I hereby certify that this is a correct copy of a resolution passed and adopted by this Commission on the date stated above.

Dated: August 10, 2016

Lou Ann Texeira, Executive Officer

EXHIBIT A
FIRE & EMERGENCY MEDICAL SERVICES
MUNICIPAL SERVICE REVIEW DETERMINATIONS

Growth and Population

GENERAL

- The Association of Bay Area Governments (ABAG) projects that Contra Costa County's population growth from 2015 to 2020 will average 0.7% annually, which is approximately the same rate of growth the County realized from 2010 to 2015. East and West County growth is above the countywide average, and Central County exhibits slightly below-average rates.
- Between 2015 and 2020, the cities of Hercules and Oakley are expected to see the highest annual growth rates in the County, with 1.7% and 1.6% respectively; these cities will also see a corresponding increase in service demand. These growth rates will impact the most vulnerable districts – East Contra Costa Fire Protection District (ECCFPD) and Rodeo Hercules Fire Protection District (RHFPD).
- Continued population growth, job creation, and changes in health care services affect the volume and location of service calls, creating the need for new facilities and staff resources in order to sustain services. While recovery in real estate and development has benefits, it also has costs in terms of increases in service demands.
- The recession created a pause in real estate development. However, with recovery in real estate markets, development planning and construction has resumed. New development creates increased service responsibilities and costs to all fire service agencies, but does not provide sufficient revenues to maintain adequate service levels, particularly to ECCFPD and RHFPD.
- Fire service providers throughout the County continue to work toward restoring service levels. However, the ability to restore services to pre-recession levels and fund increased services required by new development is especially challenging for the ECCFPD and RHFPD.

ECCFPD

- Growth within the ECCFPD is expected to increase as the region recovers from the recession. Projections indicate growth of 0.8 to 1.5% annually, or about 240 new residents per year.
- This growth will increase calls for service and potentially reduce resources required for responses to other areas when multiple calls occur.
- ECCFPD's response times currently fall below national standards, and are likely to worsen as service calls increase.

RHFPD

- Growth in the RHFPD is expected to increase as the region recovers from the recession. Projections indicate growth of 1.4 to 1.5% annually over the next 10 years, or about 480 new residents per year.
- This growth will increase calls for service and potentially reduce resources required for responses to other areas when multiple calls occur.
- Response times, which currently fall below national standards, will worsen, particularly if one of the RHFPD's two stations is closed.

Location and characteristics of any disadvantaged unincorporated communities (DUCs) within or contiguous to the sphere of influence (SOI)

GENERAL

- LAFCO has catalogued and mapped disadvantaged communities (incorporated and unincorporated) in Contra Costa County, most of which are located in East and West County.

ECCFPD

- There are several disadvantaged communities located within the SOI of ECCFPD; these areas include Bethel Island, and an area to the east of Brentwood that includes the community of Knightsen. These two areas

experience among the worst response times in the District - 13:37 and 18:18 minutes, respectively (90% of responses fall within those times). Although these are rural communities and subject to a different standards (National Fire Protection Association 1720); these response times fall significantly below overall ECCFPD times, and well below national standards for “Best Practices” of 5 minutes and 20 seconds.

RHFPD

- One area within the Rodeo community has been identified as a disadvantaged community. The area is within one mile of RHFPD Station 75; therefore, response times for the first-arriving engine company should meet or exceed Best Practice norms. However, if Station 75 closes as a result of revenue shortfalls, the next closest station would be Station 76, over two miles away. Times required for arrival of additional engine companies in the event of a structure fire would increase.

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any DUCs within or contiguous to the SOI

GENERAL

- Service adequacy can be measured by various factors, including response times, Insurance Service Office (ISO) ratings, per capita service levels and other factors.
- A majority of service calls to which fire agencies respond are medical (over 72%). Many Contra Costa County fire service providers are unable to meet “best practices” for response times and staffing. In 2009 and still today, local fire agencies are unable to meet national and state guidelines for fire response times 90% of the time. Response times have worsened for ECCFPD and RHFPD due to fiscal challenges, station closures, and staff reductions.
- Since the last MSR in 2009, the number of open stations declined by nearly 15% - a net reduction of approximately 10 stations. Meanwhile, the population of Contra Costa County increased by 3.5% over the same period. The closure of five ECCFPD stations accounts for the majority of the station reductions.
- Regarding infrastructure, nearly half of the fire stations in the County are over 40 years old and a significant number are in poor condition, needing repair or replacement. The total number of stations rated by the agencies as in “poor” condition increased from six stations in 2009 to 17 stations in 2015.
- Funding challenges have made it difficult for many service providers to plan for and fund capital needs.

ECCFPD

- The ECCFPD has the longest response times in the County at 11:58 minutes (90% of responses), and the highest ISO rating of 4/10.
- Since 2009, ECCFPD has closed five of its eight fire stations. The three stations currently staffed are rated in “excellent” condition.
- Three stations are inadequate to cover the District’s 249 square mile service area, and adversely affect response times, ISO ratings and service levels. With its current three stations, ECCFPD relies on aid from other agencies.
- Limited firefighting resources increases the probability that adequate response to a structure fire, which requires a minimum of 15 firefighters, will not arrive in time to contain a fire and minimize damage to property and risk of injury to residents.
- ECCFPD does not have a current Capital Improvement Program. A recently completed Standards of Cover (SOC) study – *Deployment Performance and Headquarters Staffing Adequacy Study* - documents service needs and related facilities and equipment throughout the District.

RHFPD

- The RHFPD has the second longest response times in the County at 9:43 minutes (90% of responses), and an ISO rating of 2/2X. Closure of one of the District’s two stations, which could occur due to financial constraints, will worsen response times. Consequently, first responder times will increase, and the RHFPD will become increasingly reliant upon aid from other agencies, increasing the probability that adequate response to a structure fire, which requires a minimum of 15 firefighters, will not arrive in time to contain a fire and minimize damage to property and risk of injury to residents.

- The RHFPD currently operates two fire stations, both of which are functional, but do not meet “essential services” and “best practices and design” standards, according to the District.
- Given the loss of special tax funding and expiration of a federal grant, the District may close one station. Returning to a one-station configuration will have significant impacts on service, particularly fire suppression.
- The RHFPD has a Business Plan and Capital Improvement Plan with funds designated for infrastructure improvements; however, it is likely that most of these funds will be needed for operations to buffer the impact of reduced assessment and grant revenues.

Financial Ability of Agencies to Provide Services

GENERAL

- For the most part, Contra Costa County fire service providers have the financial ability to deliver appropriate service levels, with the exception of East Contra Costa Fire Protection District (ECCFPD) and Rodeo Hercules Fire Protection District (RHFPD), which receive a significantly low share of the ad valorem property tax.
- The primary revenue source for the fire districts is property taxes, which depend on the district’s share of taxes generated by assessed value within district boundaries. A low share of property taxes, combined with relatively low assessed values, contributes to the significant financial problems of the ECCFPD and RHFPD, which receive on average 6% to 7% of each property tax dollar paid within their districts, compared to other districts that receive two to three times that tax share.
- In general, fire districts have limited sources of revenue in that they do not charge fees for most services, have high insurance costs due to the risky nature of the profession, have incurred significant pension liabilities from past underfunding, and some receive low property tax shares as they evolved from volunteer agencies. New taxes, increased development fees and pension reform may help alleviate some of the fiscal challenges.
- According to the County Assessor, assessed values and property taxes have recovered and now exceed pre-recession levels. The increase in the countywide local tax base for FY 2015-16 represents a 7.53% increase in assessed value.
- The new partnership between the County, Contra Costa County Fire Protection District (CCCFPD) and American Medical Response (AMR) is expected to result in cost savings, reduced response times, and other efficiencies.

ECCFPD

- ECCFPD serves most of far East Contra Costa County, with a service area of 249 square miles, the second largest service area in the County.
- The District continues to suffer from inadequate financial resources, and was forced to close five fire stations since 2009, which has significantly increased response times from its three remaining stations.
- ECCFPD is heavily dependent on property tax, which is significantly lower than most other fire districts in the County; and has been unsuccessful in passing special taxes due to lack of voter support.
- ECCFPD carries significant pension and Other Post-Employment Benefits (OPEB) liabilities.
- A recently formed Task Force, composed of representatives from the County and the cities of Brentwood and Oakley, has provided ECCFPD interim financing to re-open one station, and is investigating longer-term solutions in partnership with affected agencies.
- The District continues to look for financial enhancements and governance options, through a Standards of Cover (SOC) Study, pursuit of independence through a directly elected board, and an ongoing quest for new funding sources.
- Improved financial conditions will help to address infrastructure needs and service deficiencies. Other issues noted in the MSR, including lack of adequate financial documentation and elected representation, could also be better addressed as improved financial resources allow.
- New funding sources, such as special taxes and new and increased fees are needed to sustain ECCFPD.

RHFPD

- RHFPD serves the City of Hercules and unincorporated Rodeo, a portion of which is a Disadvantaged Unincorporated Community (DUC).
- RHFPD relies on property tax for a majority of its revenue, and receives the lowest allocation of property tax of all fire districts in the County. Other fiscal constraints include reduced property tax in the City of Hercules due

to extensive redevelopment; limited property tax from the Phillips refinery property; significant pension and OPEB liabilities; and a recent court decision that terminated the District's 2014 benefit assessment at the end of FY 2016-17.

- Within the next 1-2 years, RHFPD revenues will decline by over \$2.6 million, or 40% of its revenues, due to its SAFER Grant ending and the elimination of its recently adopted 2014 benefit assessment. Without additional revenues, the RHFPD faces the potential closure of one of its two stations, which will significantly impact service levels.
- In an effort to maintain current service levels, RHFPD continues to pursue new revenue sources including tax measures, grant and bond opportunities; additional Measure H funding (countywide assessment to improve EMS); possible Proposition 172 funds through the County; and possible increases to charges and fees.

Status of, and Opportunities for, Shared Facilities

GENERAL

- Local fire agencies have entered into various agreements, both formal and informal, to augment existing services and to jointly respond to hazards that may be beyond the capability of any single agency. These agreements, in some cases, also provide for the sharing of functions such as training, dispatch, and administrative services.
- All fire agencies in the County have signed the California State Master Mutual Aid Agreement that is administered by the State Office of Emergency Services. Further, all agencies have also signed the Contra Costa County Fire Chiefs' Mutual Aid Plan, which was last updated in 1997.
- In addition to the County Mutual Aid Agreement, automatic aid agreements are in place among fire agencies that are in close proximity to each other. In Contra Costa County, every fire agency is party to at least one, and, often, multiple automatic aid agreements.
- The new partnership between the County, CCCFPD and AMR is expected to result in cost savings, reduced response times, and other efficiencies. In conjunction with this partnership, the EMS Agency (Contra Costa Health Services) is the County's designated contract manager and reviews CCCFPD and AMR's performance. Performance monitoring for independent fire districts providing EMS ambulance services is a responsibility shared by those fire districts and the EMS Agency.
- The Battalion 7 "shared resources agreement" is an operational agreement, which includes the following fire departments: City of Pinole, CCCFPD (San Pablo and other unincorporated pockets) and RHFPD. Each of the three partner agencies provides an operational Battalion Chief to cover one of the rotating three 24-hour shifts. Each 24-hour Battalion Chief is responsible for the operational activities of the on-duty personnel from all three separate fire agencies.
- The West County fire agencies participate in mutual and automatic aid agreements, and participate in shared operational training.
- CCCFPD, the City of Pinole and RHFPD are currently considering a "shared Chief" position for the City of Pinole, along with other cost-effective, inter-agency solutions to reduce overhead costs for the three agencies. While significant issues remain to be addressed (e.g., pay, benefits, pension obligations, etc.), if implemented, these efforts could decrease operational costs for the agencies significantly and materially improve service. The shared Chief position will, if implemented, make a significant step in integrating the agencies in a functional manner.
- Absent consolidation or annexation, "functional" consolidation, which does not require governance changes, could provide a more efficient application of resources available in West Contra Costa County. While functional consolidation could improve the long-term financial sustainability of RHFPD, it would not offset the inherent service deficiencies of RHFPD as a result of unfunded service demands and a closed fire station.

ECCFPD

- The City of Brentwood provides administrative support services to ECCFPD. CCCFPD provides fire prevention, fire investigation, and communications services.
- The ECCFPD has relied on CCCFPD for auto aid and assistance, which was recently reduced pursuant to a revised automatic aid agreement. According to the agreement, CCCFPD will no longer respond automatically to non-critical medical emergencies unless ECCFPD resources are unavailable.

RHFDP

- The RHFDP and other local fire agencies have entered into agreements to augment existing services and jointly handle hazards that may be beyond the capability of any single agency. These agreements also help to ensure coordinated responses to wildland/interface incidents and to incidents on agency borders.
- The RHFDP provides fire and rescue services to CCCFPD and CAL FIRE along the Highway 4 Corridor, through a series of automatic aid and mutual threat zone agreements.
- The RHFDP provides 24-hour battalion coverage along with CCCFPD and the City of Pinole. These three agencies also train together.
- The RHFDP's Station 76 in Hercules serves as the Training Center for Battalion 7.
- From February 2011 through June 2013, the RHFDP fire chief served as chief for the City of Pinole, and the District shared certain administrative costs with the City of Pinole.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

GENERAL

- Most of the agencies reviewed follow "Best Practices" in terms of contested elections, constituent outreach efforts, transparency, and disclosure practices.
- Recent changes in standards issued by the Government Accounting Standards Board (GASB) allow for the reporting of "net liabilities" for pension and OPEB plans. While the "net" reporting helps to simplify the reporting process, it also reduces the availability of important information available to the public regarding total pension and OPEB assets and liabilities, and actual vs. total required payments. Agencies should include both the total and the net liabilities to provide maximum transparency and public information.

ECCFPD

- The ECCFPD follows generally accepted practices and legal requirements for meeting noticing procedures. However, given the District's severe financial constraints, some of the website information is delayed (e.g., meeting minutes), incomplete (e.g., Board member contact info, budget details), or missing (e.g., independent financial reports, pension and OPEB reports).
- Efforts are underway to stabilize ECCFPD's funding and to create a more representative elected Board to enhance accountability.

RHFDP

- The RHFDP follows generally accepted practices and legal requirements for meeting noticing procedures. Current meeting agenda/packets, financial/budget information, and some archived documents (i.e., meeting minutes) are available on the District's website.
- The District prepared a Business Plan and a Strategic Plan in 2012 that provide clear direction and strategies; however, implementation has been stymied by the District's lack of financial resources.

**Fire & Emergency Medical Services
Municipal Services Review (MSR) and Sphere of Influence (SOI) and Governance Options**

AGENCY	2009 SOI UPDATE - APPROVED	2016 SOI OPTIONS	GOVERNANCE OPTIONS
County Service Area (CSA) EM-1	Retained existing coterminous SOI	<ul style="list-style-type: none"> • Retain existing SOI 	<ul style="list-style-type: none"> • None identified
Contra Costa County Fire Protection District (CCCFPD)	Expanded SOI to include area southeast of Clayton, Roddy Ranch area, eastern boundary areas in the cities of Antioch and Pittsburg already served by CCCFPD; removed Bogue Ranch area previously annexed to SRVFPD; removed 101 acres in Orinda previously annexed to MOFD; continued to exclude from SOI the western boundary areas (i.e., City of San Pablo, and unincorporated areas including Bayview, East Richmond Heights, El Sobrante, Montalvin Manor, North Richmond, Tara Hills) to facilitate future West County fire consolidation ¹	<ul style="list-style-type: none"> • Retain existing SOI and continue to exclude western boundary areas¹ • Expand SOI to include western boundary areas already being served (2009) • Reduce SOI to remove area in North Alamo (2009) • Expand SOI to include City of Pinole (2009) • Remove Avon area from SOI - served by private fire brigade (2009) 	<ul style="list-style-type: none"> • Participate in a Battalion 7/West County Fire/EMS Task Force with representatives from all affected agencies. The Task Force would undertake and implement a regional Standards of Cover (SOC) of Study, apply for grants, refine operational practices and develop cooperative agreements to improve services through collaboration • Consider annexing Tesoro refinery
Crockett-Carquinez Fire Protection District (CCFPD)	SOI update pending - deferred SOI update to facilitate a future West County fire consolidation	<ul style="list-style-type: none"> • Retain existing SOI • Expand/reduce SOI to coincide with service area (i.e., overlaps with RHFPD service area) (2009) • Adopt “provisional” or “zero” SOI in anticipation of future West County consolidation (2009) 	<ul style="list-style-type: none"> • Participate in a Battalion 7/West County Fire/EMS Task Force with representatives from all affected agencies. The Task Force would undertake and implement a regional Standards of Cover (SOC) Study, apply for grants, refine operational practices and develop cooperative agreements to improve services through collaboration
East Contra Costa Fire Protection District (ECCFPD)	Removed from SOI Roddy Ranch property	<ul style="list-style-type: none"> • Adopt “provisional” SOI • Adopt “zero” SOI • Retain existing SOI • Expand SOI to include Jersey and Bradford islands and Webb Tract which are not currently in any fire district’s boundary (2009) 	<ul style="list-style-type: none"> • Establish an independent governing board • Work with the County and the cities of Brentwood and Oakley to develop a multi-faceted funding plan to increase revenues (e.g., special taxes, development fees, community facility districts, etc.) • Continue efforts to educate and involve the community

AGENCY	2009 SOI UPDATE - APPROVED	2016 SOI OPTIONS	GOVERNANCE OPTIONS
Kensington Fire Protection District (KFPD)	SOI update pending - deferred SOI update to facilitate a future West County fire consolidation, and pending completion of Kensington Police Protection & Community Services District MSR	<ul style="list-style-type: none"> • Retain existing SOI • Expand SOI to include EBMUD reservoir area (2009) • Adopt “provisional” or “zero” SOI in anticipation of future West County consolidation (2009) 	<ul style="list-style-type: none"> • Participate in a Battalion 7/West County Fire/EMS Task Force with representatives from all affected agencies. The Task Force would undertake and implement a regional Standards of Cover (SOC) of Study, apply for grants, refine operational practices and develop cooperative agreements to improve services through collaboration • Enhance reporting to separate City of El Cerrito and KFPD call data
Moraga Orinda Fire District (MOFD)	Expanded SOI to include 101 acres previously annexed to MOFD	<ul style="list-style-type: none"> • Retain existing SOI 	<ul style="list-style-type: none"> • None identified
Rodeo Hercules Fire Protection District (RHFPD)	SOI update pending - deferred SOI to facilitate a future West County fire consolidation	<ul style="list-style-type: none"> • Adopt “provisional” SOI • Adopt “zero” SOI • Retain existing SOI • Expand/reduce SOI to coincide with service area (i.e., submerged areas, overlaps with CCCFPD) (2009) 	<ul style="list-style-type: none"> • Participate in a Battalion 7/West County Fire/EMS Task Force with representatives from all affected agencies. The Task Force would undertake and implement a regional Standards of Cover (SOC) of Study, apply for grants, refine operational practices and develop cooperative agreements to improve services through collaboration • Pursue new funding sources
San Ramon Valley Fire Protection District (SRVFPD)	Expanded SOI to include previously annexed areas (Tassajara Valley/Morgan Territory, Bogue Ranch)	<ul style="list-style-type: none"> • Retain existing SOI • Increase SOI to include area in North Alamo (2009) 	<ul style="list-style-type: none"> • None identified
City of El Cerrito	Retained existing SOI following completion of 2009 city services MSR	Pending completion of future city service MSR	<ul style="list-style-type: none"> • Participate in a Battalion 7/West County Fire/EMS Task Force with representatives from all affected agencies. The Task Force would undertake and implement a regional Standards of Cover (SOC) of Study, apply for grants, refine operational practices and develop cooperative agreements to improve services through collaboration

AGENCY	2009 SOI UPDATE – APPROVED	2016 SOI OPTIONS	GOVERNANCE OPTIONS
City of Pinole	Retained existing SOI following completion of 2009 city services MSR	Pending completion of future city service MSR	<ul style="list-style-type: none"> Participate in a Battalion 7/West County Fire/EMS Task Force with representatives from all affected agencies. The Task Force would undertake and implement a regional Standards of Cover (SOC) of Study, apply for grants, refine operational practices and develop cooperative agreements to improve services through collaboration
City of Richmond	Removed from the SOI areas east of Bonita Road and at North Arlington following completion of 2009 city services MSR	Pending completion of future city service MSR	<ul style="list-style-type: none"> Participate in a Battalion 7/West County Fire/EMS Task Force with representatives from all affected agencies. The Task Force would undertake and implement a regional Standards of Cover (SOC) of Study, apply for grants, refine operational practices and develop cooperative agreements to improve services through collaboration

1. The 2009 MSR recommended that a West County Ad Hoc Committee be formed to address issues raised in the 2009 MSR report and pursue future boundary and/or operational changes