

CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION  
EXECUTIVE OFFICER'S REPORT

December 11, 2024 (Agenda)

**LAFCO 24-04**

Annexation of Rodeo Hercules Fire Protection District (RHFPD) to Contra Costa County Fire Protection District (CCCFPD) and Dissolution of RHFPD

**APPLICANTS**

CCCFPD Resolution No. 2024-10 adopted August 6, 2024 (Attachment 1)  
RHFPD Resolution 2024-18 adopted July 31, 2024 (Attachment 2)

The districts adopted substantially similar resolutions requesting a sphere of influence (SOI) amendment, boundary reorganization, and dissolution of RHFPD. Pursuant to Government Code (“GC”) section 56853(a), because both districts adopted substantially similar resolutions, the Commission shall approve, or conditionally approve, the proposal.

**SYNOPSIS**

In August 2024, CCCFPD filed applications with LAFCO to expand CCCFPD’s SOI to include RHFPD along with a corresponding application to annex RHFPD to CCCFPD and dissolve RHFPD. On November 13, 2024, the Commission considered and approved the SOI expansion pursuant to the Cortese Knox Hertzberg Local Government Reorganization Act of 2000 (“CKH Act”) GC section 56000 et seq.

The matter before the Commission today is the proposed annexation to CCCFPD and corresponding dissolution of RHFPD.

**PURPOSE**

The reasons for the boundary reorganization and dissolution of RHFPD are summarized below:

- 1) To enhance and expand fire and emergency medical services to the Rodeo Hercules area;
- 2) To improve efficiency, effectiveness, and economy of fire protection services within the subject area;  
and
- 3) To better meet the fire, rescue, and emergency medical service needs of the residents.

**BACKGROUND**

The Rodeo Fire District (RFD) was formed in 1937 (pre LAFCO) as an independent fire district to serve the Rodeo community. In 1978, the City of Hercules was annexed to RFD. The RHFPD covers 32± square miles and includes the City of Hercules, the unincorporated Town of Rodeo community, and surrounding unincorporated areas. RHFPD is governed by a five-member elected board. The RHFPD serves a population of approximately 35,865 [*Data Analysis: Contra Costa County Department of Conservation & Development*].

**RHFPD** personnel include 22 full-time and one part-time staff (presently unstaffed). RHFPD deploys its apparatus and personnel from two fire stations and has an Insurance Services Office (ISO) and Public Protection Classification (PPC) rating of 2/2. The ISO creates ratings for fire departments and their surrounding communities. The ratings calculate how well-equipped fire departments are to put out fires in that community. In the ISO rating scale, a lower number is better.

RHFPD also provides code enforcement, fire inspections, plan reviews, fire cause investigations, and public education and prevention programs.

Regarding funding, RHFPD is a smaller district that has seen growth in property value with moderate increases in property tax revenue which are being outpaced by expenses, leaving a forecasted ongoing structural deficit in the near future. Property tax revenues have been negatively impacted by the dissolution of redevelopment agencies and the continued property development within the City of Hercules Redevelopment Area. Measure O and the 1998 Benefit Assessment District funds will continue to be committed to funding services within the RHFPD service area.

**CCCFPD** was formed in 1964 as a county-dependent district through the consolidation of the Central Fire District, and the Mt. Diablo County Fire District. Subsequently, Mountain View FPD, Lafayette FPD, Bay Point FPD, Island FPD, Briones County FPD, Pinole FPD, Riverview FPD, and West County FPD also consolidated with CCCFPD. In 2022, CCCFPD annexed East Contra Costa Fire Protection District (ECCFPD) and LAFCO dissolved ECCFPD. CCCFPD is a dependent district, and the County Board of Supervisors serves as the governing board for CCCFPD.

The CCCFPD service boundary currently covers 525± square miles and includes the cities of Antioch, Brentwood, Clayton, Concord, Lafayette, Martinez, Oakley, Pleasant Hill, Pinole (out of agency service contract) Pittsburg, San Pablo and Walnut Creek; and the unincorporated communities of Alhambra Valley, Bay Point, Bethel Island, Clyde, Discovery Bay, East Richmond Heights, El Sobrante, Knightsen, Pacheco, North Richmond, and Marsh Creek/Morgan Territory areas. CCCFPD serves a population of approximately 750,000 (including a contract with the City of Pinole).

CCCFPD currently employs 604 personnel, has 80 apparatus bays, and has 35 fire stations throughout the District.

CCCFPD is funded primarily by property tax revenues (ad valorem). Other revenue sources include charges for services, intergovernmental revenue, and other taxes.

**SUMMARY TABLE**

<b>FACTOR</b>	<b>CCCFPD</b>	<b>RHFPD</b>
Service Area	525± square miles	32± square miles
Population	750,000 (including contract with City of Pinole)	35,865
Stations	35	2
Staff		
-Operations	450	19
-Admin/Support	154	3
FY 2023-24 Budget		
-Total Expenditures	\$305,035,432	\$10,037,082
-Total Revenues	\$325,189,399	\$ 9,519,598

**Special Studies/Municipal Service Reviews (MSRs)** - In December 2020, an annexation feasibility study was commissioned by CCCFPD to determine the feasibility of annexing ECCFPD and RHFPD to CCCFPD. The study also included a MSR and SOI component. A consultant, AP Triton, prepared the *Fire District Annexation Feasibility/Municipal Services Review*. The study/MSR is available online at

<https://www.cccfpd.org/annexation> In July 2021, the findings of the study were presented to the governing bodies of the three districts. Some of the key findings are presented below:

### **CCCFPD**

- Is large and is a well-funded all-risk fire district
- Has a stable and growing revenue stream
- Has processes for funding facility remodeling and new fire stations that will streamline the process of improvements throughout the annexed service area
- Has a unique bilingual education program for the juvenile fire-setter team

### **RHFPD**

- RHFPD is a smaller district that has seen growth in property value with moderate increases in property tax revenue, which are being outpaced by expenses, leaving a forecasted ongoing structural deficit in the near future.
- Property tax revenues have been negatively impacted by the dissolution of redevelopment agencies and the continued property development within City of Hercules Redevelopment Area.
- RHFPD cannot meet the increased call load in the communities served with existing personnel and equipment levels without relying on mutual aid and automatic aid agencies
- RHFPD Measure O and the 1998 Benefit Assessment District funds will continue to be committed to funding services within the RHFPD service area
- RHFPD and CCCFPD share battalion chief coverage
- RHFPD currently has limited administrative support
- All existing RHFPD personnel that desire to do so will be employed by CCCFPD, with the exception of the RHFPD fire chief and part-time personnel
- The potential boundary reorganization will not result in layoffs

A subsequent analysis was performed in conjunction with a strategic plan by a separate consultant commissioned by the RHFPD Board of Directors in 2023. The synopsis of the study and consensus with the 2021 findings are contained in the Executive Summary of the *Plan for Services* (pages 4-7). The annexation feasibility study concluded that annexation of RHFPD to CCCFPD is feasible and recommended that CCCFPD pursue annexation. Ultimately, both CCCFPD and RHFPD voted to pursue the boundary reorganization and adopted substantially similar resolutions.

Over the years, there have been several LAFCO Municipal Service Reviews (MSRs) covering fire and emergency medical services (EMS). In 2009, LAFCO completed a comprehensive MSR covering fire and EMS. The 2009 MSR identified significant governance, service, and fiscal issues for both ECCFPD and RHFPD. The MSR also identified governance structure options for both districts, including dissolution and annexation to CCCFPD.

In 2016, LAFCO completed its 2<sup>nd</sup> round MSR covering fire and EMS. The 2016 MSR provided updates to the 2010 MSR and focused primarily on the two most distressed fire districts - ECCFPD and RHFPD. The 2016 MSR findings included the following:

- **Financing** - For the most part, Contra Costa County fire service providers have the financial ability to deliver appropriate service levels, with the exception of ECCFPD and RHFPD.

- **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.
- **Service Levels** – ECCFPD and RHFPD are unable to meet “Best Practices” for response times and staffing due to their current and possible future lack of personnel and equipment resources.
- **Disadvantaged Communities** – RHFPD serves several communities including unincorporated Rodeo which includes a disadvantaged community.

The 2016 LAFCO MSR identified two SOI options for both ECCFPD and RHFPD - a “zero” SOI and a “provisional” SOI. Both options signaled a future reorganization and required both districts to provide periodic updates to LAFCO on its progress in addressing fiscal, governance, and service challenges identified in the MSR.

## **DISCUSSION**

The Government Code sets forth factors that the Commission must consider in evaluating a proposed boundary change as discussed below (GC §56668). In the Commission's review and evaluation, no single factor is determinative. In reaching a decision, each factor is to be evaluated within the context of the overall proposal. These factors are analyzed in Exhibit B. In addition, other factors are discussed below.

### **LAFCO Applications and Plan for Services**

In accordance with GC §56653, whenever a local agency submits a resolution of application for a change of organization or reorganization, the local agency must also submit a plan for providing services within the affected territory. The plan shall include all of the following information and any additional information required by the Commission and the LAFCO Executive Officer:

- (1) An enumeration and description of the services to be extended to the affected territory.
- (2) The level and range of those services.
- (3) An indication of when those services can feasibly be extended to the affected territory.
- (4) An indication of any improvement or upgrading of structures, roads, sewer or water facilities, or other conditions the local agency would impose or require within the affected territory if the change of organization or reorganization is completed.
- (5) Information with respect to how those services will be financed.

In August 2024, CCCFPD submitted applications to LAFCO to expand the SOI for CCCFPD to include RHFPD, a corresponding boundary reorganization application to annex RHFPD to CCCFPD and dissolve RHFPD, and a *Plan for Services* (Attachment 3), which covers a range of issues including, but not limited to, the following:

- *Background and Setting/Legal Content/Reorganization Process*
- *History of Districts*
- *Justification* for the proposed boundary reorganization (i.e., enhanced standardized training, augmented service levels, service efficiency, cost savings)
- *Plan and description of services* including services to be extended, current service delivery levels and services to be extended, infrastructure needs, and planned improvements
- *Level and range of services*, including increased staffing deployment; enhanced full-time fire prevention and fire investigation services, advanced life support, internal apparatus and fleet maintenance programs;

maintaining the two fire stations within the RHFPD service area; equipment expansion; service enhancements

- *Fiscal analysis, financial projections, and appropriations limit*
- *Proposed transition plan and reorganization timeline*
- *Governance structure, personnel, training, and employment agreements*
- *Fiscal sustainability*

**Assessed Value, Tax Rates and Indebtedness:**

The reorganization area is within numerous tax rate areas (TRAs). The assessed value for the RHFPD is \$8,430,793,751 based on the 2024-25 tax roll. The assessed value for CCCFPD is \$155,762,007,198 based on the 2024-25 tax roll. Based on the adopted 2023-24 budget, it was estimated that RHFPD will receive \$4,595,759 in property tax revenue in FY 2023-24. Property tax revenue is the largest source of revenue for both CCCFPD and RHFPD. In accordance with the proposed reorganization, CCCFPD will receive all RHFPD assets, including property tax revenue, benefit assessments, and special taxes generated in the subject area.

**LAFCO Proceedings and Public Comments:**

Notice and Public Hearing – The proposed boundary reorganization is subject to a public hearing. Notice of this proposal was advertised in the West County edition of the Contra Costa Times. A 1/8-page display ad was published in accordance with the CKH Act. Also, individual notices were provided to affected and interested agencies, County departments, and those individuals and agencies that requested notification.

Public Comments and Pending Issues - As of this writing, Contra Costa LAFCO has received no protest letters/emails. However, opinions and concerns were expressed by the public regarding the following perceived issues:

- Inadequate notice in 2024 of a proposed annexation (last notice of possible merger was sent by Chief Craig to the District in 2021).
- Voters should have the right to vote on the annexation.
- RHFPD is financially able to remain independent.
- A permanent Chief can lead the District while balancing financial resources.
- RHFPD can better deliver community outreach, education and CERT classes.
- CCCFPD may decide to close a station.

It should be noted that the factual basis for these concerns has not been validated.

Reconsideration - Following LAFCO's approval of a proposal, there is a 30-day reconsideration period whereby any person or affected agency may file a written request with the LAFCO Executive Officer requesting amendments to, or reconsideration of, the LAFCO resolution. The request shall state the specific modification to the resolution being requested and shall state what new or different facts that could not have been presented previously are claimed to warrant the reconsideration. Upon a timely receipt, the LAFCO Executive Officer shall place the request on the agenda of the next meeting of the commission for which notice can be given. At that meeting, the commission shall consider the request and receive any oral or written testimony. The Commission may approve the request with or without amendment, wholly, partially, or conditionally, or disapprove the request. (GC §56895)

Protest Hearing - The subject territory is inhabited, and the proposal is subject to protest proceedings. Following the 30-day reconsideration period, LAFCO will publish a notice in the East Bay Times and hold a protest hearing whereby affected landowners and voters within the subject area can file a written protest. The protest thresholds are shown in the table below.

**INHABITED**

Terminate Annexation	Order Annexation without an election	Order Annexation subject to an election
A majority of voters protest	Less than 25% of voters or landowners owning less than 25% of the assessed value of land protest	At least 25%, but less than 50% of voters, or at least 25% of landowners owning 25% or more of the assessed value of land protest

**Boundaries and Lines of Assessment:**

The boundary reorganization proposal will add RHFPD territory to CCCFPD's service boundary as shown in Exhibit A. No plat and legal description are required for this boundary reorganization as determined by the State Board of Equalization.

**CONCLUSION**

One of the fundamental goals of LAFCOs is to ensure the efficient and effective provision of municipal services in an accountable manner. As detailed in the proposal, approval of this proposal will enhance and expand fire and emergency medical services to the Rodeo Hercules area; improve efficiency, effectiveness and economy of fire protections services within the subject districts; and better meet the fire, rescue and emergency medical service needs of the residents of the reorganized district.

**Environmental Impact of the Proposal:**

CCCFPD, as Lead Agency, found the project categorically exempt from CEQA pursuant to CEQA Guidelines section 15320(b) (Class 20) – *Changes in Organization of Local Agencies*. The LAFCO Environmental Coordinator reviewed the document and finds it adequate for LAFCO purposes.

**ALTERNATIVES FOR COMMISSION ACTION**

After consideration of this report and any testimony or additional materials that are submitted, the Commission should consider approving one of the following options:

**Option 1**

- A. Adopt LAFCO Resolution No. 24-04 (Attachment 4) approving the annexation of RHFPD to CCCFPD and dissolving RHFPD as depicted on the attached map (Exhibit A), with the terms and conditions as proposed in Resolution No. 24-04.
- B. Find, as a responsible agency, that the proposed annexation of RHFPD to CCCFPD and corresponding dissolution of RHFPD are categorically exempt from CEQA pursuant to CEQA Guidelines section 15320(b) (Class 20) – *Changes in Organization of Local Agencies*
- C. Adopt this report annexing RHFPD to CCCFPD and dissolving RHCFPD as described herein and shown on the attached map (Exhibit A), subject to the terms and conditions as proposed in LAFCO Resolution 24-04.

**Option 2**

DENY the proposed boundary reorganization.

**Option 3**

CONTINUE this matter to a future meeting.

**RECOMMENDED ACTIONS:**

It is recommended that the Commission approve Option 1.

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LOU ANN TEXEIRA, EXECUTIVE OFFICER  
CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION

**Attachments:**

Attachment 1 – CCCFPD Resolution of Application No. 2024-10

Attachment 2 – RHFPD Resolution 2024-18

Attachment 3 – Plan for Service

Attachment 4 – Draft LAFCO Resolution No. 24-04 – Boundary Reorg and Dissolution

**Exhibits:**

Exhibit A – Map of Proposed Boundary Reorganization

Exhibit B – Factors for Consideration Analysis (California Government Code §56668)

Exhibit C – Before & After Consolidation Table

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**RESOLUTION NO. 2024-10**

**RESOLUTION OF APPLICATION**

**BY THE BOARD OF DIRECTORS OF THE CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT  
REQUESTING THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION TO INITIATE  
PROCEEDINGS FOR THE DISSOLUTION OF THE RODEO-HERCULES FIRE PROTECTION  
DISTRICT AND SUBSEQUENT ANNEXATION OF THOSE TERRITORIES INTO THE CONTRA  
COSTA COUNTY FIRE PROTECTION DISTRICT**

**RESOLVED**, by the Board of Directors of the Contra Costa County Fire Protection District (the "District") that:

**WHEREAS**, the District, and the Rodeo-Hercules Fire Protection District were formed pursuant to the same enabling legislation, the Fire Protection District Law of 1987, commencing with Section 13800 of the California Health & Safety Code; and

**WHEREAS**, the efficient operation of fire protection districts is an integral part of providing adequate fire protection services to a district's residents and could potentially have significant impacts on public safety; and

**WHEREAS**, the District and the Rodeo-Hercules Fire Protection District have shared a long history of cooperative efforts including interdependent operational response, training, community risk reduction efforts, and community outreach; and

**WHEREAS**, the District desires to initiate proceedings, pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, Division 3, commencing with Section 56000 of the California Government Code, for reorganization that includes annexation, by the District, of the territory within the Rodeo-Hercules Fire Protection District, and dissolution of the Rodeo-Hercules Fire Protection District; and

**WHEREAS**, the Rodeo-Hercules Fire Protection District also desires to initiate proceedings, pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, commencing with Section 56000 of the California Government Code, for reorganization; and

**WHEREAS**, notice of intent to adopt this resolution of application has been given to the Rodeo-Hercules Fire Protection District; and

**WHEREAS**, the territory proposed to be reorganized is considered to be inhabited and encompasses the areas described in the map attached to this Resolution and incorporated by reference as Exhibit A, and a map of the proposed boundary following reorganization is attached to this Resolution and incorporated by reference as Exhibit B; and

**WHEREAS**, the Rodeo Hercules Fire Protection District's future financial projection forecasts increased reliance on the reserve fund to meet the capital needs and growing costs of compensation and benefits for both present and retired employees which is outpacing revenues and forecasts a structural financial deficit with no practical means to achieve or maintain regulatory compliance within fire service requirements and best practices; and

**WHEREAS**, parcel owners within the RHFPD pay three parcel taxes that are unique to the territory; Measure O (2016) and two Benefit Assessment District funds that are in addition to the ad valorem property tax; and

**WHEREAS**, the efficiency, effectiveness, and the economy of fire protection services to individuals within the affected districts can be improved by the reorganization of the two districts into one entity; and

**WHEREAS**, the reorganization of the two districts into one entity will enable the reorganized district to better meet the fire, rescue, and emergency medical service needs of the residents of the reorganized district, as described in the Plan for Services attached to this Resolution and incorporated by reference as Exhibit C; and

**WHEREAS**, the District has assumed Lead Agency status for this project under the California Environmental Quality Act (CEQA), commencing at California Public Resources Code Section 21000, on behalf of the two districts; and

**WHEREAS**, this reorganization is categorically exempt from CEQA pursuant to Class 20 (Changes in Organization of Local Agencies), Title 14, Chapter 3, Section 15320(b) of the California Code of Regulations; and

**WHEREAS**, in accordance with Section 56853 of the California Government Code, the legislative bodies of the two districts are adopting substantially similar resolutions of application for this reorganization.

**NOW, THEREFORE, BE IT RESOLVED**, by the Board of Directors of the Contra Costa County Fire Protection District, as follows:

1. Adoption of Resolution of Application. This Resolution of Application is hereby adopted and approved by the Board of Directors of the Contra Costa County Fire Protection District. The Contra Costa Local Agency Formation Commission is hereby requested to dissolve the Rodeo-Hercules Fire Protection District and reorganize the territory described in Exhibit A and expand the sphere of influence for the Contra Costa County Fire Protection District as described in Exhibit B, and annex the Rodeo-Hercules Fire Protection District to the Contra Costa County Fire Protection District according to the terms and conditions stated below and in the manner provided by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.

2. Terms and Conditions. The District requests that, under the Contra Costa Local Agency Formation Commission's conditioning powers under Government Code section 56886, the reorganization described above be subject to the following terms and conditions:

a. Successor Agency. Upon and after the date of recording in the official records of Contra Costa County of LAFCO's final and complete approval of the dissolution of the Rodeo-Hercules Fire Protection District and the District's assumption of the duties and obligations of the Rodeo-Hercules Fire Protection District (the "Effective Date"), the District shall be the successor to the of the Rodeo-Hercules Fire Protection District. All rights, responsibilities, properties, contracts, assets and liabilities, and functions of the Rodeo-Hercules Fire Protection District are to be transferred to the Contra Costa Fire Protection District as the successor to the Rodeo-Hercules Fire Protection District.

b. Employees. From and after the Effective Date, all permanent full-time employees of the dissolved Rodeo-Hercules Fire Protection District, with the exception of the Fire Chief, shall become employees of the District.

c. Retiree Health. From and after the Effective Date, all retirees of the Rodeo-Hercules Fire Protection shall receive the same health care subsidy as they received prior to annexation.

d. Duties. The District, as the successor agency, shall function under and carry out all authorized duties and responsibilities assigned to a Fire Protection District as outlined in the Division 12, Part 2.7, Chapter 1, Health & Safety Code, the Fire Protection District Law of 1987 (commencing with Section 13800) and other applicable laws.

e. Revenue Transfer. Before LAFCO issues the Certificate of Filing for the reorganization (Revenue and Taxation Code Section 99(b)(6)), the Board of Directors of the District shall commence and complete a property tax transfer process to be effective prior to issuance of the LAFCO Certificate of Filing, and take all other required steps to transfer from the Rodeo-Hercules Fire Protection District to the District all income, from taxes or any other source, for which there is a continuing right to tax distribution, or historical distribution or allocation of funds, including but not limited to Contra Costa County EMS Measure H funds, Rodeo-Hercules Fire Protection District Measure O funds, redevelopment agency dissolution pass-through funds, and all benefit assessment funds. All previously authorized charges, fees, assessments, and/or taxes currently in effect, levied, or collected by the Rodeo-Hercules Fire Protection District, including through municipal and county development impact fees and community facilities districts, shall continue to be levied, collected, tracked, expended, and administered by the Contra Costa County Fire Protection District, as successor agency, in accordance with the authorizing actions of such financial mechanisms.

f. Oversight; Advisory Commission. The composition of the District Board of Directors shall remain unchanged. The composition of the Contra Costa County Fire Protection District Advisory Fire Commission shall be adjusted to ensure that at least one member of the Advisory Fire Commission is a resident of land currently within the service area of the Rodeo-Hercules Fire Protection District for a period of at least five years from the date of annexation.

g. Oversight; Measure O. The District Board of Directors shall reestablish the Measure O Oversight Committee as a committee of the Board of Directors, and the District Board of Directors will appoint members to the committee. The oversight committee shall consist entirely of residents of the territory of the former Rodeo-Hercules Fire Protection District in accordance with the text of Measure O, and the ordinance that enacted Measure O.

h. Land Rights. The reorganization does not change the rights the Rodeo-Hercules Fire Protection District had in the lands in its respective territory immediately prior to the reorganization. Those rights run with the land and will become District rights as the successor.

i. Use of Funds. The District will ensure all funds received from Measure O, benefit assessments, development impact fees, and community facilities districts derived from the territories of the former Rodeo-Hercules Fire Protection District are accounted for and expended within the geographic areas they were derived from, in compliance with applicable statutes and regulations.

j. Preservation of Fund Balances. The Rodeo-Hercules Fire Protection District will ensure all personnel-related expenses impacting the use of fund balance or reserve funds beyond those approved prior to the date of this resolution are mutually agreed upon with Contra Costa County Fire Protection District prior to expending those funds.

k. Fire Station 76. The District shall have access to operate the facility with at least the same covenants contained in the existing lease agreement between the Rodeo-Hercules Fire Protection District and the City of Hercules.

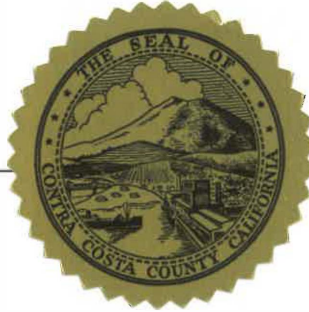
3. Other Acts. The Officers and staff of the District are hereby authorized and directed, jointly and severally, to do any and all things, to execute and deliver any and all documents, which, in consultation with District Counsel, they may deem necessary or advisable in order to effectuate the purposes of this Resolution, and any and all such actions previously taken by such Officers or staff members are hereby ratified and confirmed.

**PASSED, APPROVED, AND ADOPTED** by the Board of Directors of the Contra Costa County Fire Protection District at a regular meeting thereof held on the 6th day of August, 2024, by the following vote:

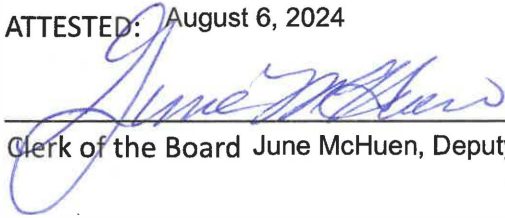
AYES: 5 Gioia, Andersen, Burgis, Carlson, Glover  
NOES: 0  
ABSTENTIONS: 0  
ABSENT: 0



Chair of the Board Federal D. Glover  
Contra Costa County Fire Protection District



ATTESTED: August 6, 2024



Clerk of the Board June McHuen, Deputy Clerk

Attachments:

- Exhibit A - Map of territory of Rodeo-Hercules Fire Protection District
- Exhibit B - Map of proposed Contra Costa County Fire Protection District boundaries
- Exhibit C - Plan for Services

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**Attachment 2**  
RHFPD Resolution 2024-18

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**RESOLUTION NO. 2024-18**

**RESOLUTION OF APPLICATION**

**BY THE BOARD OF DIRECTORS OF THE RODEO HERCULES FIRE PROTECTION DISTRICT  
REQUESTING THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION  
TO INITIATE PROCEEDINGS FOR THE DISSOLUTION OF THE RODEO HERCULES FIRE  
PROTECTION DISTRICT AND SUBSEQUENT ANNEXATION OF THOSE TERRITORIES INTO  
THE CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT**

**RESOLVED**, by the Board of Directors of the Rodeo Hercules Fire Protection District (the "District") that:

**WHEREAS**, the District and the Contra Costa County Fire Protection District were formed pursuant to the same enabling legislation, the Fire Protection District Law of 1987, commencing with Section 13800 of the California Health & Safety Code; and

**WHEREAS**, the efficient operation of fire protection districts is an integral part of providing adequate fire protection services to a district's residents and could potentially have significant impacts on public safety; and

**WHEREAS**, the District and the Contra Costa County Fire Protection District have shared a long history of cooperative efforts including interdependent operational response, training, community risk reduction efforts, and community outreach; and

**WHEREAS**, the District desires to initiate proceedings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, Division 3, commencing with Section 56000 of the California Government Code for reorganization that includes annexation, by the Contra Costa County Fire Protection District, of the territory within the Rodeo Hercules Fire Protection District and dissolution of the Rodeo-Hercules Fire Protection District; and

**WHEREAS**, the Contra Costa County Fire Protection District also desires to initiate proceedings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, commencing with Section 56000 of the California Government Code, for reorganization; and

**WHEREAS**, notice of intent to adopt this resolution of application has been given to the Contra Costa County Fire Protection District; and

**WHEREAS**, the territory proposed to be reorganized is considered to be inhabited and encompasses the areas described in the map attached to this Resolution and incorporated by reference as Exhibit A, and a map of the proposed boundary following reorganization is attached to this Resolution and incorporated by reference as Exhibit B; and

**WHEREAS**, the Rodeo Hercules Fire Protection District's future financial projection forecasts increased reliance on the reserve fund to meet the capital needs and growing costs of compensation and benefits for both present and retired employees which is outpacing revenues, and forecasts a structural financial deficit with no practical means to achieve or maintain regulatory compliance within fire service requirements and best practices; and

**WHEREAS**, parcel owners within the RHFPD pay three special parcel taxes and/or assessments that are unique to the territory: Measure O (2016) and (2) Benefit Assessments that are above and beyond Ad Valorem tax; and

**WHEREAS**, the efficiency, effectiveness and the economy of fire protection services to individuals within the affected districts can be improved by the reorganization of the two districts into one entity; and

**WHEREAS**, the reorganization of the two districts into one entity will enable the reorganized district to better meet the fire, rescue, and emergency medical service needs of the residents of the reorganized district, as described in the Plan for Services attached to this Resolution and incorporated by reference as Exhibit C; and

**WHEREAS**, the Contra Costa County Fire Protection District has assumed Lead Agency status for this project under the California Environmental Quality Act (CEQA), commencing at California Public Resources Code Section 21000, on behalf of the two districts; and

**WHEREAS**, this reorganization is categorically exempt from CEQA pursuant to Class 20 (Changes in Organization of Local Agencies), Title 14, Chapter 3, Section 15320(b) of the California Code of Regulations; and

**WHEREAS**, in accordance with Section 56853 of the California Government Code, the legislative bodies of the two districts are adopting substantially similar resolutions of application for this reorganization.

**NOW** the Board of Directors of the Rodeo-Hercules Fire Protection District does **RESOLVE** as follows:

1. Adoption of Resolution of Application. This Resolution of Application is hereby adopted and approved by the Board of Directors of the Rodeo-Hercules Fire Protection District. The Contra Costa Local Agency Formation Commission (LAFCo) is hereby requested to dissolve the Rodeo-Hercules Fire Protection District and reorganize the territory described in Exhibit A, and expand the sphere of influence for the Contra Costa County Fire Protection District as described in Exhibit B, and annex the Rodeo-Hercules Fire Protection District to the Contra Costa County Fire Protection District according to the terms and conditions stated below and in the manner provided by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.

2. Terms and Conditions. The Rodeo-Hercules Fire Protection District Board of Directors requests that, under the Contra Costa County Local Agency Formation Commission's conditioning powers under Government Code section 56886, the reorganization described above be subject to the following terms and conditions:
  - a. Successor Agency. Upon and after the date of recording in the official records of Contra Costa County LAFCo's final and complete approval of the dissolution of the Rodeo-Hercules Fire Protection District and the Contra Costa County Fire Protection District's assumption of the duties and obligations of the Rodeo-Hercules Fire Protection District (the "Effective Date"), the Contra Costa County Fire Protection District shall be the successor of the Rodeo-Hercules Fire Protection District. All rights, responsibilities, properties, contracts, assets and liabilities, and functions of the Rodeo-Hercules Fire Protection District are to be transferred to the Contra Costa County Fire Protection District as the successor to the Rodeo-Hercules Fire Protection District.
  - b. Employees. From and after the Effective Date, all employees of the dissolved Rodeo-Hercules Fire Protection District shall become employees of the Contra Costa County Fire Protection District.
  - c. Retiree Health. From and after the Effective Date, Contra Costa County Fire Protection District will ensure all retirees of the Rodeo-Hercules Fire Protection District shall receive the same healthcare subsidy as they received prior to annexation.
  - d. Duties. The Contra Costa County Fire Protection District, as the successor agency, shall function under and carry out all authorized duties and responsibilities assigned to a Fire Protection District as outlined in Division 12, Part 2.7, Chapter 1, Health & Safety Code, the Fire Protection District Law of 1987 (commencing with Section 13800) and other applicable laws.
  - e. Revenue Transfer. Before LAFCo issues the Certificate of Filing for the reorganization (Revenue and Taxation Code Section 99(b)(6)), the Board of Directors of the District shall commence and complete a property tax transfer process to be effective prior to issuance of the LAFCo Certificate of Filing, and take all other required steps to transfer from the Rodeo-Hercules Fire Protection District to the Contra Costa County Fire Protection District all income, from taxes or any other source, for which there is a continuing right to tax distribution, or historical distribution or allocation of funds, including but not limited to Measure H funds, Measure O funds, Redevelopment Agency (RDA) dissolution pass-through funds, and benefit assessment funds. All previously authorized charges, fees, assessments, and/or taxes currently in effect, levied or collected by the Rodeo-Hercules Fire Protection District, including through municipal and county development impact

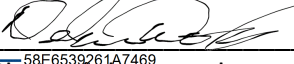
fees and community facilities districts, shall continue to be levied, collected, tracked, expended and administered by the successor agency in accordance with the authorizing actions of such financial mechanisms.


- f. Oversight; Advisory Commission. The composition of the District Board of Directors shall remain unchanged. The composition of the Contra Costa County Fire Protection District Advisory Fire Commission shall be adjusted to ensure that at least one member of the Advisory Fire Commission is a resident of land currently within the service area of the Rodeo-Hercules Fire Protection District for a period of at least five years from the date of annexation.
  - g. Oversight; Measure O. The Contra Costa County Fire Protection District Board of Directors shall reestablish the Measure O Oversight Committee as a committee of the Board of Directors and the District Board of Directors will appoint members to the District committee. The oversight committee shall consist of entirely residents of the territory of the former Rodeo-Hercules Fire Protection District in accordance with the text of Measure O, and the ordinance that enacted Measure O.
  - h. Land Rights. The reorganization does not change the rights the Rodeo-Hercules Fire Protection District had in the lands in their respective territories immediately prior to the reorganization. Those rights run with the land and will become Contra Costa County Fire Protection District rights as the successor.
  - i. Use of Funds. The Contra Costa County Fire Protection District will ensure all funds received from Measure O, benefit assessments, development impact fees, and community facilities districts derived from the territories of the former Rodeo-Hercules Fire Protection District are accounted for and expended within the geographic areas they were derived in compliance with applicable statutes and regulations.
  - j. Preservation of Fund Balances. The Rodeo-Hercules Fire Protection District will ensure all personnel-related expenses impacting the use of fund balance or reserve funds beyond those approved prior to the date of resolution are mutually agreed upon with Contra Costa County Fire Protection District prior to expending those funds.
  - k. Fire Station 76. The Contra Costa County Fire Protection District shall have access to operate the facility with at least the same covenants contained in the existing lease agreement between the Rodeo-Hercules Fire Protection District and the City of Hercules.
3. Other Acts. The officers and staff of the District are hereby authorized and directed, jointly and severally, to do any and all things, to execute and deliver any and all documents, which,

in consultation with District Counsel, they may deem necessary or advisable in order to effectuate the purposes of this Resolution, and any and all such actions previously taken by such officers or staff members are hereby ratified and confirmed.

**PASSED, APPROVED AND ADOPTED** by the Board of Directors of the Rodeo Hercules Fire Protection District at a special meeting thereof held on the 31<sup>st</sup> day of July, 2024, by the following vote:

AYES:   3    
NOES:   2    
ABSTENTIONS:   0    
ABSENT:   0  

DocuSigned by:  
  
58E6539261A7469...  
Chair of the Board  
Rodeo Hercules Fire Protection District

ATTESTED:  
DocuSigned by:  
  
653980444FEA4D6...  
Clerk of the Board

Attachments:

- Exhibit A - Map of territory of the Rodeo Hercules Fire Protection District
- Exhibit B - Map of proposed Contra Costa County Fire Protection District boundaries
- Exhibit C - Plan for Services

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# Plan for Services

**For annexation of  
Rodeo-Hercules Fire Protection District  
to  
Contra Costa County Fire Protection District**

**August, 2024**

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## Executive Summary

The proposed annexation will provide consistent emergency response for the areas currently served by the RHFPD, including robust fire prevention and weed abatement, accredited training for new firefighters, expanded training for engineers and captains, and a deep level of support services to include a certified apparatus repair shop, planned apparatus replacement, dedicated facilities maintenance, dedicated emergency medical services oversight and training, and enhanced overall fire district administration.

In December 2020, an annexation study was commissioned to determine the feasibility of annexing either or both the East Contra Costa Fire Protection District (“ECCFPD”) and the Rodeo-Hercules Fire Protection District (“RHFPD”). The study was concluded and presented to the governing bodies of all three fire protection districts in mid-July by an external consultant group who compiled the study. The study concluded annexation was feasible and recommended that Contra Costa County Fire Protection District (“CCCFPD”) pursue the annexation of both the other fire districts. The Board of Directors for each District received the consultant’s report in mid-July, 2021. On August 12, 2021, the CCCFPD received a written request from the RHFPD Fire Chief to remove RHFPD from consideration in the current annexation process per direction from the RHFPD Board of Directors. In the time since the annexation withdrawal by the RHFPD, the RHFPD Board of Directors commissioned a strategic planning process to determine the options available for the sustainability of the RHFPD. Ultimately, the RHFPD determined annexation into the CCCFPD was the most suitable and sustainable option for continuation of services to the public.

Additional findings and recommendations of the 2020 consolidation study confirmed by the ongoing evaluative process undertaken by RHFPD include:

- RHFPD is a smaller district that has seen growth in property value with moderate increases in property tax revenue which are being outpaced by expenses leaving a forecasted ongoing structural deficit in the near future.
- Property tax revenues continue to be negatively impacted by the dissolution of redevelopment agencies (RDA) and the continued property development within the City of Hercules Redevelopment Area. However, RDA pass-through revenue has increased to the RHFPD.
- RHFPD cannot meet the increased call load in the communities served with existing personnel and equipment levels without relying on mutual aid and automatic aid agencies.
- RHFPD has no capacity to support extended operations within their jurisdiction.

- RHFDP has little to no ability to upstaff and provide corresponding logistical support for surge capacity during large scale events.
- Parcel owners with RHFDP pay three parcel taxes that are unique to the territory; Measure O and two Benefit Assessment District funds that are in addition to the ad valorem property tax.
- RHFDP Measure O and the RHFDP Benefit Assessment District funds will continue to be committed to funding services within the RHFDP service area post consolidation.
- RHFDP and CCCFPD share battalion chief coverage as Battalion 7; without which RHFDP would be unable to provide oversight, command and control functions required for responses beyond a single unit.
- RHFDP has little to no administrative support for human resources, firefighter training, fleet maintenance, facilities, public education, or business intelligence/special project management.
- Inadequate training support and oversight at RHFDP has resulted in decreased firefighter and civilian safety, an increase in exposure to legal and regulatory risks, inadequate organizational depth and an inability to meet succession planning needs.
- The RHFDP's vegetation management program is in its infancy and is very limited.
- With very minimal ability to perform fire investigation, RHFDP has become reliant upon mutual aid from CCCFPD to subsidize fire investigations.
- RHFDP has no watercraft or ability to perform water rescue beyond minimal shore based efforts.
- Most policies and standard operating procedures are a decade(s) old, no longer relevant, or in many cases non-existent.
- With the exception of the Fire Chief, all existing full-time RHFDP personnel that desire to do so will be absorbed into CCCFPD. The potential annexations will not result in layoffs.

In February 2022, the Rodeo-Hercules Fire Protection District Board of Directors contracted with Fitch & Associates to provide a facilitated, community-driven, strategic plan as well as a Fire Administration Analysis. The final documents were presented and received by the RHFDP Board in October 2022.

The Strategic Plan 2022-2027 for RHFDP included the following findings and recommendations:

- Need to improve turnout time
- Need to improve fire prevention inspection and reporting processes
- Develop a Standards of Cover (SOC) document
- Explore a contract for service or consolidation with a larger fire agency

- Provide liability reduction training to all employees and board members
- Develop and maintain a two-year training plan
- Update succession planning/professional development policies
- Develop a system to review/update policies every three years
- Explore the value of mobile fire mechanic service
- Develop a community engagement plan
- Identify cost efficient measures to maintain or improve ISO protection class
- Provide fire safety education to all elementary schools and develop a junior safety group
- Partner with the high school to provide students community service opportunities at the fire stations
- Partner with local community colleges to provide fire trainee opportunities
- Develop a Community Emergency Response Team (CERT) cadre

In July 2023, the Rodeo-Hercules Fire Protection District Board of Directors contracted with retired fire chief Micheal Despain (DBA: M.E.D. Enterprises Inc.) to provide assistance in developing a process to implement the strategic plan (completed in October 2022) and provide an independent review of the RHFPD long-term sustainability.

From July 2023 to December 2023, Chief Despain conducted an analysis of the agency, which included a recommended sequence of action items to provide the most efficient implementation of the agency's strategic plan. During this same time, at the direction of the Board, Chief Despain solicited the following agencies to determine if there was any interested in a possible contract for service: Alameda County Fire Department, Berkeley Fire Department, CALFIRE (SCU), Contra Costa County Fire Protection District, Crockett Carquinez Fire Department, El Cerrito-Kensington Fire Department, & Richmond Fire Department. Of these listed agencies, El Cerrito-Kensington Fire Department and CAL FIRE (SCU) were the only agencies that indicated they were willing to entertain a deeper discussion on the proposal and had experience working with other fire agencies.

In December 2023, Chief Despain provided a summary of findings from the analysis of the long-term sustainability options for the RHFPD. The analysis demonstrated a significant lack of administrative and support staff that was placing the RHFPD in significant and growing risk of legal and regulatory liability. The report also reflected approximately \$1 million in service subsidies from the CCCFPD. The solutions available to the RHFPD included an option to seek approximately \$1.5 to \$2.0 million in additional revenue to cover the support staff and/or outsourcing costs to maintain the RHFPD in its current independent configuration. A second option was to seek out a contract for service with another adjacent public safety agency. A final option was to request annexation of the RHFPD into the CCCFPD. At the direction of the RHFPD

Board, staff was directed to initiate a process to seek out a possible contract for service, as well as review the process necessary to pursue a possible annexation.

During the month of March 2024, the RHFPD distributed a Request for Proposal (RFP) process to formally engage in a possible contract for fire services. The RFP was distributed statewide to increase the possible pool of public safety entities. However, at the conclusion of this process, no public agencies responded. Staff also met with the fire chief of CCCFPD and a representative of the Contra Costa County LAFCo to review the processes and steps required for annexation. The findings of both of these assignments were presented to the RHFPD Board in April 2024. At the conclusion of the April 2024 special meeting, the RHFPD Board directed staff to begin formal discussions with CCCFPD to ascertain financial, personnel, and service delivery impacts for the proposed annexation.

During the month of June 2024, the RHFPD hosted two Town Hall meetings. The first meeting was hosted on June 18, 2024, at 6:00 p.m. at the City of Hercules - Council Chambers. The meeting was hosted on June 29, 2024 at 9:00 a.m. at Rodeo Hills Elementary School. Both meetings provided opportunities for community members to attend virtually or in person.

During the Town Hall meetings, online surveys were opened up for those attending (online or in person). These two surveys were closed and locked at the end of each respective Town Hall meeting. A third survey was opened for the community through the RHFPD website and it was opened from June 18, 2024 through July 1, 2024.

# Background and Setting

## Legal Context

### Applicable Law

This application is being submitted pursuant to the Cortese-Knox-Hertzberg Act, Government Code section 56000 et seq. This application is submitted by the Contra Costa County Board of Supervisors as the governing board of the Contra Costa County Fire Protection District (CCCFPD) and the Board of Directors of the Rodeo-Hercules Fire Protection District (RHFPD). CCCFPD and RHFPD are enabled under the Fire Protection District Law of 1987 (Health & Safety Code 13800 et seq.).

### Environmental Documentation

The proposed reorganization is Categorical Exempt from CEQA pursuant to 14 CCR 15320. Class 20 consists of changes in the organization or reorganization of local governmental agencies where the changes do not change the geographical area in which previously existing powers are exercised.

### Summary of Proposed Reorganization

As agreed by the two applicant agencies and indicated in the Resolutions of Application included in this application, the Contra Costa County Fire Protection District proposes to annex the entirety of the territories of the Rodeo-Hercules Fire Protection District, following which, RHFPD would be dissolved.

### Proposed Reorganization Conditions

1. Successor Agency. Upon and after the date of recording in the official records of Contra Costa County of LAFCO's final and complete approval of the dissolution of the Rodeo-Hercules Fire Protection District and the District's assumption of the duties and obligations of the Rodeo-Hercules Fire Protection District (the "Effective Date"), the District shall be the successor to the of the Rodeo-Hercules Fire Protection District. All rights, responsibilities, properties, contracts, assets and liabilities, and functions of the Rodeo-Hercules Fire Protection District are to be transferred to the Contra Costa Fire Protection District as the successor to the Rodeo-Hercules Fire Protection District.
2. Employees. From and after the Effective Date, all permanent full-time employees of the dissolved Rodeo-Hercules Fire Protection District, with the exception of the Fire Chief, shall

become employees of the District.

3. Retiree Health. From and after the Effective Date, all retirees of the Rodeo-Hercules Fire Protection shall receive the same health care subsidy as they received prior to annexation.
4. Duties. The District, as the successor agency, shall function under and carry out all authorized duties and responsibilities assigned to a Fire Protection District as outlined in the Division 12, Part 2.7, Chapter 1, Health & Safety Code, the Fire Protection District Law of 1987 (commencing with Section 13800) and other applicable laws.
5. Revenue Transfer. Before LAFCO issues the Certificate of Filing for the reorganization (Revenue and Taxation Code Section 99(b)(6)), the Board of Directors of the District shall commence and complete a property tax transfer process to be effective prior to issuance of the LAFCO Certificate of Filing, and take all other required steps to transfer from the Rodeo-Hercules Fire Protection District to the District all income, from taxes or any other source, for which there is a continuing right to tax distribution, or historical distribution or allocation of funds, including but not limited to Contra Costa County EMS Measure H funds, Rodeo-Hercules Fire Protection District Measure O funds, redevelopment agency dissolution pass-through funds, and all benefit assessment funds. All previously authorized charges, fees, assessments, and/or taxes currently in effect, levied, or collected by the Rodeo-Hercules Fire Protection District, including through municipal and county development impact fees and community facilities districts, shall continue to be levied, collected, tracked, expended, and administered by the Contra Costa County Fire Protection District, as successor agency, in accordance with the authorizing actions of such financial mechanisms.
6. Oversight; Advisory Commission. The composition of the District Board of Directors shall remain unchanged. The composition of the Contra Costa County Fire Protection District Advisory Fire Commission shall be adjusted to ensure that at least one member of the Advisory Fire Commission is a resident of land currently within the service area of the Rodeo-Hercules Fire Protection District for a period of at least five years from the date of annexation.
7. Oversight; Measure O. The District Board of Directors shall reestablish the Measure O Oversight Committee as a committee of the Board of Directors, and the District Board of Directors will appoint members to the committee. The oversight committee shall consist entirely of residents of the territory of the former Rodeo-Hercules Fire Protection District in accordance with the text of Measure O, and the ordinance that enacted Measure O.

8. Land Rights. The reorganization does not change the rights the Rodeo-Hercules Fire Protection District had in the lands in its respective territory immediately prior to the reorganization. Those rights run with the land and will become District rights as the successor.
9. Use of Funds. The District will ensure all funds received from Measure O, benefit assessments, development impact fees, and community facilities districts derived from the territories of the former Rodeo-Hercules Fire Protection District are accounted for and expended within the geographic areas they were derived from, in compliance with applicable statutes and regulations.
10. Preservation of Fund Balances. The Rodeo-Hercules Fire Protection District will ensure all personnel-related expenses impacting the use of fund balance or reserve funds beyond those approved prior to the date of this resolution are mutually agreed upon with Contra Costa County Fire Protection District prior to expending those funds.
11. Fire Station 76. The District shall have access to operate the facility with at least the same covenants contained in the existing lease agreement between the Rodeo-Hercules Fire Protection District and the City of Hercules.

## **Reorganization Process to Date**

Three districts considered in the 2020 proposed annexations of the Contra Costa County FPD, East Contra Costa FPD, and the Rodeo-Hercules FPD entered into a jointly funded study in December 2020. The comprehensive study was completed and presented to each districts' governing body in July 2021. The RHFPD opted out of the annexation process in 2021 and commissioned a separate strategic planning process in 2022. The RHFPD Board of Directors ultimately determined annexation was the most suitable option for continuation of services during deliberations and public meetings throughout 2023 and into early 2024. At their July 31, 2024 meeting, the RHFPD Board of Directors approved a Resolution of Application to initiate the annexation process. The CCCFPD Board of Directors approved a Resolution of Application at their August 6, 2024 meeting. Both resolutions are substantially similar.



## History of the Reorganizing Districts

### Contra Costa County Fire Protection District

The Contra Costa County Fire Protection District (CCCYPD) was originally formed in 1964 due to the Central Fire Protection District and Mt. Diablo Fire Protection District consolidation. Since then, twelve other fire protection districts in the region have merged with CCCYPD, including the ECCYPD. In March 2023 the CCCYPD began providing fire, rescue, EMS, fire prevention, and administration to the City of Pinole on a contractual basis.

CCCYPD's primary service area comprises approximately 525 square miles. More than 85 additional square miles comprises the response area for ambulance service and transport. Data from the U.S. Census Bureau indicates a 2020 resident population of approximately 750,000 persons. About half the District is considered "urban," 25% "suburban," and the remaining 25% "rural" or "remote."

### Governance

The five-member elected Contra Costa County Board of Supervisors serves as CCCYPD's Board of Directors. The Board oversees the Fire Chief, sets general policies, and approves the budget. The Fire Chief is responsible for the administrative functions and daily operations of CCCYPD.

### District Services

CCCYPD is an all-hazards fire district providing traditional fire protection, wildland firefighting, emergency medical services, Advanced Life Support (ALS), ambulance transport, various special operations (e.g., water rescue, hazardous materials response, marine firefighting, technical rescue, etc.), and a comprehensive life-safety and prevention program that includes inspections, a dedicated fire investigation unit, code enforcement, plan reviews, and public education. In 2005, the District was given an Insurance Services Office (ISO) Public Protection Classification (PPC<sup>®</sup>) score of 3/8b. The ISO PPC is a standardized fire department classification and ranking system established by the ISO and used by many insurance companies for determining capability of the fire department serving the insured property. CCCYPD is accredited through the Commission on Accreditation of Ambulance Services (CAAS).

CCCYPD deploys 32 engine companies, seven truck companies, and one rescue company from 35 staffed fire stations located throughout the District. One station is utilized for the District's reserve firefighters and staffed on a rotational basis. The District operates a wide variety of fire apparatus and ambulances (more detail provided under "Capital Facilities & Apparatus").

CCCYPD follows the National Fire Protection Association Standard 1710 (NFPA) for providing an effective firefighting force of at least 17 personnel on the initial response to a single family

residential structure fire. Across the District, the travel time for the full first alarm contingent of 17 personnel is 12 minutes, 90% of the time, for suburban areas.

### **Ambulance Transport**

In 2016, CCCFPD developed a unique arrangement with American Medical Response, Inc. (AMR) that they refer to as the “Alliance.” The program utilizes AMR EMS personnel to staff CCCFPD’s ALS ambulances, assisted by district firefighters certified as EMTs or Paramedics and functioning in a first-responder capacity. CCCFPD provides emergency ambulance services under contract with Contra Costa County for approximately 92% of the resident population of the county, including all areas served by the RHFPD.

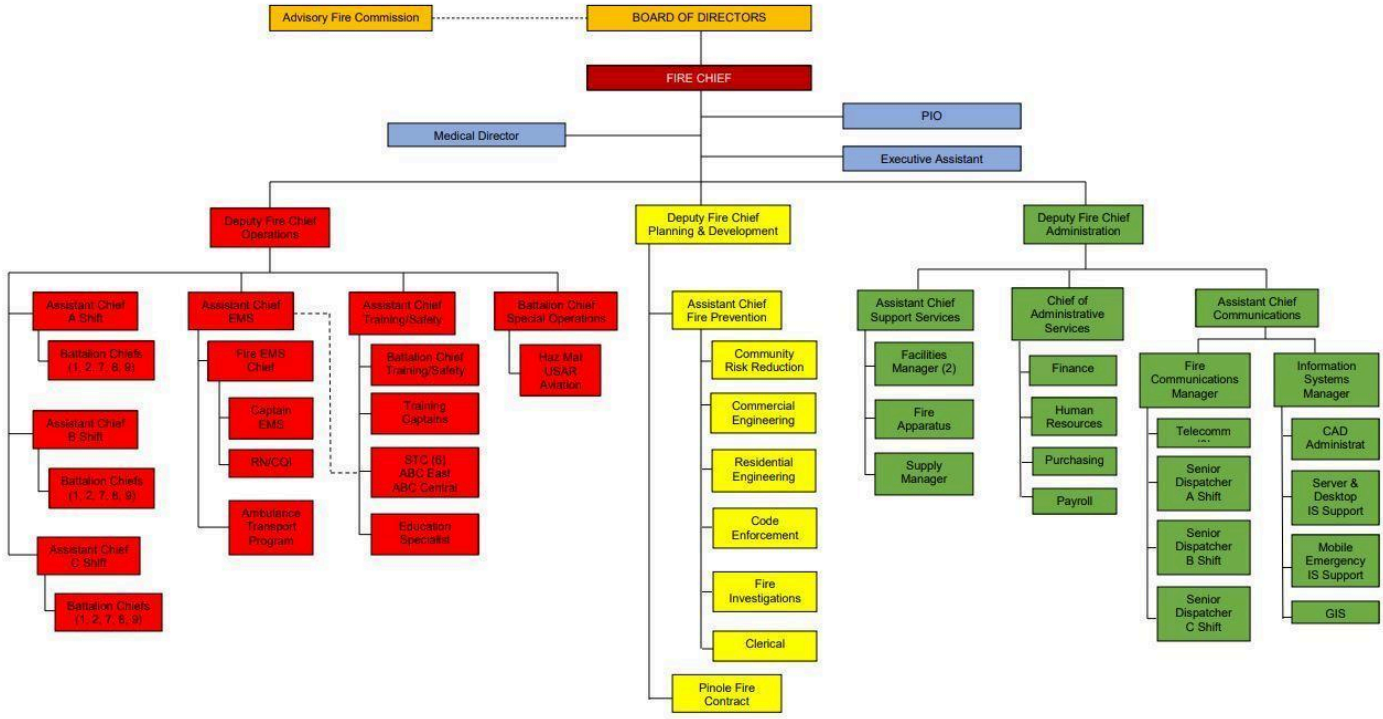
### **Regional Fire Communications**

CCCFPD operates the Contra Costa Regional Fire Communications Center (CCRFCC), which serves as a secondary Public Safety Answering Point (PSAP) for most fire and EMS 911 calls in the County. The CCRFCC provides dispatch and emergency communication services to its district, plus RHFPD, and three other fire agencies. The Center dispatches more than 140,000 emergency and non-emergency fire and EMS incidents annually. CCRFCC’s 911 Call-Takers are all certified in Emergency Medical Dispatch (EMD) through the *International Academies of Emergency Dispatch* (IAED) and provide pre-arrival instructions to callers reporting medical emergencies. The CCRFCC is fully accredited by the IAED.

### **CCCFPD Organizational Structure**

CCCFPD currently maintains approximately 604 funded positions, including staff in the dispatch center. Thirteen of these positions are funded through the District’s EMS Transport Fund. The figure below shows the 2023 organizational structure of CCCFPD.

As shown in the following figure, the Fire Chief and three Deputy Fire Chiefs supervise three sections with six divisions, five of which are managed by an Assistant Fire Chief and one by the Chief of Administrative Services. Additionally, each shift within the Operations Section is led and directed by an Assistant Fire Chief who is on duty 24 hours each day with that shift. These three additional chief officers are responsible for the daily operations of all stations throughout the district.



## Rodeo-Hercules Fire Protection District

In 1937, the Rodeo Fire District (RFD) was established to provide fire protection for Rodeo's unincorporated community. The City of Hercules was annexed into RFD in 1978 and the name of the District was changed to the Rodeo-Hercules Fire Protection District (RHFPD).

The District encompasses an area of approximately 32 square miles. The District estimates a population of approximately 35,254 persons.

### **Governance**

The Rodeo-Hercules Fire Protection District is governed by a five-member elected Board of Directors responsible for budget approval and general policies. The Fire Chief manages the administration and daily operations of the District and answers directly to the Board.

### **District Services**

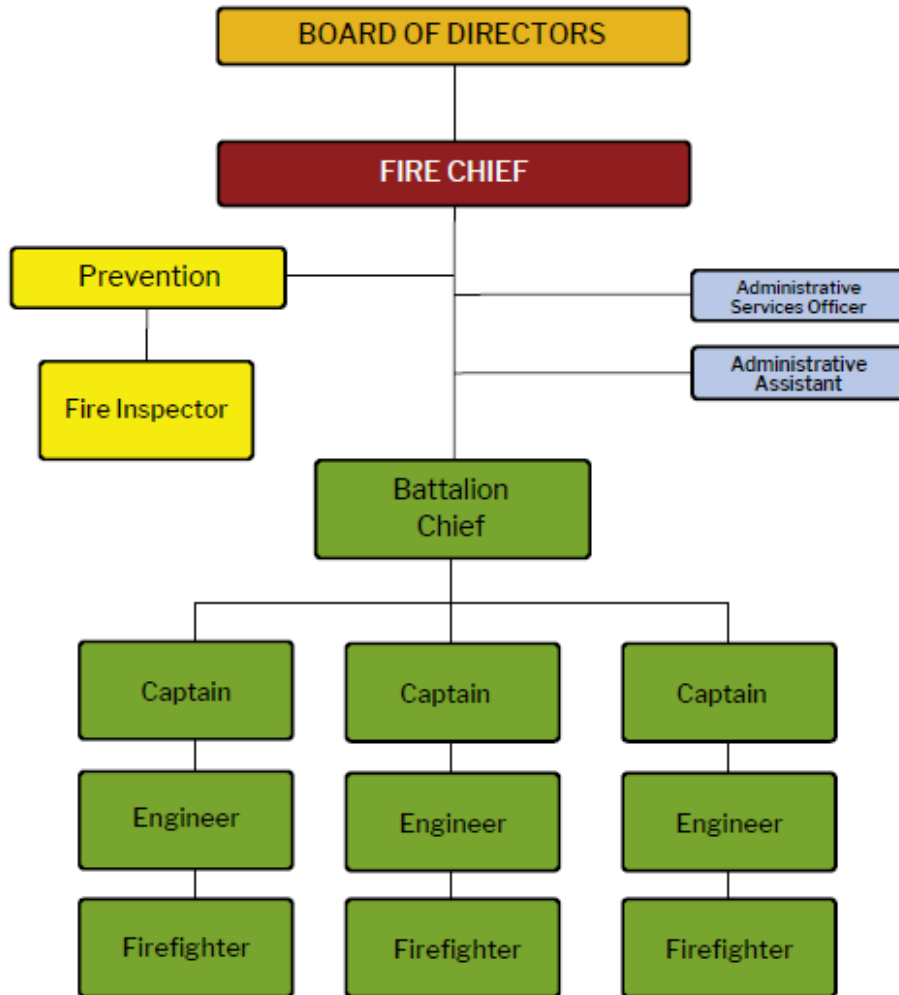
RHFPD is a multi-hazard (not all-hazards) fire district providing traditional structural fire protection, wildland firefighting, first responder advanced life support medical response (FRALS), technical rescue (auto extrication, high angle and low-angle rescue, and shore based water rescue). The District deploys its apparatus and personnel from two fire stations and has an ISO PPC® rating of 2/2.

The District also provides code enforcement, fire inspections, plan reviews, fire cause investigations, and public education and prevention programs.

### **RHFPD Organizational Structure**

Rodeo-Hercules FPD employs 22 full-time and one part-time prevention personnel. The Fire Chief also serves as the District's Fire Marshal and supervises a civilian contractor Inspector. Operations are divided into three shifts (A, B, and C) with two Captains, two Engineers, and two Firefighters assigned to each. Each shift and station have at least one Paramedic assigned. An RHFPD Battalion Chief supervises the operations personnel assigned to A Shift. The CCCFPD provides two BC's for both B and C Shift through an automatic aid agreement. The support the agreement provides is operational for responses and does not offer support for facilities, training, personnel, logistics etc.

The next figure is an illustration of the current 2024 organizational structure of RHFPD.

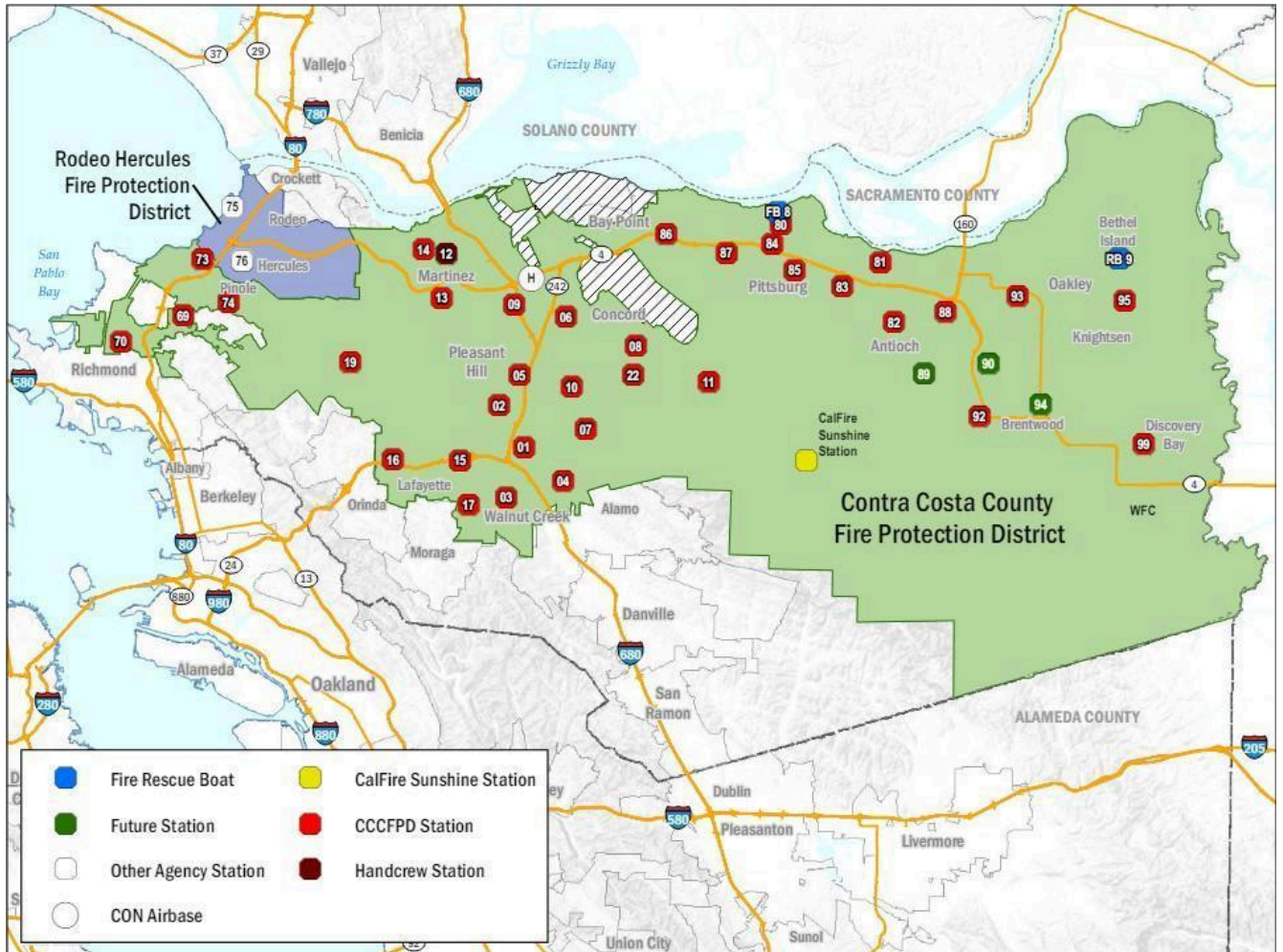


# Proposed Annexation Territory Description

## Boundaries

The following image shows the proposed annexation areas which consists of the boundaries of the RHFDP and its location compared to CCCFPD's boundaries. Upon reorganization, CCCFPD's boundaries are proposed to consist of approximately 582 square miles.

## Annexation Areas



## **Topography**

The combined annexation area contains waterfront, suburban, urban, rural, and remote service areas. The topography spectrum includes flat urban environments up to and including the remote backcountry in the hills east of Rodeo and Hercules. The topography is typical of that found throughout the County.

## **Population**

Following annexation, CCCFPD would have an estimated total resident population of over 785,000 persons.

# **Justification**

## **Enhanced Standardization**

The combined organization will standardize training delivery of recruit firefighters through the Contra Costa County Fire Protection District's academy. Continued training of firefighters will occur through one Training Division under a consistent, well-staffed, and properly supported system. Operational policies and procedures will become consistent and standardized under one organization. Fire prevention and code enforcement services will be based on one fire code and supporting ordinances throughout the new service area. Procurement of apparatus and equipment will be contained under one standard within the organization, reducing training issues and increasing flexibility in deployment and fleet sustainability. Operational and large incident management will be standardized under the single organization's leadership and emergency management goals and objectives. Responses to incidents, currently at varying levels based on each agency's own service policies, will become standardized to meet a single standard for deployment.

The standard applied across the expanded service area will ensure consistent response levels of equipment and personnel to structure fires, technical rescues, and vegetation or wildland fires matching with the current response matrix for CCCFPD. This will increase total response on the initial alarm for structure fires and vegetation or wildland fires in the RHFPD service area post annexation.

## Augmented Service Levels

For the RHFPD service area, additional enhancements will include access to specialized rescue and firefighting resources not currently provided directly by that district. These include marine firefighting and water rescue teams, fire based hazardous materials response team, heavy fire equipment resources such as fire bulldozers, wildland fire hand crews, as well as technical rescue apparatus, equipment, and personnel for confined space, trench, and building collapse. Fire and arson investigation services will be enhanced through use of Contra Costa County Fire Protection District's dedicated Fire Investigation Unit.

Fire prevention service will be standardized and, in some cases, augmented beyond the current level of service being provided by the former district. Comprehensive community risk reduction, code enforcement, plan review and new construction inspections, exterior hazard control and weed abatement, and development planning will be provided by full-time personnel. Public education and outreach efforts will be augmented with dedicated staff to perform this important service.

## Service Efficiency

Annexation will increase both the effectiveness and efficiency of the service delivery system and the efficiency of the administrative functions through shared resources. Each of the districts has varying levels of uniformed administrative support positions—due primarily to their size. A challenge often faced by smaller districts is the necessity of individuals to serve in multiple capacities. An advantage to the annexation will be increased administrative and support services available to the combined organization (e.g., information technology, human resources, finance, contracts management, fleet maintenance, logistics and supply, etc.).

Operationally, the organizations already work together with existing automatic and mutual aid agreements. However, the differences in alarm assignments or types, kind, and number of resources assigned based upon varied call types would have a more robust, standardized, and consistent weight of response. The net effect is a more consistent effective response force as emergency operations will become more effective and efficient while improving firefighter and public safety.

## Cost Savings

Cost savings in this annexation will be achieved through reduced redundancy of certain administrative and support functions in the areas of legal and accounting services, fire prevention, training, fleet maintenance, reduced spare and reserve fire apparatus needs, and by



combining technology infrastructure and other administrative functions. Additional cost savings will be realized from the elimination of the RHFPD Fire Chief position and part time Assistant Fire Marshal/Inspector, certain contracted services, and anticipated savings in reduced retirement and pension costs on a per-employee basis.

Certain capital reserve funding programs or special programs unique to the needs of RHFPD can also be eliminated or reduced. The cost savings of the areas identified will be used to maintain and strengthen the deployment of operational resources for communities served by the combined organization.

## **Plan and Description of Services**

### **Services to be Extended**

Fire, rescue, and emergency medical services are currently provided at different levels within each district. Fire prevention, community risk reduction, and fire investigation services are provided at different levels in either full-time or contractual arrangements. Administrative and support services are also provided in different formats amongst the agencies in either full-time or contractual arrangements. All services would be provided consistent with the current configuration and delivery models within Contra Costa County Fire Protection District. The method to finance the services provided would be through the combined revenue streams of property taxes, fees for services, and other assessments, taxes, fees, or revenue components established in the respective districts.

The proposed reorganization would only affect the provision of fire, rescue and emergency medical services within the current boundaries of areas proposed for annexation. The reorganization will not alter or affect other municipal services.

## Plan for Services

<b>Service</b>	<b>Current Provider</b>	<b>Proposed Provider</b>	<b>Describe Level/Range of Service to be Provided</b>	<b>Approx. date service will be available</b>	<b>Method to finance service</b>
Water	EBMUD,	Unchanged	N/A	N/A	N/A
Sewer	Rodeo Sanitary District	Unchanged	N/A	N/A	N/A
Police	County and cities	Unchanged	N/A	N/A	N/A
Fire	RHFPD and CCCFPD	CCCFPD	Described in <i>Proposed Service Delivery Plan</i> section	Upon effective date identified in Certificate of Completion	Described in <i>Fiscal Analysis</i> section
Streets	County and cities	Unchanged	N/A	N/A	N/A
Drainage	County, cities, and various reclamation districts,	Unchanged	N/A	N/A	N/A
Parks & Rec	City of Hercules, County Public Works	Unchanged	N/A	N/A	N/A
Refuse	Republic Services	Unchanged	N/A	N/A	N/A
Street lighting	Cities, CSA L-100	Unchanged	N/A	N/A	N/A
Library	County	Unchanged	N/A	N/A	N/A

## Current Service Delivery Levels

### Service and Staffing Overview

An overview of services provided and description of staffing levels for each of the subject districts were previously discussed under the *History of the Reorganizing Districts* section.

### Dispatch/Communications

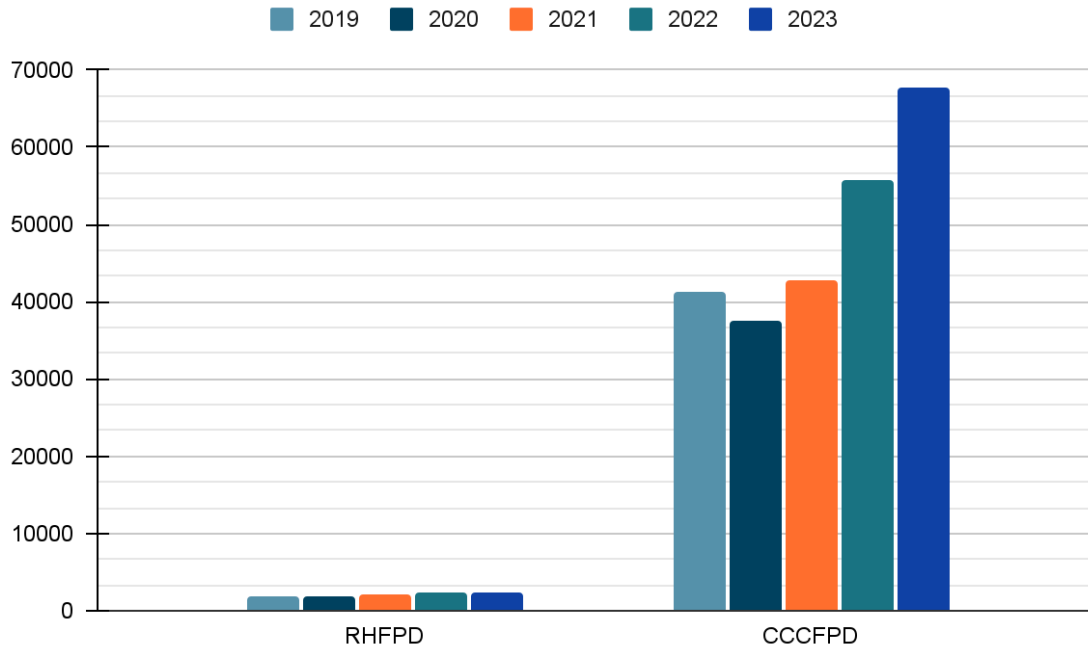
CCCFPD operates the Contra Costa Regional Fire Communications Center (CCRFCC), which serves as a secondary Public Safety Answering Point (PSAP) for most fire and EMS 911 calls in the County. CCRFCC provides dispatch to the CCCFPD, plus RHFPD, and four other fire agencies. The Center dispatches more than 140,000 emergency and non-emergency fire and EMS incidents annually.

In 2018, the Center made substantial improvements to the system by adding more staff and upgrading radio, telephone, and information technology services. In 2023 staffing was further increased and a new communications center will be constructed beginning in mid-2024.

CCRFCC's 911 Dispatchers are all certified in Emergency Medical Dispatch through the *International Academies of Emergency Dispatch* (IAED) and provide pre-arrival instructions to callers reporting medical emergencies. Along with its staff, CCRFCC houses 13 System Status Management Dispatchers employed by American Medical Response for the deployment of ambulances throughout the service area.

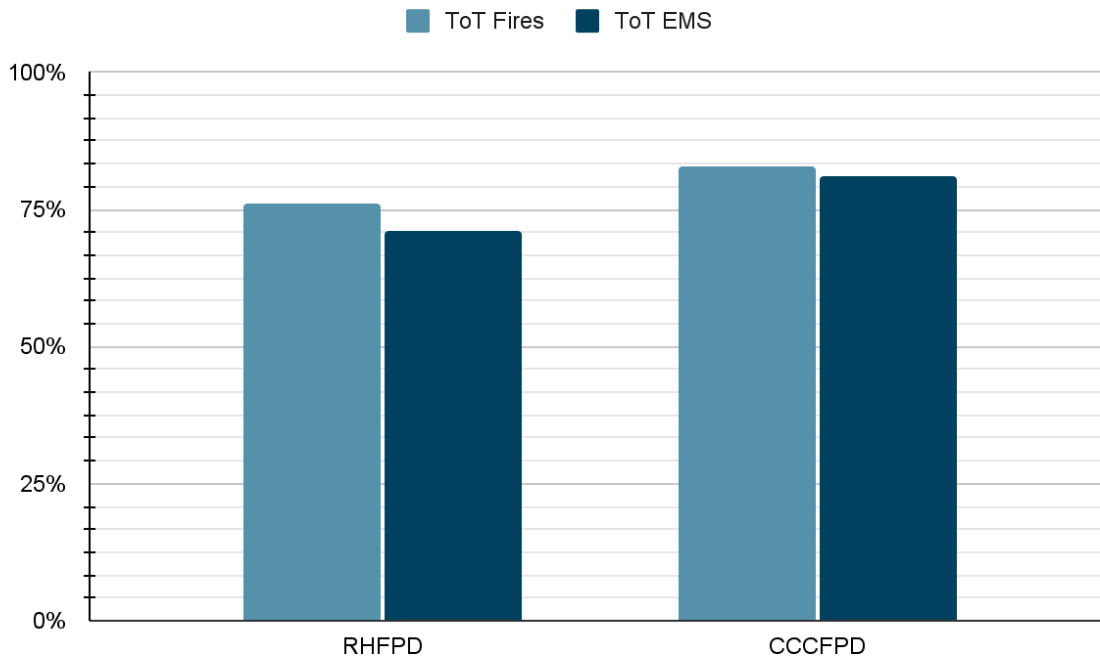
## Level of Demand

The following figure shows response workload for each agency over the past 5 years. This chart shows the relatively small impact annexation would have on the annual workload for the CCCFPD.



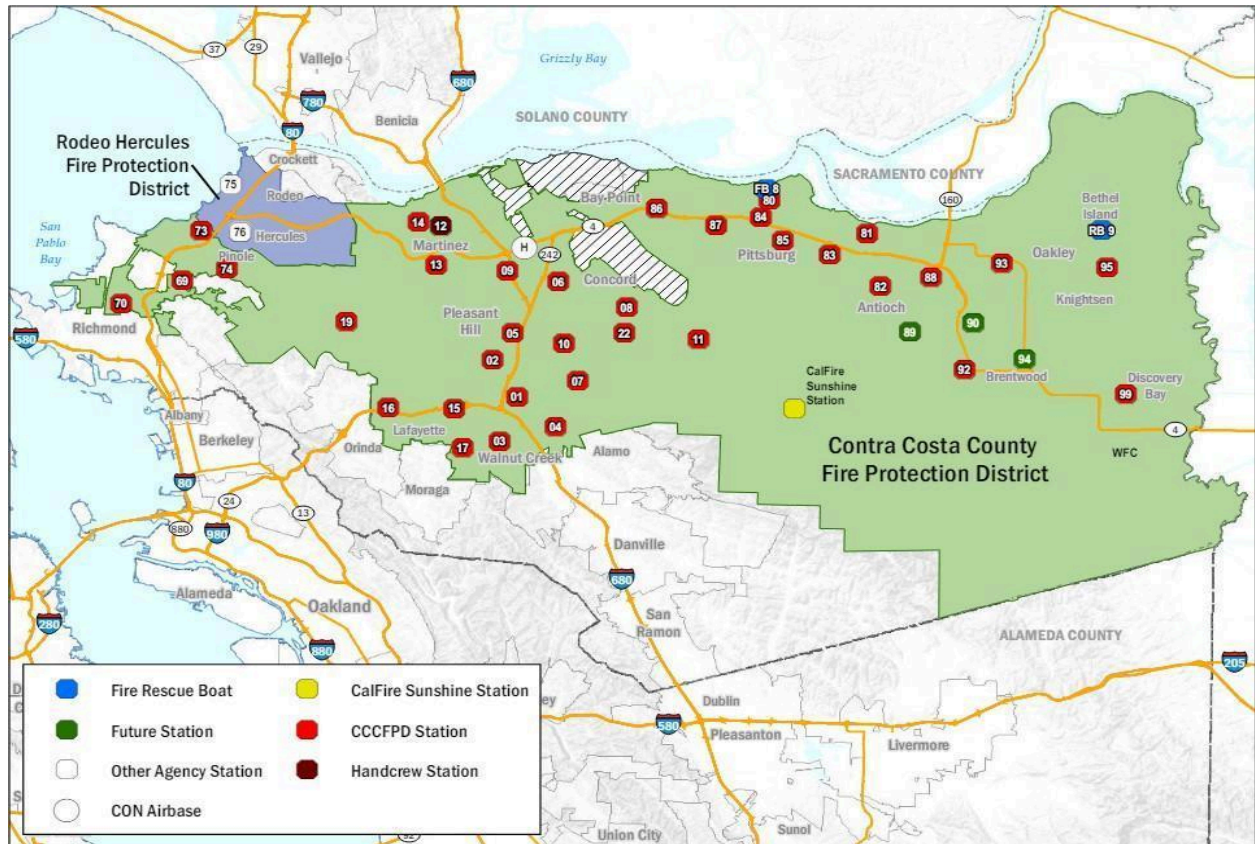
### Baseline Turnout Time Comparison:

This chart shows the comparison between the baseline (actual) turnout times for CCCFPD and RHFPD for 2023. This comparative analysis indicates that CCCFPD maintains a system that meets or exceeds the baseline turnout time performance of that within RHFPD, meaning response times will likely be the same, or slightly better, within the RHFPD after annexation.



- Turnout time for fire/rescue calls within 2 minutes and 20 seconds for 90 percent of incidents.
  - Current RHFPD baseline performance = 76%.
  - Current CCCFPD baseline performance = 83%
- Turnout time for EMS calls within 2 minutes and 10 seconds for 90 percent of incidents.
  - Current RHFPD baseline performance = 71%.
  - Current CCCFPD baseline performance = 81%

## Facilities - Fire Station Locations



### Contra Costa County Fire Protection District Facilities

CCCFPD currently maintains 35 fire stations throughout the District. Station 19 is a reserve station and a leased facility. The Byron Wildfire Center is used to support the hand crew operations. The following figures describe the features of each fire station operated by the District.

Combined, CCCFPD fire stations have a staffing capacity of approximately 225 personnel, 80 apparatus bays (although some are utilized for exercise equipment), and 180,000 square feet. The years in which CCCFPD's stations were built range from 1939 to 2022, with an average age of 33 years; however, several of the older stations have since been remodeled.

Of the 35 fire stations inventoried, 11% were listed in "Excellent" condition, 49% in "Good" condition, 37% in "Fair" condition, and 3% in "Poor" condition. The majority of the stations do not have modern seismic protection or meet Americans with Disability Act (ADA) standards. Fourteen (40%) of the fire stations have sprinkler systems installed.

### Rodeo-Hercules Fire Protection District Facilities

RHFPD currently maintains two fire stations. Fire Station 75 was originally built in 1937 but was remodeled in 1991. Station 76 was built in 1991. Combined, the two stations average 57 years of age.

The maximum fire station staffing capacity of each facility is limited to either three or four personnel. Combined, the District has seven apparatus bays.

The District rated the overall condition of both of its fire stations as “Good.” Both stations have sprinkler systems installed.

### Combined Station Inventories of the Fire Districts (2024)

The following figure lists the inventories and features of both fire districts combined.

Fire District	No. of Stations <sup>1</sup>	Maximum Staffing <sup>2</sup>	Apparatus Bays	Average Age <sup>3</sup>	Total Square Footage <sup>4</sup>
CCCFPD	35	225	80	33 years	180,000
RHFPD	2	7	7	59 years	18,690
<b>Totals:</b>	<b>37</b>	<b>232</b>	<b>87</b>		<b>198,690</b>
<sup>1</sup> Unstaffed/unused stations excluded. <sup>2</sup> Represents maximum staffing capacity. <sup>3</sup> Average age of stations combined. <sup>4</sup> Square footage of some stations not reported.					

The combined fire station inventories comprise 37 fire stations with 88 bays (although in several of them, at least one bay is utilized for exercise equipment) and a capacity of 232 personnel .

Fire stations tend to be older amongst both fire districts. The average age of the combined stations is almost 36 years. However, this may be somewhat distorted, as this was based on the original construction dates, and several stations have since had significant remodeling completed (e.g., CCCFPD Stations 69 and 81). CCCFPD has constructed several new stations over the past five years, including Fire Station 16 (Lafayette), Fire Station 95 (Oakley), Fire Station 70 (San Pablo), and Fire Station 86 (Bay Point). There are four stations in the planning and/or construction process including a replacement for Fire Station 9 (Pacheco), new Fire Station 90 (Brentwood), a replacement for Fire Station 94 (Brentwood), and a planned new station in southern Antioch based on development agreements.

## **Apparatus & Vehicles**

A thorough review of each of the fire districts' fleet inventories is especially important if annexation is implemented. Annexation will likely result in a merger of apparatus inventories and other equipment.

Fire apparatus are unique and expensive pieces of equipment customized to operate for a specific community and defined mission. Other than its firefighters, officers, and support staff, the next most important fire protection district resources are likely the emergency apparatus and vehicles.

Apparatus must be sufficiently reliable to transport firefighters and equipment rapidly and safely to an incident scene. Such vehicles must be properly equipped and function appropriately to ensure that the delivery of emergency services is not compromised. For this reason, they are expensive and offer minimal flexibility in use and reassignment to other missions.

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

Except for new apparatus—which were rated as “Excellent”—the Contra Costa County FPD rated all of its frontline engines, aerial apparatus, and most other vehicles as in “Good” condition. This included apparatus in reserve and those assigned to the Training Division.

Along with its substantial fleet of engines, ambulances, aerials, and other apparatus, the District maintains a range of special operations vehicles (e.g., hazmat unit, UTVs, command units, fire boat, rescue boat, etc.) and other equipment utilized for wildland and other operations (e.g., bulldozer, backhoe, dump truck, etc.).

CCCFPD owns multiple pickup trucks, SUVs, and other vehicles but has access to nearly 75 other pickup trucks, staff cars, cargo vans, and assorted miscellaneous vehicles from an ongoing fleet leasing program through Enterprise Fleet Management. This program assures light vehicles, including chief officer vehicles, are replaced at regular intervals before becoming maintenance or reliability issues.

The District maintains an adequate inventory of reserve engines, aerial apparatus, rescue squads, and other vehicles. The Training Division has been assigned five Type 1 engines along with two aerial apparatus (one being a Quint and the other a tiller), and several other apparatus.



**Rodeo-Hercules Fire Protection District**

The following figure lists the current inventory of RHFPD’s frontline fleet. The District’s apparatus fleet comprises Type 1 (structural) and Type 3 (wildland) engines, as well as Quint apparatus.

**RHFPD Frontline Apparatus & Other Vehicles Inventory (2024)**

Unit	Type	Manufacturer	Year	Condition	Features
<b>Engines &amp; Aerials</b>					
Engine 75	Type 1	Pierce	2020	Excellent	2000 gpm
Quint 76	Quint	Spartan/Smeal	2020	Excellent	100 ft. aerial 2000 gpm
Engine 375	Type 3	International/Hi Tech	2008	Fair	500 gpm
Engine 376	Type 3	International/Hi Tech	2006	Fair/planned for replacement	500 gpm
<b>Command/Staff Vehicles</b>					
7500	SUV	Chevrolet	2017	Excellent	
7502	SUV	Chevrolet	2017	Good	
7501	SUV	Chevrolet	2023	Excellent	
S3	SUV	Ford	2007	Good	
PU 76	Pickup	Ford	2005	Fair	

RHFPD maintains one engine and one quint in reserve (Engine 75A and Quint 76A). Both are rated as in “Poor” condition. The District uses a 10-year replacement cycle for its engines where apparatus moves into reserve status at 10 years. The District has not been able to maintain a 10 year cycle with its Type III Brush apparatus which are 16 and 18 years old respectively.

## Collective Apparatus Inventories

The following figure lists the frontline fleet inventories of the two fire districts combined.

### Collective Inventory of the Fire Districts Frontline Fleets (2024)

Fire District	Engines <sup>A</sup>	Aerials	Ambulances	Tenders	Wildland <sup>B</sup>	Others
CCCYPD	53	12	60	6	28	32 <sup>C</sup>
RHFPD	3	2	—	0	2	—
<b>Totals:</b>	<b>56</b>	<b>18</b>	<b>60</b>	<b>6</b>	<b>30</b>	<b>32</b>

<sup>A</sup>Includes Type 1 only. <sup>B</sup>Includes Type 3 & Type 6. <sup>C</sup>Approximate.

In the preceding figure, the “Wildland” category represents Type 3 or Type 6 apparatus. The “Others” category represents a broad range of vehicles from bulldozers to water craft.

### Automatic and Mutual Aid

All agencies participate in local automatic aid agreements. Additionally, local and statewide mutual aid is provided under local agreement or under the California Master Mutual Aid Agreement. Contra Costa County Fire Protection District is the predominant provider of aid to the RHFPD.

### Public Outreach/Education

All agencies provide public education in various forms based on their current staffing and organization. Contra Costa County Fire Protection District is the only agency with dedicated full-time staffing for public education and public information services.

CCCYPD has robust public education programs. CCCYPD emphasizes wildland interface issues. Programs include the use of FireWise® defensible space, hazard reduction, and community information sessions. Due to its size and staffing limitations the RHFPD does not have a robust public education program.

CCCYPD supports City-sponsored CERT programs with relevant fire and rescue related training.

CCCYPD has a unique bilingual education program for the juvenile fire starter team. CCCYPD currently provides annual education at the grade school level.

## Public Education Programs

Education Programs	CCCFPD	RHFPD	
Annual fire prevention report distributed	Yes	Yes	
Babysitting safety classes	No	No	
Bilingual info available	Focused	No	
Calling 9-1-1	Yes	Yes	
Carbon Monoxide Alarm installations	Yes	No	Upon request
CPR courses, BP checks	Yes	Yes	CPR at open house
Curriculum used in schools	Yes	Yes	
Exit Drills in the Home (EDITH)	Yes	Yes	During school program only
Eldercare and safety	Yes	No	
Fire brigade training	No	No	
Fire extinguisher use	Yes	No	
Fire safety	Yes	No	
Injury prevention	Yes	No	
Juvenile fire-starter program	Yes	No	
Publications available to the public	Yes	Yes	
Smoke alarm installations	Yes	Yes	Upon request minimal
Wildland interface education offered	Yes	No	

## Support Services

### Apparatus & Vehicle Maintenance

#### Contra Costa County FPD

The majority of CCCFPD's fleet maintenance is done internally by the District's Apparatus Shop. The Fire Apparatus Manager supervises a Fire Service Coordinator, Driver/Clerk, and six Emergency Vehicle Technicians (EVT) (formerly known as Fire Equipment Mechanics (FEM)). The

EVTs are certified by the *National Institute for Automotive Service Excellence (ASE)* in vehicle repair and the *California Fire Mechanics Academy (CFMA)* to maintain fire apparatus.

**Rodeo-Hercules FPD**

RHFPD outsources its vehicle maintenance to the Alameda County Fire Department and a commercial company(s) that specializes in emergency vehicle services. There are no dedicated staff for the fleet leaving a shift based company officer to manage the program with the help of other line personnel.

**Fire Prevention**

CCCFPD has a fully staffed prevention bureau.

In 2023, CCCFPD performed 7,267 mandatory code enforcement inspections and 333 non-mandatory inspections. The following graphic shows a comparison of the current code enforcement by each district.

**Code Enforcement Among the Fire Districts**

Code Enforcement Activity	CCCFPD	RHFPD
Consulted on new construction	Yes	Yes
Fees for inspections or reviews	Yes	Yes
Hydrant flow records maintained	Partial	No
Key-box entry program	Yes	Yes
Perform occupancy inspections	Yes	Yes
Perform plan reviews	Yes	Yes
Sign-off on new construction	Yes	Yes
Special risk inspections	Yes	Yes
Defensible Space	Yes	No
Exterior Hazard Control and Weed Abatement	Yes	No
Company Inspections (pre-plan)	No	No
Certified/Qualified Fire Investigators	Yes	No

### Fire-Cause Determination & Investigation

CCCFPD has staff who are certified peace officers with arresting powers and the capacity to perform all functions of a fire-cause investigation. RHFPD does not have dedicated staff for the statutory requirement of fire cause determination. The fire investigation team for CCCFPD conducted almost 900 investigations in 2023. The RHFPD has become reliant upon CCCFPD to subsidize its fire investigations.

### Administration

Each of the districts has varying levels of uniformed administrative support positions—due primarily to their size. The following figure illustrates the various positions in non-uniformed administrative positions.

### Comparison of Uniformed Administrative & Support Staff

Position	CCCFPD	RHFPD
Fire Chief	1	1
Deputy Chief	3	—
Assistant Chiefs	8	—
Medical Director	1	—
Administrative Battalion Chiefs	3	--
Administrative Captains*	3	—
Fire Marshal (see Assistant Chief)**	—	
Deputy Fire Marshal	1	½ --
Fire Inspectors	22	--
Public Educators	2	—
Public Information Officer	2	--
Fire Investigation Supervisor	1 <sup>A</sup>	--
Shift Fire Investigators (56-hour)	3	—
Fire Investigators (40 hours)	1	—
Fire Prevention Captains	4	—
Code Enforcement Supervisor	1 <sup>A</sup>	—
Plan Review Supervisor	1	—
Building Plan Checker I	2	—
Fire Prevention Technician	1	—
Community Risk Reduction	1	—

^CCCFPD has one FPB Captain assigned to Engineering/Plan Review, Code Enforcement, Community Risk Reduction, Training, and Fire Investigations.

\*\*Can place the RHFPD ½ time personnel in either FM or Deputy FM; RHFPD maintains a professional services contract with CSG for fire prevention services.

An effective fire organization requires non-uniformed staff to support daily administrative activities. The following graphic shows the number of non-uniformed staff for each district.

### Non-Uniformed Staff

Position	CCCFPD No. of Staff	RHFPD No. of Staff	
Chief of Administrative Services	1	0	
Chief Administrative Officer	0	1	
HR Analyst II	2	0	
Executive Secretary	1	0	
Administrative Assistant	0	1	
Secretary Advanced Level	3	0	
Account Clerk Advanced	3	0	
District Aides	20	0	
Fiscal Specialist	2	0	
Fiscal Officer	2	0	
Staff Accountant	0	0	
Payroll Technician	0	0	
Senior Level Clerk	5	0	
Clerical Supervisor	1	0	
Permit Technician	2	0	
Totals:	42	2	

RHFPD maintains a professional services contract with Strategic Advisory Services for financial consultant services.

### Training

CCCFPD has a comprehensive and extensive training program. CCCFPD places more emphasis on fire-related training and position specific competency based skill training from entry level

through Battalion Chief for succession planning. A contributing factor to the difference in fire-related training was the special operations teams, technical rescue, truck operations, and boat operations. The RHFPD has no dedicated training staff and has become heavily reliant upon CCCFPD to subsidize its training needs. RHFPD maintains a professional services contract with an EMS consultant to provide EMS training.

RHFPD does not have a comprehensive or extensive training program. The annexation will increase the level of training and skill development for RHFPD personnel.

The following figure summarizes the general training topics and certification levels provided in each district.

### General Training Competencies by Fire District

Training Competencies	CCCFPD	RHFPD
Incident Command System	ICS Series	ICS Series
Accountability Procedures	Yes	Yes
Training SOGs	Yes	Yes (outdated)
Recruit Academy	Yes	No (1 month orientation)
Special Rescue Training	Yes	Yes
HazMat Certifications	Technician & Specialist	Operations (not all personnel)
Vehicle Extrication Training	Yes	Yes
Driving Program	Yes	No
Engineer Academy	Yes	No
Captain Academy	Yes	No
Wildland Certifications	S190/130	S190/130
Communications & Dispatch	Yes	Yes
Truck Company Operations	Yes	No
DEI Training & Recruitment	Yes	No
Fire Boat Operations	Yes	No

Following is a summary of the current training resources and facilities available for each district.

**Training Facilities & Resources by District**

Facilities & Resources	CCCFPD	RHFPD
Adequate training ground space	Yes	Yes (not ISO compliant)
Training building/tower	Yes	Mobile
Burn room at the training building	Yes	No
Live fire props	Yes	No
Driver's course	Yes	No
SCBA obstacle course/CFS	Yes	No
Adequate classroom facility	Yes	Yes
Computers & simulations	Yes	Yes
EMS props & mannequins	Yes	Yes

**Personnel/Recruitment**

Both districts use their own recruitment processes and have differing recruit training programs. Contra Costa County Fire uses their training campus to facilitate a 22-week recruit academy. RHFPD requires recruits to have previously completed a community college fire academy and offers a 1 month orientation followed by on the job training.

Recruitment of support, admin, and executive chief positions is similar with each agency having different methods.



## Proposed Service Delivery Plan

### Service Overview

The combined organization will provide fire, rescue, and first responder emergency medical services, including special operations capabilities<sup>1</sup>, to all the communities within the reorganized district in a manner consistent with services provided in the existing Contra Costa County Fire Protection District. Full-time and full-service fire prevention and fire investigation services, along with internal apparatus and fleet maintenance programs, facilities management, administrative and support services will be provided.

### Staffing

Staffing will be stabilized and consistent through this annexation with a larger and broader group of firefighters and chief officers available to fill the required daily positions. Fire prevention, administration, training and support services functions will be strengthened with the existing staffing of the CCCFPD.

### Dispatch/Communications

There would be no changes to dispatch and emergency communications. There would be increased support provided by Contra Costa County Fire Protection District staff for radio and communication servicing, repairs, training, and radio programming under the combined organization.

### Level of Demand

It is anticipated that immediately following annexation, demand for services as defined by calls for service would total the sum of the existing demand in the two service areas. In subsequent years, demand would continue to increase in conjunction with anticipated population increases, new development and infrastructure, and other factors influencing need for fire protection, rescue, and EMS services.

### Automatic and Mutual Aid

The combined, larger organization would continue to support automatic and mutual aid commitments at the local level. The ability to respond to regional and statewide mutual aid would be enhanced by additional capacity and personnel.

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<sup>1</sup> Specialist-Level Hazardous Materials response/Type 1

## **Public Outreach/Education**

Public education and public information services would be provided equally to the annexed areas with dedicated staff of the already existing Contra Costa County Fire Protection District. Public outreach includes support for FireWise® community groups, established Community Emergency Response Teams, civic groups and other organizations that support a public safety mission.

## **Fire Prevention**

Fire prevention and fire investigations will be provided with the current CCCFPD staff. Staffing levels will be reviewed annually to determine appropriate staffing levels for current and anticipated workloads and changes in mandated programs.

## **Administration**

The combined organization would have an approximate 13% administrative/support staffing to line staffing based on current staffing levels.

This is consistent with similarly sized organizations, and, except for the Fire Chief position, there does not appear to be duplication of support staff. Grant management, contract administration, and cost recovery programs would be appropriately staffed with the current CCCFPD administrative resources.

## **Maintenance**

Vehicle maintenance would be performed by the Contra Costa County Fire Protection District apparatus shop. This will increase consistency and uniformity in quality by ASE certified fire mechanics.

## **Training**

Training of recruit firefighters will be conducted through the Contra Costa County Fire Protection District academy. This state Accredited Local Academy will increase consistency in the training provided and the quality and capability of the recruits who will become firefighters serving the various communities of the combined organization upon graduation.

Continuing training will be delivered using the systems developed under the Contra Costa County Fire Protection District's Training Division. Increased use of decentralized training at locations in west county will need to be used to reduce travel times of crews.

The Training Division increased staffing by one 40-hour Training Captain and added a civilian training specialist in mid-2021 and another in 2024. The Training Division will continue providing consistent continuing education and training.

## **Personnel/Recruitment**

Recruitment processes will be standardized under the current practices of the Contra Costa County Fire Protection District based on existing district practices and policies.

## **Liaison with Cooperating Agencies**

The CCCFPD will continue to coordinate with cooperating public health and safety agencies to ensure the provision of efficient and effective service. Cooperating agencies include Contra Costa County Department of Health and the Local Emergency Medical Services Agency (LEMSA) for all emergency medical services; Contra Costa County Office of Emergency Services and law enforcement for emergency preparedness planning, evacuation planning and procedures and early warning systems for the public; and other entities that support a public safety mission.

## **Level and Range of Proposed Services**

### **Capacity Availability**

Current front line capacity for emergency response of the combined organization is suitable to meet the current demands. Additional overhead capacity for large or complex incident management and mitigation will be a direct benefit to the communities of Rodeo and Hercules. Capacity within the fire prevention bureau will be evaluated on an ongoing basis, as is the current practice, to match staffing with service demand.

### **Willingness to Serve**

Contra Costa County Fire Protection District is prepared to serve the areas under the proposed annexation. The ability to serve the new areas is complemented by existing personnel from the annexed district being incorporated into the ranks and structure of the new organization, as well as the planned recruitment, training, and deployment of additional resources as needed.

### **Service Adequacy**

The level of service provided in the annexed territory will be consistent with current CCCFPD practices, policies, and standards.

## **Infrastructure Needs/Planned Improvements**

There are no identified significant infrastructure needs. With the age of Fire Station 75 and Fire Station 76 there will need to be continued maintenance, upgrades, repairs, and certain modernizations and improvements. These have all been identified by RHFPD and some progress has been made to complete these projects. No additional fire stations or expansions of facilities are contemplated at this time.

Apparatus will be replaced based on the CCCFPD replacement program and plans to replace the Type 3 wildland apparatus operated by RHFPD are included in the fiscal analysis and cost projections.

## **Correlation with Agency Plans and Operations**

CCCFPD maintains an operational plan that is updated annually as well as an apparatus replacement plan and capital improvement plan. The proposed annexation is consistent with CCCFPD's planning documents and operations. It is anticipated that operations within the annexed area will become entirely consistent with CCCFPD's operational plan and capital improvement plans once operations are taken over by CCCFPD. Additionally, these plans will be updated to incorporate needs specific to the annexed area.

## **Alternative Service Structures and Related Effects**

In March 2024, the RHFPD sought potential interested agencies to provide services to their district under contract. No public agency responded, thus the alternative service delivery model under a contractual relationship with another fire service agency was determined infeasible.

There are two alternatives to the reorganization as proposed here—status quo and consolidation. Status quo would be retaining the existing service and governance structure and, without a significant increase in revenue, would result in anticipated service level reductions in the next few years for the RHFPD.

Consolidation, as opposed to the reorganization (annexation) proposed here, would result in a combining of the two districts into a new district. While the outcome would ultimately look the same as the proposed annexation/dissolution, the process would result in a new district being formed and would not capitalize on the already existing structure of CCCFPD as the proposed successor agency. The costs and impacts to service levels would likely be similar for both reorganization and consolidation.

# Fiscal Analysis

## Background

This section of the application describes the financial resources which are available to fund the services provided following reorganization, and the projected expenditures based on assumptions previously described in the service delivery plan and transition plan. Based on a projection of fund balance, revenues, and expenditures, CCCFPD will be able to provide the services described in this plan.

## Revenue Sources

Each district has a mix of revenue sources with property taxes being the primary source. The revenue sources of the reorganized district would include property taxes, special taxes, benefit assessments, fees for services, development impact fee revenue, community facilities district revenue, grants and intergovernmental revenue from other agencies, as well as a specific sales tax (San Pablo), and a general countywide sales tax (Measure X).

## Post-Reorganization 5-Year Financial Projections

### Operations

The financial projections are based on available revenue from all sources for the Rodeo-Hercules Fire Protection District that are assumed to continue following the annexation and all known CCCFPD expenses to staff, operate, maintain, and support two fire stations in the communities of Rodeo and Hercules. Revenue sources for the RHFPD include all forms of property tax, RDA pass-through revenues, benefit assessments, Measure O, and Measure H. Revenue from Phillips 66 (through 2025), Homeowner Property Tax Relief, and an estimate for fire prevention fee revenue are also included. Revenues are estimated below:

Revenue Category (annual increase)	FY 24/25	FY 25/26	FY 26/27	FY 27/28	FY 28/29	FY 29/30
Property Taxes (4%)	\$4,864,663	\$5,059,250	\$5,261,620	\$5,472,084	\$5,690,968	\$5,918,606
Benefit Assessments (0%)	\$1,363,968	\$1,363,968	\$1,363,968	\$1,363,968	\$1,363,968	\$1,363,968
Measure O (2.5%)	\$2,646,544	\$2,712,708	\$2,780,525	\$2,850,038	\$2,921,289	\$2,994,322
Measure H (0%)	\$86,388	\$86,388	\$86,388	\$86,388	\$86,388	\$86,388
RDA Pass Through (4%)	\$935,000	\$972,400	\$1,011,296	\$1,051,748	\$1,093,818	\$1,137,570
Phillips 66 Annual Lease Purchase Offset (0%)	\$99,000	\$99,000	\$0	\$0	\$0	\$0
Homeowner Property Tax Relief (0%)	\$29,000	\$29,000	\$29,000	\$29,000	\$29,000	\$29,000
Fire Prevention Fee Revenue (0%)	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
<b>TOTAL REVENUE</b>	<b>\$10,074,563</b>	<b>\$10,372,713</b>	<b>\$10,582,797</b>	<b>\$10,903,227</b>	<b>\$11,235,431</b>	<b>\$11,579,854</b>

RHFPD property taxes have increased at an annual rate in excess of 4% annually since FY2020-2021. The benefit assessments do not escalate on an annual basis and Measure O has an escalator capped at 3% per year. It is anticipated the annual contribution from Phillips 66 will cease in 2025. Based on these assumptions, it is felt the escalators used in the overall revenue forecast model are conservative.

Salaries and benefits, which include Medicare payroll taxes, health insurance, and pension costs for the line positions—Captains, Engineers, and Firefighters—were assumed to be entering the CCCFPD system at the actual CCCFPD salary step for each individual on July 1, 2025, based on the Local 1230 MOU and County transfer rules. This includes a mix of personnel entering CCCFPD at top step for their position and several entering at mid-range or lower steps based on

their total compensation at RHFPD and the corresponding, or equivalent step, at CCCFPD. There are a total of 18 positions at the Firefighter, Engineer, and Captain rank and one position at the Battalion Chief rank in this analysis.

Overtime is calculated at 13% of total personnel costs based on CCCFPD's historical overtime cost experience. As previously stated, the projections include maintaining the existing staffing levels of two stations.

Total personnel costs for Firefighter and Engineer positions are projected to increase 10% annually in the first three years, due to anticipated annual step increases, and 5% annually beginning in the fourth year of the projections. All other ranks are projected to increase at a rate of 5% annually beginning in the first year of analysis.

Retiree health costs are additional benefit costs that are projected to increase 8% annually.

Administrative personnel (two clerical positions) will be absorbed into the existing CCCFPD staffing. It is important to note these administrative positions are not necessary additions to CCCFPD staff as a result of annexation, but will be accommodated as a result of the annexation to extend employment for these members. These positions will be absorbed into the current staffing and already budgeted positions of the CCCFPD's administrative services section. Program support for grant applications and grant management, as well as cost recovery and other related services, are capable of being managed with existing CCCFPD staff.

Retiree health insurance benefit costs for RHFPD retirees are stated separately to indicate those long-term costs are considered in the projections.

Services and supplies expenses include, but are not limited to, station and apparatus operating costs, repairs and maintenance, small tools and equipment replacement, training costs, radio and technology costs, medical and firefighting supplies, turnout gear and uniform costs, and professional services. These costs are estimated to increase 8% annually. It is anticipated that there will be a significant benefit in consolidating certain administrative costs such as technology, training, reduced professional services, and apparatus maintenance.

The operations portion of the combined districts is anticipated to produce positive cash flow for each of the five years of the projections. This allows the combined operation to accumulate a reserve balance, to assist in rebuilding reserves taking into account the full use of the RHFPD reserves to pay down the unfunded pension liability of the RHFPD at the time of annexation, or to take advantage of other opportunities during the projection period. The following figure combines the revenues from the previous projections with expected operating expenses and

related expenses to develop annual operating cash flows and accumulated operating fund balances through FY 29/30.

### Recurring Revenue/Expense Projections

	2025-26	2026-27	2027-28	2028-29	2029-30
	Forecast	Forecast	Forecast	Forecast	Forecast
Salary and Benefits	\$7,093,649	\$7,535,324	\$8,007,783	\$8,408,172	\$8,828,581
Retiree Health	\$425,000	\$459,000	\$495,720	\$535,378	\$578,208
Materials and Supplies	\$446,605	\$482,334	\$520,920	\$562,594	\$607,602
Apparatus Replacement & Lease Purchase Debt Service	\$1,166,800	\$441,800	\$463,890	\$487,085	\$511,439
Equipment Replacement	\$70,342	\$75,969	\$82,047	\$88,611	\$95,700
Communication Center Allocation	\$183,600	\$198,288	\$214,151	\$231,283	\$249,786
Facility Maintenance and Utilities	\$126,000	\$132,300	\$138,915	\$145,861	\$153,154
Unanticipated Annexation Expenses	\$100,000	0	0	0	0
Increased Pension Cost (RHFPD UAAL)	\$141,000	\$148,050	\$155,453	\$163,225	\$171,386
Total Operating Costs	\$9,752,996	\$9,473,065	\$10,078,879	\$10,622,209	\$11,195,856
Total Revenue	\$10,372,713	\$10,582,797	\$10,903,227	\$11,235,431	\$11,579,854
Net Revenue	\$619,717	\$1,109,732	\$824,348	\$613,222	\$383,998

### Salary & Benefits

CCCFPD currently experiences a much lower pension cost, as a percentage of eligible compensation, than RHFPD for both classic and PEPRA members. This amounts to over 30% in reduced pension costs for CCCFPD as compared to RHFPD. The salary and benefit forecasts include base salaries, any incentive or additional pay items, FICA, uniform allowance, medical and dental subsidies, workers compensation insurance costs, all CCCERA retirement related costs, as well as holiday pay, scheduled FLSA pay, and an overtime cost factor for the Battalion Chief (1), Captain (6), Engineer (6), and Firefighter (6) positions at the calculated salary scale each current RHFPD member would be entitled to upon joining CCCFPD. These costs were escalated at 5% annually with a 10% annual cost escalator through FY 27/28 for all firefighter ranks due to scheduled step increases for those ranks. Classic retirement rates were used for the Captain ranks and PEPRA rates were used for the Engineer and Firefighter classifications, based on the current and expected census for these ranks.



## **Retiree Health**

Retiree health is planned to be reimbursed at 100% of total plan costs to those RHFPD members retired as of the date of annexation. The costs allocated to retiree health presume two additional RHFPD retirements with the maximum cost of benefits provided for those two presumed retirements. Future retirees will receive the normal CCCFPD retiree health care subsidy, which is less than 100%.

## **Materials & Supplies**

Several cost components are included in this section including IT, training costs, fuel, tires, apparatus maintenance, property & liability insurance costs, EBRCs subscriber fees, firefighting supplies not included in the Equipment Replacement section, disposable medical supplies, and tax collection services. There is no anticipated significant increase to legal services or payroll services.

## **Apparatus & Lease Purchase Debt Service**

This section includes \$300,000 of current debt service for Quint 76 and Engine 75. Additionally, leasing costs for a utility pickup and Battalion Chief vehicle are included beginning in FY 25/26, although neither may be necessary until a subsequent fiscal year. The planned purchase of one (1) Type 3 wildland engine and (1) Type 6 wildland engine are planned for FY 25/26 with cash in lieu of a financing arrangement. This would replace both wildland apparatus by FY 27/28 based on current delivery schedule estimates. In FY 26/27 the district would purchase one (1) Type 1 engine to replace the current Engine 75A. This would be a 10 year lease purchase with the annual payments commencing in FY 26/27 and delivery anticipated in FY 29/30 based on current delivery schedule estimates.

## **Equipment Replacement**

There is both capital and non-capital equipment carried on fire apparatus for the safety of our members and to provide specialized and technical fire, rescue, and medical services to the public. Based on the manufacturer's recommended useful life, the following equipment is replaced at regular intervals and included in this portion of the fiscal analysis: automobile extrication tools (jaws of life), self-contained breathing apparatus (SCBA), thermal imaging cameras, portable and mobile radios, fire hose and nozzles, LUCAS CPR devices, Lifepak Monitor/Defibrillators, as well as structural and wildland personal protective equipment. The amount listed in each fiscal year is representative of the sum total of the equipment divided by its useful life. In some years more, or less, may be expended based on the actual equipment being replaced in that given year and its unit cost. The cost of replacing the LifePak Monitor/Defibrillators and the LUCAS CPR devices is not borne by the CCCFPD general fund;

these items are replaced through the CCCFPD ambulance transport fund and, as such, their replacement costs are not included in the calculation.

### **Communication Center Allocation**

This represents the annual amount that would otherwise have been paid to CCCFPD by the RHFPD for dispatch related services from the Contra Costa Regional Fire Communications Center (CCR FCC). Since this revenue will no longer be coming to the CCCFPD it is listed here as an expense for overall planning purposes and to account for the loss of revenue.

### **Facility Maintenance & Utilities**

Each station has its own unique maintenance needs and often a unique cost for utilities depending on age, construction, water use, and the type of heating and air conditioning appliances installed. Using RHFPD budget figures, and CCCFPD experience with scheduled maintenance items such as paint, carpet, and appliance replacement, overhead door maintenance, exhaust system maintenance, exterior building maintenance and repairs a budget forecast is provided here.

### **Unanticipated Annexation Expenses**

In both of the previous mergers, the CCCFPD experienced some unanticipated transition expenses. Some of these included replacement of iPads or other IT infrastructure, telephone equipment, or other minor equipment. In some cases there is minor work or contractor provided services that are necessary to align IT, telephone, or other infrastructure. Upgrading or replacement of RHFPD personal protective equipment (PPE) may also be needed or may be phased in over a period of time with minor modifications of existing and serviceable PPE. These expenses are only included in the first fiscal year following the anticipated annexation date.

### **Capital**

The second component of the proposed annexation to be analyzed is the funding available to acquire capital resources such as fire stations and equipment. There are no plans for new fire stations in the communities of Rodeo or Hercules as a result of this annexation. Each of the districts receives funding from special assessments that are restricted to use only within the jurisdiction from which the revenues are received. These restricted revenues include development impact fees (both agencies), benefit assessments (RHFPD), and Measure O (RHFPD). The development impact fees are to be used for capital expenses related to new development needs and impacts in a specific area. The benefit assessments and Measure O are available for capital needs, ongoing operational costs to staff and operate stations. All of these funding sources are restricted to benefit the area from which the funding is derived.

The Contra Costa County Fire Protection District will ensure all funds received from Measure O, benefit assessments, development impact fees, and community facilities districts derived from the territories of the former Rodeo-Hercules Fire Protection District are accounted for and expended within the geographic areas they were derived in compliance with applicable statutes and regulations.

CCCFPD will assume the obligation for debt service payments, capital expenditures for apparatus and equipment, and the ongoing maintenance and necessary improvements to fire stations into the future.

Currently, the RHFPD has a lease agreement with the City of Hercules for Fire Station 76. The lease agreement, or other ownership arrangement, for Fire Station 76 will need to be determined and executed between CCCFPD and the City of Hercules prior to the annexation effective date.

Several apparatus of various types are anticipated to be acquired during the next five years. CCCFPD has provided cash funding for the purchase of one (1) new Type 3 and one (1) new Type 6 wildland engine in FY 25/26 in the fiscal analysis. One (1) new Type 1 engine is planned to be purchased through the CCCFPD lease-purchase program in FY 26/27 to replace the current Engine 75A. Funding for these acquisitions is expected to be from the use of cash in FY 25/26 as a result of positive cash flow from the annexation and the annual lease-purchase payment is added to the fiscal analysis in the form of an ongoing annual payment beginning in FY 26/27.

The initial balance of the RHFPD reserve fund, or fund balance, of approximately \$7 Million is planned to be used to pay down the approximately \$12 Million of CCCERA unfunded accrued actuarial liability (UAAL) of the RHFPD pension cost group. Annual savings as a result of the annexation will allow the CCCFPD to rebuild additional reserve funds after having used the RHFPD reserve funds in their totality upon the annexation implementation date.

### **Combined Reserve Balances**

The CCCFPD has a combined reserve balance (fund balance) of approximately \$182 Million as of June 30, 2023. Figures for the close of the FY 2023-24 budget will not be available until the fall of 2024. It is anticipated the RHFPD will have \$6,938,013 in available reserves (fund balance) as of June 30, 2025. The CCCFPD plans to use this balance to pay down the RHFPD CCCERA UAAL to the maximum extent possible. If this is done, there will be no transfer of RHFPD general fund balance to the CCCFPD general fund balance. Rather, the accrued savings in each year of operations can be used to replenish the fund balance or be used to support other needs as they arise. The current, and anticipated, CCCFPD fund balance is sufficient to support the annexation alone.

Other RHFPD balances include the California Employers' Retiree Benefit Trust (CERBT) Fund. As of March, 2024, balance is \$3,150,196. The CCCFPD intends to use this balance to pay down the Other Post Employment Benefit (OPEB) liability that will be calculated and added to the CCCFPD outstanding balance with Contra Costa County.

The current Rodeo and Hercules Development Impact Fee (DIF) funds will continue to exist and be separately accounted for following the annexation effective date. These funds will be added to the list of special revenue accounts in the CCCFPD finance system with the County Treasury. Annual accounting for all revenues and related expenses will be completed by the CCCFPD post annexation.

## Findings

As of 2024, RHFPD was facing financial challenges with forecasted ongoing structural budget deficits in the near future. This trend is forecast to continue due to the cost of operating a small district exceeding the forecasted increases in available revenue sources. The fiscal impact of the Contra Costa County Employees' Retirement Association (CCCERA's) costs, and potential voter fatigue and resistance to additional ongoing taxes or fee structures due to the current impacts of benefit assessments and Measure O.

CCCFPD faced declining revenues associated with the decline in property values and thus property tax income after 2008, combined with increased costs associated with retirement liabilities. A significant increase in property tax revenues over the last several fiscal years, coupled with several successful state and federal grant programs, has strengthened CCCFPD's financial position. CCCFPD has current combined reserve balances of \$182 Million.

## Fiscal Determinations

Both districts have benefited from increasing property tax revenues over the last several years. Property tax revenues in upcoming years are expected to normalize in the 4% range, according to the County's annual economic forecast, while FY 24/25 may see somewhat reduced property tax revenues due to the impact of higher mortgage rates possibly suppressing overall real estate transaction activity.

CCCFPD had faced financial constraints in prior years associated with declining property tax revenues and increased pension liabilities until 2013. More recently, the area within CCCFPD is experiencing significant growth in both residential as well as commercial developments, resulting in significantly increased property tax revenues, which coupled with Measure X sales tax revenue, enabled the re-staffing of seven companies and the reopening of all previously closed fire stations over the last decade. Measure X sales tax revenue has significantly impacted

the CCCFPD's ability to expand community risk reduction projects and increase wildland fire mitigation work throughout the county. Property tax revenues are projected to continue to grow approximately 4% annually through FY 29/30.

Projected combined finances of the districts for operational and capital expenditures indicate that the annexation of RHFPD by CCCFPD is a financially feasible option. The combined finances of the reorganized agency would provide for increased sustainability of services within the RHFPD, expansion of fire prevention services including weed abatement and exterior hazard control, and provide for an industry-standard replacement schedule of critical fire apparatus and emergency equipment. This financing structure capitalizes on cost savings resulting from elimination of the RHFPD Fire Chief position, reduced pension costs, combining technology infrastructure, fleet maintenance, reduced capital reserve needs of the smaller agency, and other administrative functions.

## **Appropriations Limit**

The existing appropriations limit (the "Gann Limit"), according to "County of Contra Costa, 2023-2024 County Special Districts Final Budgets" publication and the budget documents of the agencies are: CCCFPD = \$4,788,422,954 and RHFPD = \$19,678,806. The adjusted Gann Limit for Contra Costa County Fire Protection District would be a combination of the two Gann Limits of the individual districts or approximately \$4,808,101,760.

## Proposed Transition Plan

The transition plan described below is intended to describe the process for the complete organizational and service reorganization of the two districts.

### Reorganization Timeline

The application to LAFCO will be submitted in late-Summer 2024. It is anticipated the LAFCO review process will take six months to complete with a tentative annexation effective date of July 1, 2025.

### Implementation Plan

#### Facilities and Apparatus Transfer

All facilities, equipment, and other apparatus existing as of finalization of the annexation which are owned by the Rodeo-Hercules Fire Protection District shall be transferred to the Contra Costa County Fire Protection District. The CCCFPD will meet and confer with the City of Hercules regarding Fire Station 76 and determine a mutually acceptable form of ownership and occupancy or property transfer.

#### Financial Transfer

##### Property Tax Sharing

It is assumed that all property taxes, which would otherwise be allocated by the Contra Costa County Auditor-Controller to the Rodeo-Hercules Fire Protection District, would be allocated to the Contra Costa County Fire Protection District upon filing of the Certificate of Completion of the annexation and in each year thereafter.

##### Operating and Capital Reserve Funds

All fund balances that have been accumulated by the Rodeo-Hercules Fire Protection District shall be transferred from their existing accounts to the Contra Costa County Fire Protection District. CCCFPD will deposit capital funds into appropriate accounts for their stated purpose consistent with current CCCFPD budgeting and accounting practices. CCCFPD shall determine if RHFDP general fund balance will be directed to pay down the unfunded actuarial accrued liability (UAAL) of the RHFDP safety cost group with CCCERA prior to the annexation effective date.

### **Other Assets and Liabilities**

All other assets (including land and improvements) and liabilities existing as of the annexation shall be transferred from the Rodeo-Hercules Fire Protection District to the Contra Costa County Fire Protection District.

### **Governance Structure**

The reorganized Fire District will be governed by the Board of Supervisors, acting as the Board of Directors of the Contra Costa County Fire Protection District.

### **Personnel and Employment Agreements**

All full-time personnel from RHFPD who desire to do so are planned to be absorbed into CCCFPD, with the exception of the Fire Chief and part-time fire prevention staff. Personnel will be transitioned into positions most closely matched with their current job classifications. In some cases, these positions will be represented by the same labor organization and in some cases the labor organization will change, depending on the representation at CCCFPD. CCCFPD is working with labor and County HR representatives to determine appropriate steps, actions, and processes to perform a smooth transition of all impacted personnel.

### **Conditions of Service Required by the Land Use Agency**

While this annexation is not for the purpose of serving new development, CCCFPD will comply with all conditions of service as defined by each land use agency within the annexed territory, such as development approval conditions, facility/impact charges, and fire flow requirements. Within the Rodeo-Hercules Fire Protection District, land use authorities consist of the County and the city of Hercules.

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**RESOLUTION NO. 24-04****RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION  
MAKING DETERMINATIONS AND APPROVING ANNEXATION OF THE RODEO HERCULES  
FIRE PROTECTION DISTRICT TO THE CONTRA COSTA COUNTY FIRE PROTECTION  
DISTRICT AND DISSOLVING THE RODEO HERCULES FIRE PROTECTION DISTRICT**

**WHEREAS**, on July 31, 2024 the Rodeo Hercules Fire Protection District (RHFPD) adopted Resolution No. 2024-18, and on August 6, 2024 the Contra Costa County Fire Protection District (CCCFPD) adopted Resolution No. 2024-10 to annex RHFPD to CCCFPD and dissolve RHFPD, and name CCCFPD as successor agency pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“CKH Act”), Government Code (“GC”) §56000 et seq.; and

**WHEREAS**, when substantially similar resolutions are adopted by the affected local agencies, the Commission shall approve, or conditionally approve, the proposal; and

**WHEREAS**, in August 2024, CCCFPD submitted a “Plan for Services” and applications to LAFCO to expand its sphere of influence (SOI) to include RHFPD territory (32± square miles), annex RHFPD to CCCFPD, dissolve RHFPD, and name CCCFPD as the successor agency; and

**WHEREAS**, pursuant to GC §56653, the CCCFPD application includes a “Plan for Services” which provides (1) an enumeration and description of services currently provided or to be provided; (2) the level and range of those services; (3) an indication of when those services can feasibly be extended to the affected territory; (4) an indication of improvements and augmented services levels; and (5) information on how the services will be financed; and

**WHEREAS**, the LAFCO Executive Officer reviewed the proposal, special study/municipal service review (MSR), and written comments, and on November 25, 2024, issued a Certificate of Filing deeming the application complete and setting the matter for hearing; and

**WHEREAS**, LAFCO’s 2009 and 2016 MSRs, along with the 2021 special study/MSR submitted with the LAFCO application, note that RHFPD has experienced fiscal, service, and governance deficiencies; and

**WHEREAS**, the efficiency, effectiveness, and economy of fire protection and emergency medical services (EMS) to individuals within the affected districts can be improved through the boundary reorganization, and will enable the reorganized district to better meet the fire protection and EMS needs of the residents in the reorganized district; and

**WHEREAS**, CCCFPD, as applicant, has delivered an executed indemnification agreement between CCCFPD and Contra Costa LAFCO providing for CCCFPD as applicant to indemnify LAFCO against any expenses arising from any legal actions challenging the CCCFPD boundary reorganization and dissolution of RHFPD; and

**WHEREAS**, at the time and in the manner required by law the Executive Officer gave public notice of the Commission’s consideration of this proposal. Notice of the Commission’s hearing regarding this proposal was advertised in the West County Times/East Bay Times; and

**WHEREAS**, a public hearing was held by the Commission on December 11, 2024; and at the hearing the Commission heard and received oral and written comments.

NOW, THEREFORE, the Contra Costa Local Agency Formation Commission DOES HEREBY RESOLVE, DETERMINE AND ORDER as follows:

1. The matter before the Commission is the proposed annexation of RHFPD territory to CCCFPD, the dissolution of RHFPD, and naming CCCFPD as successor agency.
2. The Commission is a Responsible Agency under the California Environmental Quality Act (CEQA), and in accordance with CEQA, the Commission find the proposed boundary reorganization is categorically exempt from CEQA pursuant to CEQA guidelines §15320(b) (Class 20 – *Changes of Organization in Local Agencies*), which is consistent with the determination of CCCFPD, the Lead Agency under CEQA.
3. The Commission determines that the annexation of RHFPD territory to CCCFPD, the dissolution of RHFPD, and naming CCCFPD as successor agency, is in the best interest of the affected area and the total organization of local government agencies in Contra Costa County.
4. The subject proposal is assigned the distinctive short-form designation and description:

**ANNEXATION OF RODEO HERCULES FIRE PROTECTION DISTRICT TO CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT AND DISSOLUTION OF RODEO HERCULES PROTECTION DISTRICT**

5. RHFPD was formed in 1937 (pre LAFCO) and encompasses 32± square miles and serves the City of Hercules, the unincorporated Town of Rodeo, and surrounding unincorporated areas. RHFPD serves a population of 35,865. The boundaries of the affected territory are found to be definite and certain as approved and set forth in Exhibit A, attached hereto and made a part hereof.
6. In reviewing this proposal, the Commission has considered the factors specified in GC §56668.
7. The effective date of the boundary reorganization and dissolution shall be July 1, 2025.
8. This proposal is subject to a 30-day request for reconsideration period pursuant to GC §56895.
9. The subject territory is inhabited and is subject to a protest hearing to be conducted no less than 30 days following the Commission's approval of the proposal.
10. Following the Commission's approval and the 30-day reconsideration period, the Executive Officer will conduct a protest hearing pursuant to GC §57000 et seq.
11. Approval of the boundary reorganization and dissolution of RHFPD is subject to the following terms and conditions pursuant to GC §§57450-57463 and §§56885-56890:
  - a. **Successor Agency.** Upon completion of the LAFCO proceedings and the recording of the LAFCO Certificate of Completion, CCCFPD, as successor agency to RHFPD, shall function under and carry out all authorized duties and responsibilities assigned to a fire protection district as provided in the Health & Safety Code, Fire Protection District Law of 1987, Division 12, Part 2.7, Chapter 1 (§13800 et seq.). Except as provided in paragraph 11.d. below, all rights, responsibilities, and functions of RHFPD will be transferred to CCCFPD as the successor agency to RHFPD, and the RHFPD Board of Directors shall be dissolved.
  - b. **Revenue Transfer.** Upon completion of the LAFCO proceedings and the recording of the LAFCO Certificate of Completion, CCCFPD shall levy, collect, track and administer all revenue, income, and previously authorized funds, charges, fees, assessments, and taxes currently in effect, levied, or collected by RHFPD, including, but not limited to, property and other taxes, Measure O funds, Measure H funds, development impact fees, community facilities district fees, fire prevention fees, and redevelopment agency pass-thru agreements.
  - c. **Transfer of Functions & Responsibilities.** Upon the effective date of the boundary reorganization, the functions of RHFPD will transfer to CCCFPD as the successor agency. All laws, ordinances, resolutions, rules and regulations, and policies and procedures that were enacted, adopted or passed by the RHFPD Board of Directors

prior to the boundary reorganization shall remain in effect after the boundary reorganization and shall apply in the territory of the former RHFPD until superseded, amended, modified or repealed by the CCCFPD Board of Directors.

- d. **Transfer of Assets & Liabilities.**  
As of the effective date of the boundary reorganization, CCCFPD shall have ownership, possession, and control of all assets and liabilities of RHFPD, including but not limited to, equipment, leases licenses, land, records, papers, debts, pension/contractual/settlement agreements, other obligations, facilities, property, sources of income, cash, fund balances and other assets or property, real or personal, owned or leased by, connected with the administration of, or held for the benefit or use of RHFPD, except that CCCFPD shall not assume any of RHFPD's collective bargaining agreements, express or implied contracts for retiree health/OPEB for its active employees, or any other employment agreements with its active employees.
- e. **Successor Agency Revenue Sources.** CCCFPD, as successor agency, will continue to be financed through property taxes, benefit assessments, special assessments and taxes, fees and charges, and all other revenue currently in effect and being collected by CCCFPD and RHFPD, including but not limited to those sources of RHFPD revenue shown in Exhibit A. As successor agency, CCCFPD shall have full authority to impose, administer, and collect benefit assessments, special assessments, taxes, and fees and charges within the former RHFPD territory.
- f. **Employees.** From and after the LAFCO effective date, all permanent full-time RHFPD employees (except for the current RHFPD Fire Chief), including suppression, public safety, prevention, administrative, and other positions of the dissolved RHFPD shall be offered employment with CCCFPD.  
  
Upon the effective date of the boundary reorganization, all RHFPD employees, as outlined above and who choose employment with CCCFPD, shall become employees of CCCFPD as successor agency without interruption in service or seniority, and with the compensation, seniority, and benefits applicable in CCCFPD. Said employees shall be retained in their respective or most closely equivalent capacities as determined by CCCFPD and shall be subject to the same terms and conditions of employment that govern similarly situated CCCFPD employees; provided however, that the successor agency may alter such terms and conditions of employment from time to time as provided by law.
- g. **Successor Agency Fire Chief.** The current CCCFPD Fire Chief shall continue to serve as Fire Chief of the reorganized district.
- h. **Oversight – Advisory Committee.** The total composition of the CCCFPD Board of Directors will remain the same. Composition of the CCCFPD Advisory Fire Commission shall be adjusted to ensure that at least one member of the Advisory Fire Commission is a resident of land currently within the RHFPD service boundary for a period of not less than five years from the annexation effective date.
- i. **Retiree Health.**  
From and after the Effective Date, all retirees of the RHFPD shall receive the same health care subsidy as they received prior to annexation.
- j. **Oversight: Measure O.** The CCCFPD Board of Directors shall reestablish the Measure O Oversight Committee as a committee of the Board of Directors, and the CCCFPD Board of Directors will appoint members to the committee. The oversight committee shall consist entirely of residents of the territory of the former RHFPD in accordance with the text of Measure O, and the ordinance that enhanced Measure O.
- k. **Use of Funds.** CCCFPD will ensure that all funds received from Measure O, benefit assessments, development impact fees, and community facilities districts derived from the

territories of the former RHFPD are accounted for and expended within the geographic areas they were derived from in compliance with all applicable measures, ordinances, statutes and regulations.

- l. **Preservation of Fund Balances:** The RHFPD will ensure all personnel-related expenses impacting the use of fund balance or reserve funds beyond those approved prior to August 6, 2024 are mutually agreed upon between the RHFPD Fire Chief and the CCCFPD Fire Chief CCCFPD prior to expending those funds.
- m. **Service Demand.** The combined reorganization will provide fire, rescue, and first responder emergency medical services, including special operations capabilities, to all communities within the reorganized district in a manner consistent with the services provided in the existing CCCFPD. Full-time and full-service fire prevention and fire investigation services, along with internal apparatus and fleet maintenance programs, facilities management, administrative and support services will be provided. It is anticipated that immediately following annexation, demand for services as defined by calls for service would total the sum of existing demands in the two service areas. In subsequent years, demand would continue to increase in conjunction with anticipated population increases, new development and infrastructure, and other factors influencing the need for fire protection, rescue, and EMS services.
- n. **Plan for Services.** Upon the effective date of the boundary reorganization, CCCFPD as the successor agency shall serve the dissolved RHFPD service area territory through implementation of the Plan for Services until and unless it is determined by the CCCFPD Board of Directors that fiscal or service requirements justify changes to the Plan for Services. Within one year of LAFCO’s approval of the boundary reorganization, CCCFPD shall provide LAFCO with a written update on how the Plan for Services included with the LAFCO application has been implemented.

\* \* \* \* \*

PASSED AND ADOPTED THIS 11<sup>th</sup> day of December 2024 by the following vote:

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

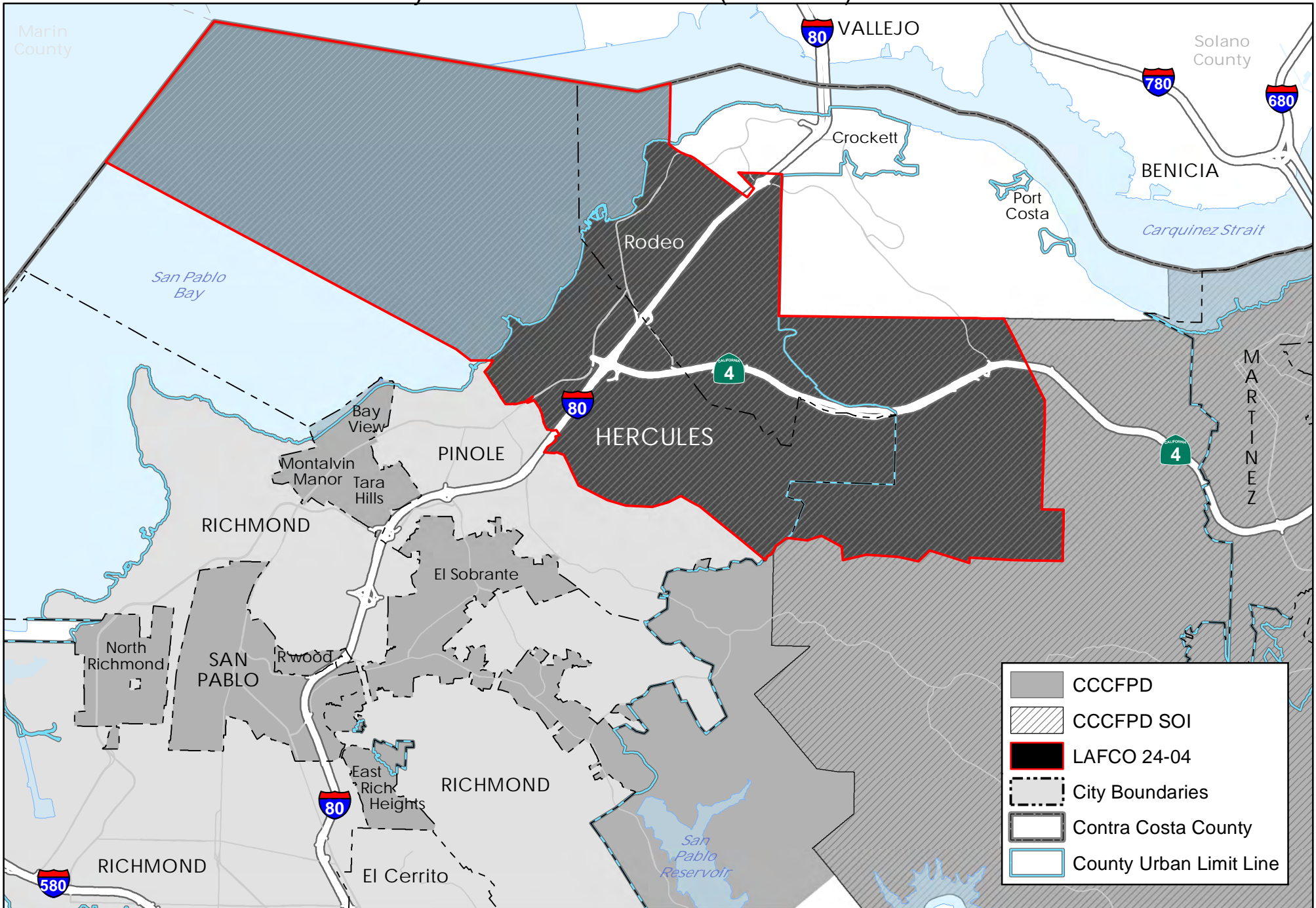
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CHARLES R. LEWIS, IV, CHAIR, CONTRA COSTA LAFCO

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

Dated: December 11, 2024

\_\_\_\_\_  
Lou Ann Texeira, Executive Officer

# LAFCO 24-04: Annexation of Rodeo Hercules Fire Protection District (RHFPD) to Contra Costa County Fire Protection District (CCCFPD) and Dissolution of RHFPD



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**Factors for Consideration (California Government Code §56668)  
Annexation of Rodeo Hercules Fire Protection District (RHFPD) to Contra Costa  
County Fire Protection District (CCCFPD) and Dissolution of RHFPD**

<b>FACTOR</b>	<b>COMMENTS</b>
(a) Population and population density; land area and land use; per capita assessed valuation; topography, natural boundaries, and drainage basins; proximity to other populated areas; the likelihood of significant growth in the area, and in adjacent incorporated and unincorporated areas, during the next 10 years.	The subject area includes the City of Hercules, Town of Rodeo, and surrounding unincorporated areas. The RHFPD service area is approximately 32± square miles with a population of approximately 35,865 residents.
(b) The need for organized community services; the present cost and adequacy of governmental services and controls in the area; probable future needs for those services and controls; probable effect of the proposed incorporation, formation, annexation, or exclusion and of alternative courses of action on the cost and adequacy of services and controls in the area and adjacent areas.  "Services," as used in this subdivision, refers to governmental services whether or not the services are services which would be provided by local agencies subject to this division, and includes the public facilities necessary to provide those services.	The RHFPD provides fire and emergency services to the subject area. RHFPD has two fire stations and 22 full-time employees.
(c) The effect of the proposed action and of alternative actions, on adjacent areas, on mutual social and economic interests, and on the local governmental structure of the county.	It is anticipated that the reorganization and dissolution of RHFPD will have no effect on adjacent areas or the local government structure of the County.
(d) The conformity of both the proposal and its anticipated effects with both the adopted commission policies on providing planned, orderly, efficient patterns of urban development, and the policies and priorities in Section 56377. <i>(Note: Section 56377 encourages preservation of agricultural and open space lands)</i>	The boundary reorganization will have no direct effect on development or on policies and priorities in Section 56377.
(e) The effect of the proposal on maintaining the physical and economic integrity of agricultural lands, as defined by Section 56016.	The reorganization/dissolution will have no direct impact on land use.
(f) The definiteness and certainty of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment or ownership, the creation of islands or corridors of unincorporated territory, and other similar matters affecting the proposed boundaries.	The area that comprises the subject territory has specific boundary lines that are certain and definite.
(h) The proposal's consistency with city or county general and specific plans.	The reorganization/dissolution will have no effect on the County General Plan.

(i) The sphere of influence (SOI) of any local agency which may be applicable to the proposal being reviewed.	The reorganization/dissolution will have no effect on the SOIs of any local agency other than CCCFPD.
<b>FACTOR</b>	<b>COMMENTS</b>
(j) The comments of any affected local agency or other public agency.	AS of this writing, LAFCO has received no comments from any local agencies or the public.
(k) The ability of the newly formed or receiving entity to provide the services which are the subject of the application to the area, including the sufficiency of revenues for those services following the proposed boundary change.	RHFPD has financial and staffing challenges which lead to the proposed reorganization/dissolution. Pursuant to LAFCO law, Contra Costa County Fire Protection District will succeed to all of the rights, duties, and obligations of the extinguished RHFPD with respect to services, enforcement, performance, and/or payment of any outstanding bonds, including revenue bonds, or other contracts and obligations of the extinguished local agency.
(n) Any information or comments from the landowner or owners, voters, or residents of the affected territory.	In accordance with LAFCO statutes, Contra Costa LAFCO published a display ad in the local newspaper. As of this writing, LAFCO received no formal objections from landowners or registered voters.
(o) Any information relating to existing land use designations.	The Hercules community includes residential, commercial, research & development, public, parks & open space, town center and waterfront commercial. The Rodeo community includes residential, mixed use, downtown/waterfront, commercial, office, light and heavy industry, commercial recreation, public/semi-public, parks & recreation, open space, agricultural land, and water. No changes to the present or planned land uses will result from the reorganization/dissolution.
(p) The extent to which the proposal will promote environmental justice. As used in this subdivision, "environmental justice" means the fair treatment and meaningful involvement of people of all races, cultures, incomes, and national origins, with respect to the location of public facilities and the provision of public services, to ensure a healthy environment for all people such that the effects of pollution are not disproportionately borne by any particular populations or communities.	The reorganization/dissolution will have no direct effect on environmental justice or to the fair treatment of people of all races, cultures, and incomes.
56668.5. The commission may, but is not required to, consider the regional growth goals and policies established by a collaboration of elected officials only, formally representing their local jurisdictions in an official capacity on a regional or subregional basis. This section does not grant any new powers or authority to the commission or any other body to establish regional growth goals and policies independent of the powers granted by other laws.	The reorganization and dissolution of RHFPD will not affect or be affected by Plan Bay Area, in that the Plan focuses on Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs); and the affected territory is neither.



Table C – Before &amp; After Reorganization Table

Type	Current	Proposed	Change
<b>Governance</b>	<b>Two Boards of Directors</b> <u>CCCYPD</u> 5 Board members <u>RHYPD</u> 5 Board members	<b>One Board of Directors</b> <u>Successor Agency/CCCYPD</u> 5 Board members	<b>Reduction in Board Members</b> Change from two separate Boards to one Board
<b>Level of Service</b>	<b>Separate ISO Ratings</b> <u>CCCYPD</u> ISO PPC® rating of 3/3Y <u>RHYPD</u> ISO PPC® rating of 2	<b>Comprehensive ISO Rating</b> <u>Successor Agency/CCCYPD</u> TBD (CCCYPD is currently undergoing ISO evaluation)	<b>Change in Level of Service</b> Increase in overall level and depth of services provided. No reduction in fire/EMS services planned.
<b>Fire Chief</b>	<b>Two Fire Chiefs</b> <u>CCCYPD</u> One Fire Chief <u>RHYPD</u> One Fire Chief	<b>One Fire Chief</b> <u>Successor Agency/CCCYPD</u>	<b>Reduction in Fire Chiefs</b> Change from two Fire Chiefs to one Fire Chief
<b>Employees</b>	<b>Two Personnel Departments</b> <u>CCCYPD</u> 604 Active Employees <u>RHYPD</u> 22 Active Employees	<b>One Personnel Department</b> <u>Successor Agency/CCCYPD</u> 625 Active Employees	<b>No change in Operations Admin/Support Staff</b> Staff of RHYPD will be offered employment with Successor Agency/CCCYPD
<b>Pension Benefits</b>	<b>Existing Pension Plan</b> <u>CCCYPD</u> CCCERA <u>RHYPD</u> CCCERA	<b>Existing Pension Plan</b> <u>Successor Agency/CCCYPD</u> CCCERA	<b>Change to Existing Pension Plans</b> RHYPD pension plans will change to be consistent with CCCYPD pension (CCCERA)
<b>Fire Stations &amp; Equipment</b>	<b>Two Inventory Lists</b> <u>CCCYPD</u> 35 fire stations (35 staffed) <u>RHYPD</u> 2 fire stations (2 staffed)	<b>One Inventory List</b> <u>Successor Agency/CCCYPD</u> 37 fire stations (37 staffed)	<b>No Immediate Changes to Existing Stations or Equipment</b> All apparatus, facilities, and buildings will be transferred to the successor agency/CCCYPD
<b>Assets &amp; Liabilities</b>  <b>Revenues &amp; Expenditures</b>	<b>Two Budgets</b> <u>CCCYPD – FY 2023-24</u> Fund Balance= \$238,983,114 Total Revenue = \$325,189,399 Total Expenses = \$305,035,432 <u>RHYPD – FY 2023-24</u> Fund Balance -\$7,153,895 Total Revenues = \$9,519,598 Total Expenses = \$10,037,082	<b>One Budget</b> <u>Successor Agency/CCCYPD</u>	<b>Consolidated Budget</b> Change from two separate budgets to one budget with potential cost savings due to economies of scale  All existing RHYPD revenue will be transferred to the successor agency/CCCYPD

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