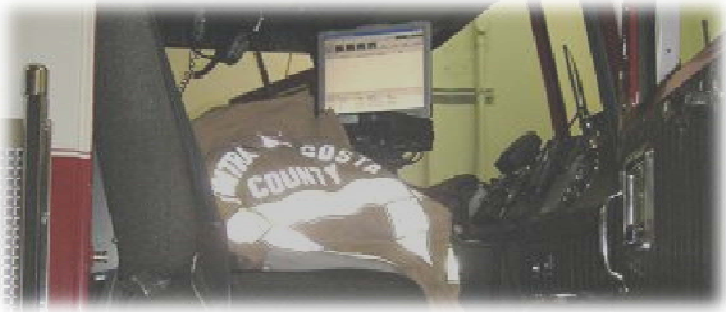
Municipal Service Review: Fire and Emergency Medical Service Providers

Accepted by LAFCO August 12, 2009

Contra Costa Local Agency Formation Commission



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ACRONYMS

ALS:	Advanced Life Support (i.e., paramedic)
AMR:	American Medical Response
AVL:	Automatic Vehicle Locator
BART:	Bay Area Rapid Transit
BLS:	Basic Life Support
BOE:	California Board of Equalization
BOS:	Contra Costa County Board of Supervisors
CAL FIRE:	California Department of Forestry and Fire Protection
CCFPD:	Croquett-Carquinez Fire Protection District
CCCERA:	Contra Costa County Employee Retirement Association
CEQA:	California Environmental Quality Act
CERT:	Community Emergency Response Team
CKH Act:	Cortese-Knox Hertzberg Act
ConFire:	Contra Costa County Fire Protection District
CPR:	cardio-pulmonary resuscitation
CSA:	County Service Area
CSD:	Community Services District
CY:	Calendar year
EBRCS:	East Bay Regional Communication System Authority
EBRPD:	East Bay Regional Park District
ECCFPD:	East Contra Costa Fire Protection District
EMD:	Emergency Medical Dispatch
EMS:	Emergency Medical Services
EMT:	Emergency Medical Technician
ERAF:	Educational Revenue Augmentation Fund
FD:	Fire Department
FPD:	Fire Protection District
FRA:	Federal Responsibility Area
FS:	Fire Station
FTE:	Full-time equivalent
FY:	Fiscal year
GIS:	Geographic Information Systems
ISO:	Insurance Services Organization
JPA:	Joint Powers Authority
KFPD:	Kensington Fire Protection District
LAFCO:	Local Agency Formation Commission
LEMSA:	Local Emergency Medical Services Agency
LRA:	Local Responsibility Area
MOFPD:	Moraga Orinda Fire Protection District
NFPA	National Fire Protection Association
MSR:	Municipal Service Review
NA:	Not applicable
NP:	Not provided
OPEB:	Other (than retirement) post-employment benefits
PSAP:	Public Safety Answering Point

RHFPD:	Rodeo-Hercules Fire Protection District
SOI:	Sphere of influence
SR:	State Route
SRA:	State Responsibility Area
SRVFPD:	San Ramon Valley Fire Protection District

PREFACE

Prepared for the Contra Costa Local Agency Formation Commission (LAFCO), this report is a municipal service review—a state-required comprehensive study of services within a designated geographic area. Contra Costa LAFCO is required to prepare this MSR by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000, et seq.), which took effect on January 1, 2001. The MSR reviews fire and emergency medical services provided by public agencies—cities and special districts—whose boundaries and governance are subject to LAFCO. In order to provide comprehensive information on service provision, other service providers—private companies and public agencies which are not subject to LAFCO jurisdiction—are included in this MSR.

CAVEATS

This report includes analyses of municipal service delivery and policy options for the Commission to consider as it makes its determinations with respect to MSR and sphere of influence (SOI) updates. The decision whether or not to approve or disapprove any policy options, with or without amendments, wholly, partially or conditionally, rests entirely with the Commission. This report is not a substitute for those discretionary decisions yet to be made by the Commission.

The authors exercised their professional judgment in selecting the most reliable and recent available data sources, and gathering comparable data from the various providers. Data are rarely perfect. The authors endeavored to note consequential data flaws and inconsistencies in Chapter 3. Per USGS and CAL FIRE comments, offshore areas within the bounds of a local agency are shown on the maps as a local responsibility area (LRA).

Affected agencies were given an opportunity to preview and comment on the empirical portions of the report. There was a six-week public review period for this report. Comments were considered and appropriate revisions incorporated into the Final MSR.

CREDITS

The authors extend their appreciation to those individuals at many agencies that provided interviews, planning and financial information, and documents used in this report. The contributors are listed individually at the end of this report.

Contra Costa LAFCO Executive Officer, Lou Ann Texeira, provided project direction and review. Credit for archival review and organization undertaking belongs to Lou Ann Texeira and her team, including LAFCO clerk Kate Sibley, County GIS staff Chris Howard, and consultant Alexander Hebert-Brown. Heather Kennedy and Chris Howard of the Contra Costa County Information Technology Department prepared maps and conducted GIS analysis.

This report was prepared by Burr Consulting. Beverly Burr served as principal author. Alexander Hebert-Brown coordinated mapping and served as co-author. Isaac Becker provided research assistance.

1. EXECUTIVE SUMMARY

This report is a countywide Municipal Service Review (MSR) report on fire protection and emergency medical services (EMS) prepared for the Contra Costa Local Agency Formation Commission (LAFCO). An MSR is a State-required comprehensive study of services within a designated geographic area, in this case, Contra Costa County. The MSR requirement is codified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56000 et seq.). Once MSR findings are adopted, the Commission will update the spheres of influence (SOIs) of fire protection districts in Contra Costa County. This report identifies and analyzes SOI options for the Commission's consideration.

SERVICE PROVIDERS

This report focuses on those cities and special districts that both provide fire and EMS services in Contra Costa County and are under LAFCO jurisdiction, as shown in Table 1-1.[1] This report is the sole MSR in this cycle for each of the seven fire protection districts (FPDs) and the EMS County Service Area (CSA); LAFCO will update these agencies' spheres of influence (SOIs) at the completion of this review. The three cities and East Bay Regional Park District (EBRPD) provide services besides fire and EMS. LAFCO is conducting a separate sub-regional MSR covering all services provided by the cities in west County, which will culminate in the city SOI updates. Alameda LAFCO has jurisdiction over EBRPD, and has reviewed all its services.

Table 1-1: Local Agencies Reviewed

Service Provider	Fire	Basic EMS	Paramedic	Ambulance	Dispatch	Funding
City of El Cerrito	√	√	√			
City of Richmond	√	√			√	
City of Pinole	√	√	√			
Contra Costa County FPD	√	√	√		√	
Crockett-Carquinez FPD	√	√				
East Contra Costa FPD	√	√				
Kensington FPD						√
Moraga-Orinda FPD	√	√	√	√		
Rodeo-Hercules FPD	√	√	√			
San Ramon Valley FPD	√	√	√	√	√	
East Bay Regional Park District	√	√			√	
EMS County Service Area						√

This MSR also includes information on other governmental service providers, such as California Department of Forestry and Fire Protection, and private providers, such as American Medical Response, to the extent necessary to establish relationships, quantify services, and provide a comprehensive overview of fire and EMS services in Contra Costa County.

GROWTH AND SERVICE DEMAND

Each fire department considers its customer base to be the residents, businesses, visitors, structures and open spaces in its service area, as well as those traveling through the area. There were 78 fire and EMS service calls made annually for each 1,000 people countywide in 2007. Service

[1] In Table 1-1, an agency is described as providing a service if that is accomplished by that agency's staff, and not if it is accomplished by a contract service provider.

demand was above-average in Richmond, El Cerrito and Crockett-Carquinez FPD, below-average in San Ramon Valley FPD, East Contra Costa FPD and Kensington FPD, and average elsewhere in 2007. Population growth and job creation will affect both the volume and location of service calls in the future, creating needs for new facilities and staff resources in order to sustain service levels.

There were approximately 1.1 million residents of Contra Costa County in 2008. Since 2000, the number of residents grew by 103,000, or 11 percent. Among the nine Bay Area counties, Contra Costa experienced the fastest residential growth since 2000. Population in the County is projected to grow by 9,000-10,000 residents annually over the next 20 years, according to the Association of Bay Area Governments (ABAG). More rapid growth of 15,000-18,000 new residents annually over the next 20 years is projected by the California Department of Finance. Population growth is expected to be most rapid in Brentwood, San Ramon, Oakley, Richmond, and Hercules in the next 10-20 years, according to ABAG projections. Moderate population growth is projected in Pittsburg, Antioch and Concord. Slower population growth in projected elsewhere in the County.

There were approximately 394,000 jobs in the County in 2008. The job base is projected to grow by 7,000-8,000 jobs annually over the next 20 years, according to ABAG. There was about one job per housing unit in 2008. Job creation is projected to outpace residential growth in the County in the next 20 years, and result in 1.2 jobs per housing unit by 2030. Some communities have higher concentrations of jobs than others. The job-housing ratio is highest in San Ramon and Walnut Creek, and is above-average in Concord, Martinez, Pleasant Hill and Lafayette. The pace of job creation over the next 20 years is projected to be most rapid in Oakley, Brentwood, Pittsburg, Hercules and Antioch. Job creation at a moderate pace is projected in San Pablo, El Cerrito, San Ramon, and Martinez, with a slower pace anticipated elsewhere.

Planned or proposed developments are most concentrated in the cities of Brentwood, Oakley, San Ramon, Concord, Richmond, and Hercules. For the most part, the fire districts or cities in growth areas collect development impact fees to finance new facilities. To ensure that growth does not reduce service levels, fire departments experiencing growth should charge appropriate fees and conduct growth planning. San Ramon Valley FPD relies on development conditions, and could improve growth planning by implementing development impact fees. Moraga-Orinda FPD and the City of El Cerrito do not impose development impact fees, and do anticipate some growth in the coming years. Fees are relatively low in the City of Richmond. East Contra Costa FPD is studying its fees, which are relatively low in the unincorporated areas.

SERVICE LEVELS

Urban and suburban areas are mostly served from fire stations staffed 24 hours a day with at least three full-time personnel certified as firefighters and emergency medical technicians, except in Brentwood and Oakley where stations are staffed by two-person crews. Low-density and outlying areas are often served from unstaffed fire stations by on-call personnel with training but not necessarily certification. Most outlying and isolated areas lack the financial resources to staff fire stations 24 hours a day. On-call fire stations are the closest resources in Crockett (daytime hours), Port Costa, Clyde, Morgan Territory, and the Briones area, although more distant staffed fire stations may also be deployed to incidents in outlying areas. The Bethel Island, Knightsen and Byron areas are served by fire stations staffed with two-person, full-time crews.

All areas are served by ambulances staffed with two full-time personnel at least one of whom is certified as a paramedic and qualified to deliver advanced life support (ALS) services. Ambulances

tend to be stationed strategically in higher-density areas to deliver the fastest response times to the most populated areas, and response times tend to be longer in low-density, outlying and isolated areas. Fire departments operated by the City of Richmond, East Contra Costa FPD and Crockett-Carquinez FPD offer basic life support (BLS) services but do not offer ALS services directly. In these areas, ALS services are typically available several minutes after the fire department arrives at an incident; privately-owned American Medical Response (AMR) delivers ambulance services. To compensate, the EMS Agency sets higher ambulance response standards (Richmond) and has provided a paramedic in a quick-response vehicle (Crockett, Bethel Island, Discovery Bay/Byron and Oakley/Brentwood). In all other areas of the County, fire departments offer ALS services directly when the first unit arrives at an incident. Two of the first responders—San Ramon Valley FPD and Moraga-Orinda FPD—staff their own ambulance companies directly with certified paramedics, and all others rely on AMR.

National and state guidelines call for urban fire departments to respond within five to six minutes of receiving an emergency call to best promote life-saving and contain fires at least 90 percent of the time. Fire departments in the County are typically unable to respond within these time frames due in part to the length of time involved in dispatching emergency calls. Industry guidelines call for dispatching of emergency calls within 60 seconds at least 95 percent of the time. Actual dispatching times are substantially longer. If dispatch times were able to conform to the 60-second standard, fire departments would need to arrive at an emergency four to five minutes after being dispatched at least 90 percent of the time to conform to guidelines. Although such response times are achieved in many of the urban areas at least 50 percent of the time, fire departments in the County are not able to do so 90 percent of the time. Ambulances are required to respond within 10 minutes in Richmond, Danville and San Ramon, less than 12 minutes in other urban areas, and 20 minutes in rural areas at least 90 percent of the time. AMR and San Ramon Valley FPD responded within required time frames in 2007. Moraga-Orinda FPD ambulance response times fell short due to data reporting problems rather than compliance problems.

Within the County, staffing levels are relatively high at Kensington FPD, Moraga-Orinda FPD and the City of El Cerrito, relatively low in East Contra Costa FPD and Contra Costa County FPD, and average elsewhere.

INFRASTRUCTURE NEEDS

Public agencies serving the County operate 79 fire stations. Of these, 34 are classified as in either good or excellent condition by their agencies, 34 stations are in fair condition, two are in fair-poor condition, and nine are in poor condition and need repairs or replacement. At least 36 of the stations are more than 40 years old. The City of Richmond, ConFire, East Contra Costa FPD and Moraga-Orinda FPD reported significant facilities needs for which repairs have neither been funded nor scheduled. There were fewer facilities needs in the cities of El Cerrito and Pinole, Rodeo-Hercules FPD, San Ramon Valley FPD, and Crockett-Carquinez FPD.

There are areas where additional fire stations are needed or existing fire stations are not strategically located due to growth, changing traffic patterns, funding constraints, boundaries, or other reasons. Such issues were identified in ConFire, City of Pinole, East Contra Costa FPD, and San Ramon Valley FPD. In order to meet response time guidelines, a fire station needs to be located within a 3-4 minute driving distance from 90 percent of emergency incidents in urban areas. In some cases, fire departments plan station locations by interpreting this driving distance to be 1.5-2.5 miles from a fire station. Best practices are for fire departments to conduct response time and

spatial analysis to analyze optimal fire station locations, to conduct long-term capital improvement planning, and to implement adequate impact fees to ensure that future facility needs in growth areas are funded.

In some areas, fire stations are located in close proximity to another fire station. Given the high cost of operating a fire station, it is not efficient for fire stations to be located in close proximity to each other. There are four cases where full-time fire stations are located less than two miles apart from each other: along the boundary between Richmond and El Cerrito, along the boundary between Moraga-Orinda FPD and ConFire, and in Martinez and Discovery Bay.

Fire dispatch operations are substantially slower than is desirable. Technology and/or facilities may be needed to reorganize dispatch functions to ensure more timely 911 call processing times. The public safety providers in Contra Costa and Alameda counties are collaborating to develop an interoperable communication system.

FINANCING

There are tremendous differences among the fire departments in funding sources, funding adequacy, and expenditure levels.

For the most part, the fire service providers have the financial ability to deliver appropriate service levels. The City of Pinole lacks the financial ability to sustain existing service levels in the city limits and adjacent unincorporated communities. East Contra Costa FPD lacks the financial ability to provide appropriate service levels to urban areas. ConFire's financial ability to provide services is limited by funding levels, particularly in San Pablo and Pittsburg.

The fire protection districts are funded primarily by property taxes. When California voters approved Proposition 13 in 1978, property tax rates were frozen as were the allocations of property taxes among cities, the County, special districts under LAFCO jurisdiction, and school districts under State jurisdiction. Fire district property tax shares are substantially higher in Kensington, Moraga and Orinda where higher-cost fire departments were operating at the time Proposition 13 was adopted. In East Contra Costa FPD and Rodeo-Hercules FPD areas with low-cost volunteer fire departments in place at that time, property tax allocations for fire districts remain relatively low today. In some areas, cities have implemented extensive redevelopment projects, and growth in property taxes has accrued over the years to the redevelopment agency rather than the fire district. For this reason, property tax shares for ConFire in San Pablo and Pittsburg are substantially lower than in other areas, and ConFire revenues in these areas do not cover operating costs.

The three cities fund fire department operations primarily from their general fund revenues. Funding levels are determined there primarily by property, sales and utility tax revenues.

The median fire department in the County spent $209 per capita on fire and EMS costs in Fiscal Year 07-08, which is comparable to the median among Bay Area fire departments. Spending levels per capita were highest in Moraga-Orinda FPD ($566), Kensington FPD ($563) and San Ramon Valley FPD ($393). Costs were somewhat above the median in the cities of Richmond ($262) and El Cerrito ($220), and somewhat below the median in ConFire ($198) and Rodeo-Hercules FPD ($170). Expenditures per capita were relatively low in East Contra Costa FPD ($137), Crockett-Carquinez FPD ($145) and the City of Pinole ($145).

Employee compensation composed four-fifths of expenditures in the median fire department. The median fire department paid its experienced firefighters $83,362 in salary including planned overtime. Salaries paid by East Contra Costa FPD, California Department of Forestry and Fire Protection (CAL FIRE) and East Bay Regional Park District were substantially lower. City of Pinole salaries are somewhat below the median, and City of El Cerrito salaries are at the median. ConFire, Moraga-Orinda FPD and San Ramon Valley FPD salaries are somewhat above the median. City of Richmond salaries are highest. Most of the fire departments offer pension and health insurance to retired employees. Unfunded liabilities for future retirement benefits were more than double the fire districts' total annual expenditures as of mid-2008, and have since increased due to pension fund investment losses. The City of El Cerrito has the lowest unfunded liabilities for retiree benefits, and Moraga-Orinda FPD has the highest. Best practices among service providers are preparation of long-term financial projections, and incorporation of fiscal impact and sustainability analysis into negotiation of compensation terms.

Financial reserves were adequate for each of the service providers except the City of Pinole where there were no financial reserves of consequence as of mid-2008.

ACCOUNTABILITY

Each of the cities and special districts demonstrated accountability based on the measures of contested elections, constituent outreach efforts, transparency, and disclosure practices.

The County Board of Supervisors is the governing body of the three county-dependent districts: ConFire, Crockett-Carquinez FPD and East Contra Costa FPD. Although there is no direct local control over governance at these districts, there are appointed local advisory bodies with input for ConFire and Crockett-Carquinez FPD. East Contra Costa FPD has not succeeded in implementing governance changes, specifically an independent governing body representative of the community, as had been recommended by LAFCO at the time of its 2002 formation.[2]

Each fire department demonstrated accountability and transparency by disclosing financial and service-related information in response to LAFCO requests. In some cases, requested information was not available. The County EMS Agency could improve accountability of public ambulance service providers at San Ramon Valley FPD and Moraga-Orinda FPD by regularly reporting response time outcomes, and ensuring that public ambulance providers are subject to incentives for meeting response time standards.

Accountability for community service needs is constrained by existing funding and governance schemas in Kensington, Orinda, Brentwood and Oakley. Kensington FPD and Moraga-Orinda FPD receive relatively high property tax shares, while there are significant funding shortfalls at the Kensington Community Services District and the City of Orinda. East Contra Costa FPD governing body members are not representative of the community; fire stations in the cities of Brentwood and Oakley have smaller crews than in urban areas elsewhere, and a substantial portion

[2] LAFCO resolution 02-24 stated "By December 2004, the question of governance shall be resolved and submitted for approval of the electorate within the boundaries of the consolidated East Contra Costa Fire Protection District, if necessary." The cities of Brentwood and Oakley and Discovery Bay Community Services District (CSD) had requested a governing body representative of the area's demographics as a consolidation condition (Letter from City of Brentwood Mayor Michael A. McPoland, City of Oakley Mayor Tinker Vanek and Discovery Bay CSD to LAFCO, July 29, 2002).

of tax revenues generated in the cities is expended on operating fire stations in outlying areas. Revenues generated in the cities of San Pablo and Pittsburg do not cover the costs of staffing stations to respond to incidents in these cities, primarily due to a substantial portion of property tax revenues being diverted from the fire district to the local redevelopment agency.

Accountability for community service needs could be improved by consolidating City of Richmond and ConFire dispatch operations, and by a coordinated effort among primary (law enforcement) dispatch and fire dispatch operations to implement technology and operational improvements to provide the public with more timely 911 call processing.

POLICY OPTIONS

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

- Consolidation among west county fire providers is an option to improve the efficiency of service areas, promote facility-sharing and improve service levels.

- Formation of subsidiary fire districts in the City of El Cerrito and in the City of Richmond are options whereby the respective cities could more strategically establish fire service areas, formalize associated property tax transfers, and maintain City Council control over fire operations. This option would be accompanied by detachment of affected ConFire areas in East Richmond Heights, El Sobrante, Tara Hills, Bayview, and/or Alhambra Valley.

- Annexation of unincorporated areas in the fire service areas of the cities of El Cerrito, Pinole and Richmond to the city boundaries are options.

- Annexation of Pinole to ConFire or Rodeo-Hercules FPD are options that would allow for reconfiguration of fire stations in west County, and fiscal relief for the City of Pinole.

- Reorganization of Rodeo-Hercules FPD and Crockett-Carquinez FPD so that boundaries align with current service areas is an option.

- Consolidation of Kensington FPD with the Kensington Community Services District is an option.

- Detachment of Orinda and perhaps other areas from Moraga-Orinda FPD may be an emerging government structure option.

- Annexation of territory served in Alameda County is an option. San Ramon Valley FPD provides service to the northern part of Crow Canyon and to northern Dublin, but does not receive compensation for these services.

- Detachment of ConFire's service area in north Alamo is an option if Alamo voters approve incorporation on March 3, 2009. Annexation of this area to San Ramon Valley FPD would allow for the entire Alamo community to be served by the same provider.

- Annexation of southern Antioch, including the proposed Roddy Ranch development, to ConFire and detachment of the area from East Contra Costa FPD is an option to allow the entire City of Antioch to be within the bounds of a single fire provider.

- Annexation of Brentwood and Oakley to ConFire, consolidation of the entire East Contra Costa FPD area with ConFire, and consolidation of all fire providers within the County are options.

SPHERE OF INFLUENCE UPDATES

This report identifies alternatives for LAFCO to consider as it updates the spheres of influence (SOIs) of the six fire districts, and offers preliminary recommendations. An SOI is a LAFCO-approved plan that designates an agency's probable future boundary and service area. The SOI essentially defines where and what types of government reorganizations, such as annexation, detachment, dissolution or consolidation, may be initiated. The governing bodies of local agencies and voters may initiate reorganizations so long as they are consistent with the SOIs. An SOI change neither initiates nor approves a government reorganization. If and when a government reorganization is initiated, there are procedural steps required by law, including a protest hearing and/or election by which voters may choose to approve or disapprove a reorganization.

District	Existing SOI	Consultant Recommendation
Croquett-Carquinez FPD	Includes boundary area and C&H sugar refinery outside bounds.	Reduce SOI to zero to allow consolidation to be initiated.
Contra Costa County FPD ("ConFire")	Includes central portion of boundary area and Avon/Tesoro area outside bounds. Excludes areas annexed in 1994: Antioch, Pittsburg, San Pablo, El Sobrante, and other western service areas.	Expand SOI to include Antioch and Pittsburg within bounds, Roddy Ranch project, and Marsh Creek Road service area. Reduce SOI to exclude Tice Valley part of Alamo community, and 101-acre Orinda area detached in 1998. Continue to exclude western service areas to allow consolidation or subsidiary district formation to be initiated.
East Contra Costa FPD	Coterminous with District bounds. Excludes service area on outlying islands.	Expand SOI to include islands outside bounds and within service area. Reduce SOI to exclude Roddy Ranch project in Antioch, and Marsh Creek Road area served by ConFire. Designate SOI as provisional, and require the District and affected cities to report back to LAFCO on governance, funding and service level solutions within 1 year. Provide that provisional SOI reverts to zero, allowing detachment or consolidation to be initiated after the 1-year period.
Kensington FPD	Coterminous with District bounds. Excludes service area at EBMUD reservoir.	Consider zero SOI to allow consolidation with Kensington CSD to be initiated after west County MSR is completed.
Moraga-Orinda FPD	Includes boundary area except 101-acre area annexed in 1998.	Expand SOI in the short-term to include 1998 annexation area. Require the District and affected cities to report back to LAFCO on funding solutions within 1 year.

District	Existing SOI	Consultant Recommendation
Rodeo-Hercules FPD	Coterminous with District bounds. Includes off-shore areas served by U.S. Coast Guard.	Expand SOI to include Pinole, western ConFire service areas, and Crockett-Carquinez FPD to allow consolidation of the "Battalion 7" service area to be initiated. Reduce SOI to exclude off-shore areas served by the U.S. Coast Guard.
San Ramon Valley FPD	Includes western portion of boundary area. Excludes boundary areas formerly in the Tassajara FPD and in the Bogue Ranch annexation area.	Expand SOI to include areas formerly in the Tassajara FPD, the Bogue Ranch annexation area, and the Tice Valley part of the Alamo community.

2. LAFCO AND MUNICIPAL SERVICE REVIEWS

This report is prepared pursuant to legislation enacted in 2000 that requires LAFCO to conduct a comprehensive review of municipal service delivery and update the spheres of influence (SOIs) of all agencies under LAFCO's jurisdiction. This chapter provides an overview of LAFCO's history, powers and responsibilities. It discusses the origins and legal requirements for preparation of the municipal service review (MSR). Finally, the chapter reviews the process for MSR review, MSR approval and SOI updates.

LAFCO OVERVIEW

After World War II, California experienced dramatic growth in population and economic development. With this boom came a demand for housing, jobs and public services. To accommodate this demand, many new local government agencies were formed, often with little forethought as to the ultimate governance structures in a given region, and existing agencies often competed for expansion areas. The lack of coordination and adequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, and the premature conversion of California's agricultural and open-space lands.

Recognizing this problem, in 1959, Governor Edmund G. Brown, Sr. appointed the Commission on Metropolitan Area Problems. The Commission's charge was to study and make recommendations on the "misuse of land resources" and the growing complexity of local governmental jurisdictions. The Commission's recommendations on local governmental reorganization were introduced in the Legislature in 1963, resulting in the creation of a Local Agency Formation Commission, or LAFCO.

The Contra Costa LAFCO was formed as a countywide agency to discourage urban sprawl and encourage the orderly formation and development of local government agencies. LAFCO is responsible for coordinating logical and timely changes in local governmental boundaries, including annexations and detachments of territory, incorporations of cities, formations of special districts, and consolidations, mergers and dissolutions of districts, as well as reviewing ways to reorganize, simplify, and streamline governmental structure. The Commission's efforts are focused on ensuring that services are provided efficiently and economically while agricultural and open-space lands are protected. To better inform itself and the community as it seeks to exercise its charge, LAFCO conducts service reviews to evaluate the provision of municipal services within the County.

LAFCO regulates, through approval, denial, conditions and modification, boundary changes proposed by public agencies or individuals. It also regulates the extension of public services by cities and special districts outside their boundaries. LAFCO is empowered to initiate updates to the SOIs and proposals involving the dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, formation of a new district or districts, and any reorganization including such actions. Otherwise, LAFCO actions must originate as petitions or resolutions from affected voters, landowners, cities or districts.

Contra Costa LAFCO consists of seven regular members: two members from the Contra Costa County Board of Supervisors, two city council members, two independent special district members, and one public member who is appointed by the other members of the Commission. There is an alternate in each category. All Commissioners are appointed to four-year terms. The Commission members are shown in Table 2-1.

Table 2-1: Commission Members, 2008

Appointing Agency	Members	Alternate Members
Two members from the Board of Supervisors appointed by the Board of Supervisors.	Federal Glover Gayle Uilkema	Mary N. Piepho
Two members representing the cities in the County. Must be a city officer and appointed by the City Selection Committee.	Helen Allen, *City of Concord* Rob Schroder, *City of Martinez*	Don Tatzin *City of Lafayette*
Two members representing the independent special districts in the County. Must be a district governing body member and appointed by the independent special district selection committee.	Dwight Meadows, *Contra Costa Resource Conservation Dist.* David A. Piepho, *Discovery Bay Community Services Dist.*	George H. Schmidt, *West County Wastewater Dist.*
One member from the general public appointed by the other six Commissioners.	Martin McNair	William Bristow

MUNICIPAL SERVICE REVIEW ORIGINS

The MSR requirement was enacted by the Legislature months after the release of two studies recommending that LAFCOs conduct reviews of local agencies. The "Little Hoover Commission" focused on the need for oversight and consolidation of special districts, whereas the "Commission on Local Governance for the 21st Century" focused on the need for regional planning to ensure adequate and efficient local governmental services as the California population continues to grow.

LITTLE HOOVER COMMISSION

In May 2000, the Little Hoover Commission released a report entitled *Special Districts: Relics of the Past or Resources for the Future?* This report focused on governance and financial challenges among independent special districts, and the barriers to LAFCO's pursuit of district consolidation and dissolution. The report raised the concern that "the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable."[3]

In particular, the report raised concern about a lack of visibility and accountability among some independent special districts. The report indicated that many special districts hold excessive reserve funds and some receive questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts. It asserted that financial reporting by special districts is inadequate, that districts are not required to submit financial information to local elected officials, and concluded that district financial information is "largely meaningless as a tool to evaluate the

[3] Little Hoover Commission, 2000, p. 12.

effectiveness and efficiency of services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county."[4]

The report questioned the accountability and relevance of certain special districts with uncontested elections and without adequate notice of public meetings. In addition to concerns about the accountability and visibility of special districts, the report raised concerns about special districts with outdated boundaries and outdated missions. The report questioned the public benefit provided by health care districts that have sold, leased or closed their hospitals, and asserted that LAFCOs consistently fail to examine whether they should be eliminated. The report pointed to service improvements and cost reductions associated with special district consolidations, but asserted that LAFCOs have generally failed to pursue special district reorganizations.

The report called on the Legislature to increase the oversight of special districts by mandating that LAFCOs identify service duplications and study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surface, when a district's mission changes, when a new city incorporates and when service levels are unsatisfactory. To accomplish this, the report recommended that the State strengthen the independence and funding of LAFCOs, require districts to report to their respective LAFCO, and require LAFCOs to study service duplications.

COMMISSION ON LOCAL GOVERNANCE FOR THE 21ST CENTURY

The Legislature formed the Commission on Local Governance for the 21st Century ("21st Century Commission") in 1997 to review statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes. After conducting extensive research and holding 25 days of public hearings throughout the State at which it heard from over 160 organizations and individuals, the 21st Century Commission released its final report, *Growth Within Bounds: Planning California Governance for the 21st Century*, in January 2000.[5] The report examines the way that government is organized and operates and establishes a vision of how the State will grow by "making better use of the often invisible LAFCOs in each county."

The report points to the expectation that California's population will double over the first four decades of the 21st Century, and raises concern that our government institutions were designed when our population was much smaller and our society was less complex. The report warns that without a strategy open spaces will be swallowed up, expensive freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and more stressful lives. *Growth Within Bounds* acknowledges that local governments face unprecedented challenges in their ability to finance service delivery since voters cut property tax revenues in 1978 and the Legislature shifted property tax revenues from local government to schools in 1993. The report asserts that these financial strains have created governmental entrepreneurism in which agencies compete for sales tax revenue and market share.

The 21st Century Commission recommended that effective, efficient and easily understandable government be encouraged. In accomplishing this, the 21st Century Commission recommended

[4] Little Hoover Commission, 2000, p. 24.

[5] The Commission on Local Governance for the 21st Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.

consolidation of small, inefficient or overlapping providers, transparency of municipal service delivery to the people, and accountability of municipal service providers. The sheer number of special districts, the report asserts, "has provoked controversy, including several legislative attempts to initiate district consolidations,"[6] but cautions LAFCOs that decisions to consolidate districts should focus on the adequacy of services, not on the number of districts.

Growth Within Bounds stated that LAFCOs cannot achieve their fundamental purposes without a comprehensive knowledge of the services available within its county, the current efficiency of providing service within various areas of the county, future needs for each service, and expansion capacity of each service provider. Comprehensive knowledge of water and sanitary providers, the report argued, would promote consolidations of water and sanitary districts, reduce water costs and promote a more comprehensive approach to the use of water resources. Further, the report asserted that many LAFCOs lack such knowledge and should be required to conduct such a review to ensure that municipal services are logically extended to meet California's future growth and development.

MSRs would require LAFCO to look broadly at all agencies within a geographic region that provide a particular municipal service and to examine consolidation or reorganization of service providers. The 21st Century Commission recommended that the review include water, wastewater, and other municipal services that LAFCO judges to be important to future growth. The Commission recommended that the service review be followed by consolidation studies and be performed in conjunction with updates of SOIs. The recommendation was that service reviews be designed to make nine determinations, each of which was incorporated verbatim in the subsequently adopted legislation. The legislature since consolidated the determinations into six required findings.

MUNICIPAL SERVICE REVIEW LEGISLATION

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCO review and update SOIs not less than every five years and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California's anticipated growth. The service review provides LAFCO with a tool to study existing and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

Effective January 1, 2008, Government Code §56430 requires LAFCO to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

1) Growth and population projections for the affected area;

2) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies;

[6] Commission on Local Governance for the 21st Century, 2000, p. 70.

3) Financial ability of agencies to provide services;

4) Status of, and opportunities for shared facilities;

5) Accountability for community service needs, including governmental structure and operational efficiencies; and

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

SPHERES OF INFLUENCE

An SOI is a LAFCO-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

Every determination made by a commission must be consistent with the SOIs of local agencies affected by that determination;[7] for example, territory may not be annexed to a city or district unless it is within that agency's sphere. In other words, the SOI essentially defines where and what types of government reorganizations (e.g., annexation, detachment, dissolution and consolidation) may be initiated. If and when a government reorganization is initiated, there are a number of procedural steps that must be conducted for a reorganization to be approved. Such steps include more in-depth analysis, LAFCO consideration at a noticed public hearing, and processes by which affected agencies and/or residents may voice their approval or disapproval.

SOIs should discourage duplication of services by local governmental agencies, guide the Commission's consideration of individual proposals for changes of organization, and identify the need for specific reorganization studies, and provide the basis for recommendations to particular agencies for government reorganizations.

Contra Costa LAFCO policies are that LAFCO discourages inclusion of land in an agency's SOI if a need for services provided by that agency within a 5-10 year period cannot be demonstrated. SOIs generally will not be amended concurrently with an action on the related change of organization or reorganization. A change of organization or reorganization will not be approved solely because an area falls within the SOI of any agency.

The Cortese-Knox-Hertzberg Act requires LAFCO to develop and determine the SOI of each local governmental agency within the county and to review and update the SOI every five years. LAFCOs are empowered to adopt, update and amend the SOI. They may do so with or without an application and any interested person may submit an application proposing an SOI amendment.

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations. Based on review of the guidelines and practices

[7] Government Code §56375.5.

of Contra Costa LAFCO as well as other LAFCOs in the State, various conceptual approaches have been identified from which to choose in designating an SOI:

1) Coterminous Sphere: The sphere for a city or special district that is the same as its existing boundaries.

2) Annexable Sphere: A sphere larger than the agency's boundaries identifies areas the agency is expected to annex. The annexable area is outside its boundaries and inside the sphere.

3) Detachable Sphere: A sphere that is smaller than the agency's boundaries identifies areas the agency is expected to detach. The detachable area is the area within the agency bounds but not within its sphere.

4) Zero Sphere: A zero sphere indicates the affected agency's public service functions should be reassigned to another agency and the agency should be dissolved or combined with one or more other agencies.

5) Consolidated Sphere: A consolidated sphere includes two or more local agencies and indicates the agencies should be consolidated into one agency.

6) Limited Service Sphere: A limited service sphere is the territory included within the SOI of a multi-service provider agency that is also within the boundary of a limited purpose district which provides the same service (e.g., fire protection), but not all needed services.

7) Sphere Planning Area: LAFCO may choose to designate a sphere planning area to signal that it anticipates expanding an agency's SOI in the future to include territory not yet within its official SOI.

8) Provisional Sphere: LAFCO may designate a provisional sphere that automatically sunsets if certain conditions occur. This report contains provisional spheres for several fire districts, that are intended to elicit progress toward enhanced collaboration to achieve efficiencies, equity and appropriate service levels.

LAFCO is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCO must update those SOIs every five years. In updating the SOI, LAFCO is required to conduct a municipal service review (MSR) and adopt related determinations. In addition, in adopting or amending an SOI, LAFCO must make the following determinations:

- Present and planned land uses in the area, including agricultural and open-space lands;
- Present and probable need for public facilities and services in the area;
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide; and
- Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency.

MSR AND SOI UPDATE PROCESS

The MSR process does not require LAFCO to initiate changes of organization based on service review findings, only that LAFCO identify potential government structure options. However, LAFCO, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend SOIs. LAFCO may act with respect to a recommended change of organization or reorganization on its own initiative, at the request of any agency, or in response to a petition.

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to §15262 (feasibility or planning studies) or §15306 (information collection) of the CEQA Guidelines. LAFCO's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

Once LAFCO has adopted the MSR determinations, it must update the SOIs for seven fire district and one county service area. This report identifies preliminary SOI policy alternatives and recommends SOI options for each agency. Development of actual SOI updates will involve additional steps, including development of recommendations by LAFCO staff, opportunity for public input at a LAFCO public hearing, and consideration and changes made by Commissioners. A CEQA determination will then be made on a case-by-case basis once the proposed project characteristics are clearly identified.

The CKH Act stipulates several procedural requirements in updating SOIs. It requires that special districts file written statements on the class of services provided and that LAFCO clearly establish the location, nature and extent of services provided by special districts. Accordingly, each local agency's class of services provided is documented in this 2008 MSR. The MSR described the nature, location, and extent of functions or classes of services provided by existing districts, which is a procedural requirement for LAFCO to complete when updating SOIs.

LAFCO must notify affected agencies 21 days before holding a public hearing to consider the SOI and may not update the SOI until after that hearing. The LAFCO Executive Officer must issue a report including recommendations on the SOI amendments and updates under consideration at least five days before the public hearing.

3. FIRE AND EMS OVERVIEW

This chapter provides a comparative overview of the fire and emergency medical services (EMS) provided by public agencies in the County. The chapter reviews how these services are provided by cities, special districts, state and federal agencies, and private entities. The chapter addresses growth and population projections, current and future service needs, infrastructure needs, service adequacy, and financing. Government structure options are identified for agencies under LAFCO jurisdiction.

SERVICE PROVIDERS AND SERVICE AREAS

This section provides an overview of the various fire and EMS providers. The focus of the review is the 11 local agencies under Contra Costa LAFCO jurisdiction with fire and EMS responsibilities. Local agencies include seven fire protection districts (FPDs), three city fire departments (FDs), and a County Service Area. Their boundary and service areas are shown on Maps 3-1 and 3-2 respectively. Services are also provided by federal and state agencies, the County and private service providers, such as American Medical Response and California Department of Forestry and Fire Protection. Most fire stations are staffed by paid, sworn personnel 24 hours daily, while some are operated by on-call firefighters who drive from their homes or jobs to incidents.

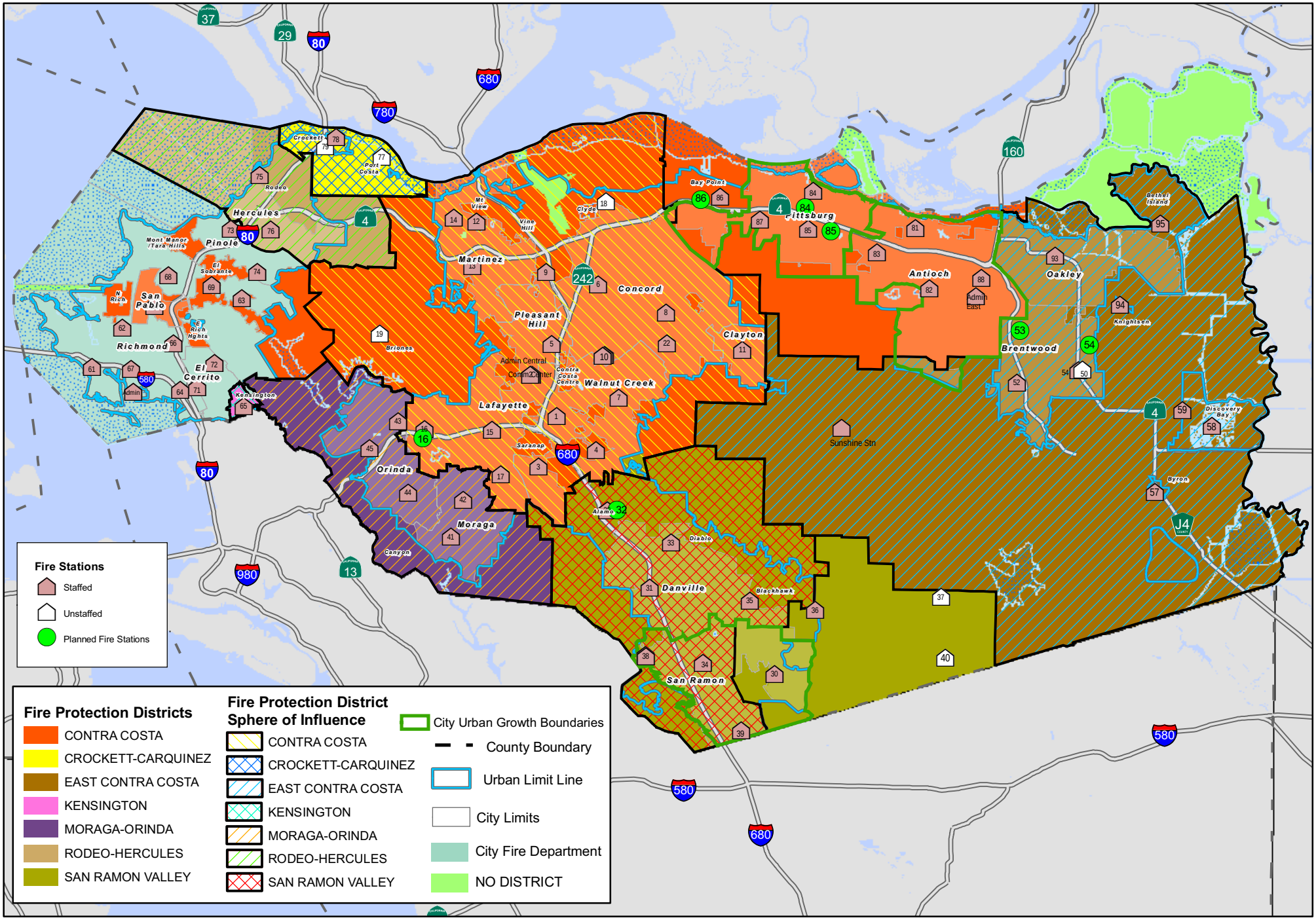
Table 3-1: Service Provider Overview

Service Provider	Fire Stations Staffed	Fire Stations Unstaffed	Sworn Personnel Full-Time	Sworn Personnel On-Call	Civilian Personnel	Fire	Basic EMS	Paramedic	Ambulance	Haz Mat	Dispatch	Funding
Providers under Contra Costa LAFCO Jurisdiction												
City of El Cerrito FD	2	0	36	0	1	√	√	√				
City of Richmond FD	7	0	89	0	7	√	√			√	√	
City of Pinole FD	2	0	19	5	1	√	√	√				
Contra Costa County FPD	28	2	351	20	89	√	√	√			√	
Crockett-Carquinez FPD	0.5	2.5	0	58	0	√	√					
East Contra Costa FPD	8	0	53	25	2	√	√					
Kensington FPD	1	0	10	0	1							√
Moraga-Orinda FPD	5	0	66	18	8	√	√	√	√			
Rodeo-Hercules FPD	2	0	20	15	1	√	√	√				
San Ramon Valley FPD	9	2	163	18	33	√	√	√	√	√	√	
County Service Area EM-1	0	0	0	0	4							√
Other Public Providers												
American Medical Response	0	0	208	0	32			√	√			
California Dept. Forestry	1	0	20	0	0	√	√				√	
County Health Services Dept.	0	0	0	0	NP					√		
East Bay Regional Park District	1	6	14	45	0	√	√				√	
Federal Fire	2	0	NP	NP	NP	√	√			√	√	
Camp Parks FD	1	0	14	0	0	√	√			√	√	

.

Map 3-1

Contra Costa County's Fire Protection District Boundaries and Spheres of Influence



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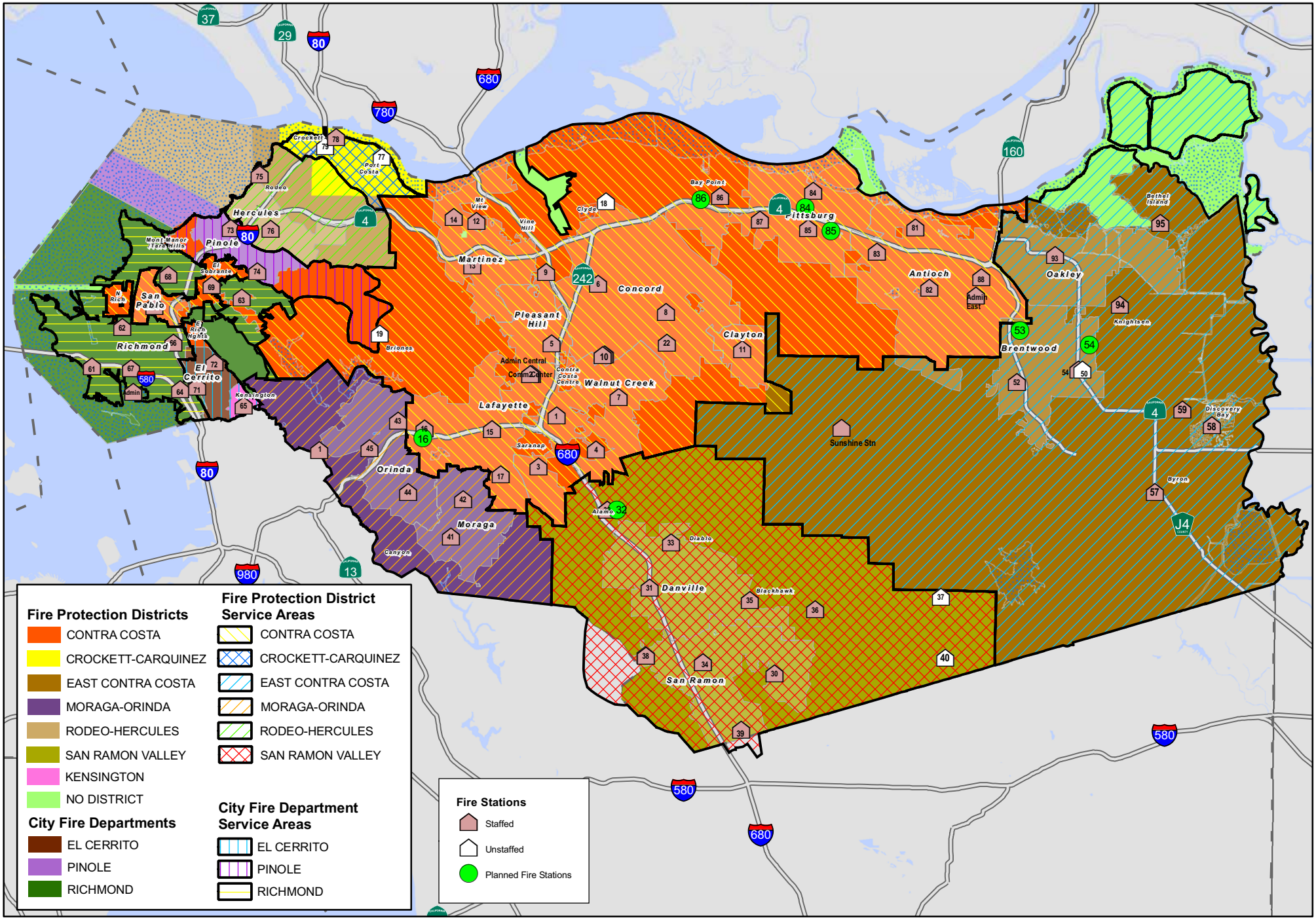
Map 3-2 Contra Costa County's Fire Protection District Boundaries, City Fire Department Boundaries, and Service Areas



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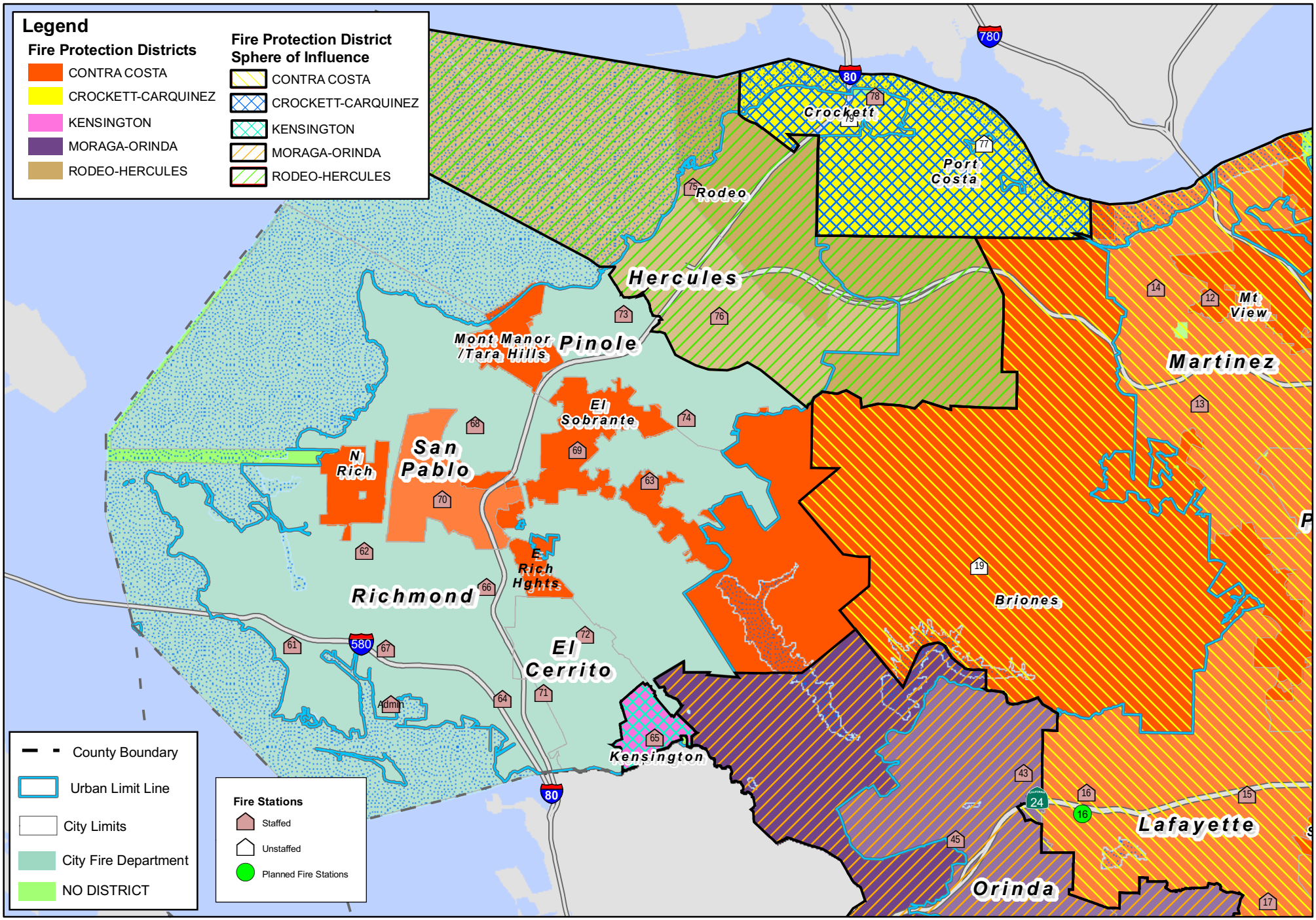
Map 3-3

West Contra Costa County's Fire Protection District Boundaries and Spheres of Influence



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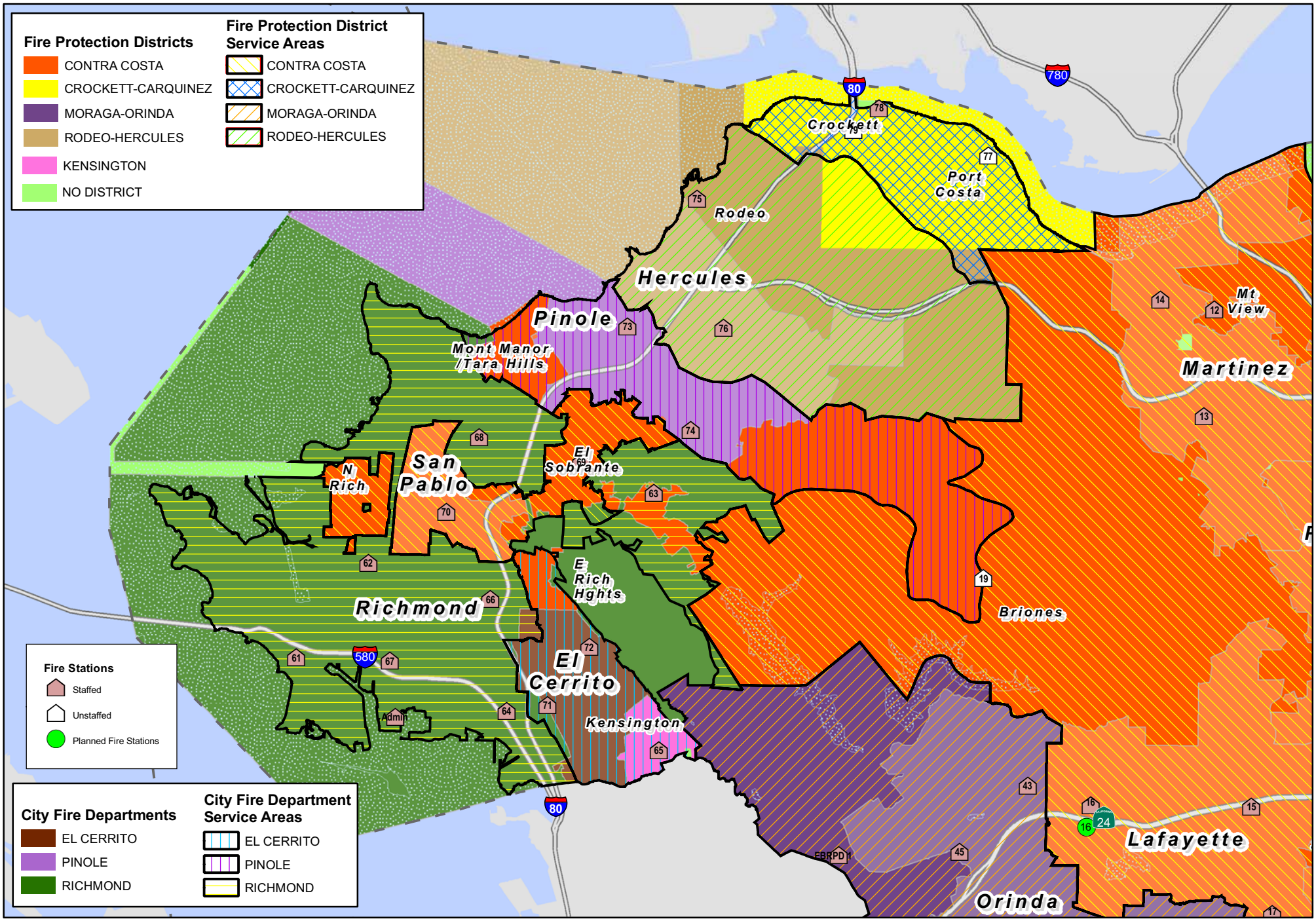
Map 3-4

West Contra Costa County's Fire Protection Service Areas, Fire Protection District Boundary and City Fire Department Boundary



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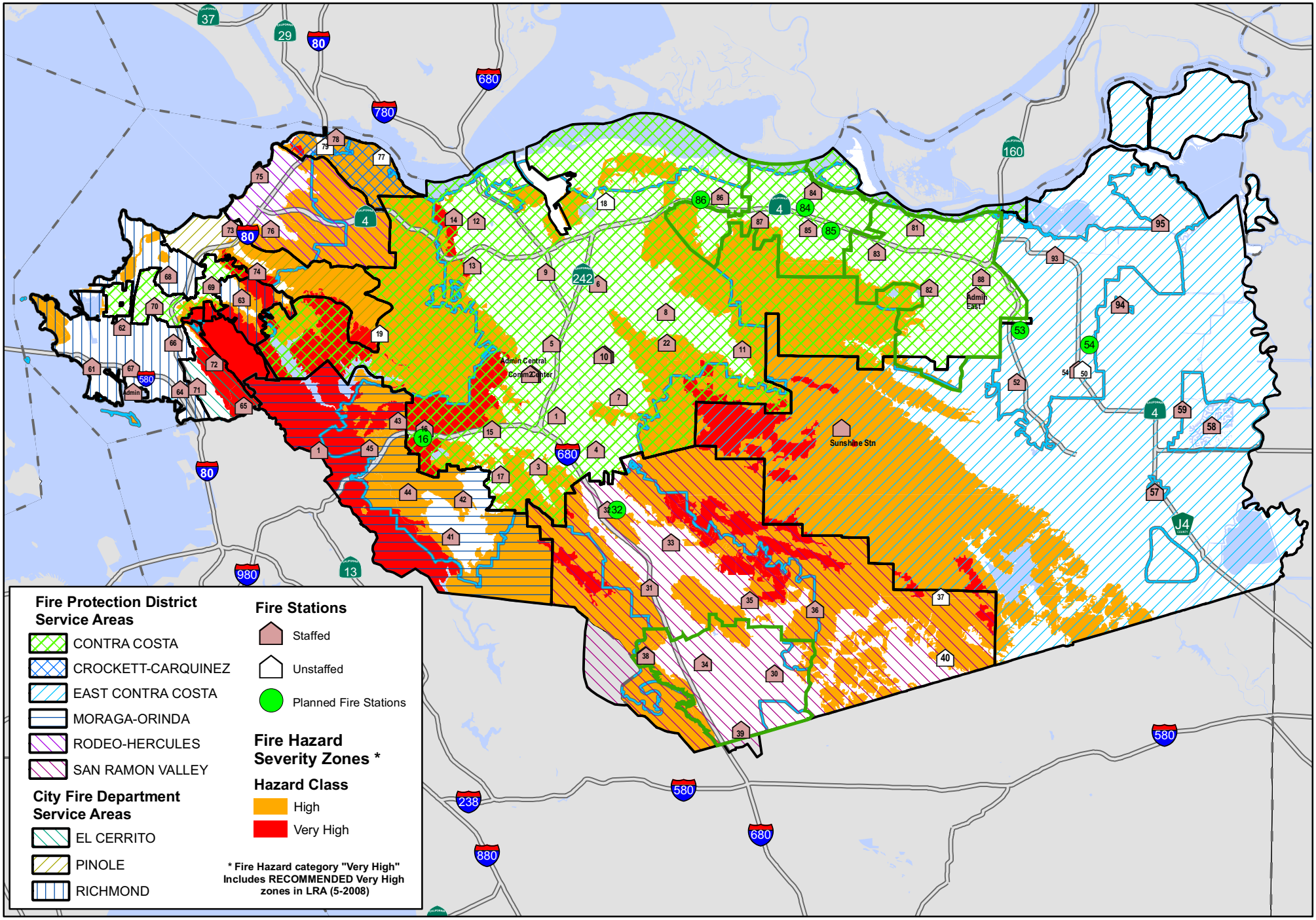
Note: The boundary is the geographic area where the fire provider is legally responsible for providing service. The service area on this map is an approximation of the geographic area where this fire provider was typically the first provider (as of January 2009) to arrive on scene. To minimize response times, actual service areas differ from boundaries as a result of dispatching practices, service contracts, automatic aid agreements, and other agreements.

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

Map 3-5 Contra Costa County's Fire Protection Service Areas and Fire Hazard Severity Zones



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CITY FIRE DEPARTMENTS

City of El Cerrito

The City of El Cerrito Fire Department (FD) fire suppression (structural, vehicle, and vegetation fires) and prevention, Basic Life Support (BLS) and Advanced Life Support (ALS) for medical emergencies, rescue, initial hazardous materials response, fire inspection, fire investigation, education, and fire-related permit services within the city limits, adjacent portions of the City of Richmond, and the unincorporated communities of East Richmond Heights and Kensington. The City has served Kensington through a contract with Kensington FPD since 1996. The City serves East Richmond Heights through a contract with Contra Costa County FPD (ConFire) in exchange for dispatch and radio services. The City is the first-in service provider to the City of Richmond along a strip located just west of San Pablo Avenue. Two pockets within the City of El Cerrito are served by the City of Richmond. The City of El Cerrito owns and maintains two fire stations located in city limits, and operates and maintains a third station that is owned by Kensington FPD. The FD relies on the City of Richmond for dispatch and specialized hazardous materials response.

City of Pinole

The City of Pinole FD provides fire suppression (structural, vehicle, and vegetation fires) and prevention, BLS and ALS for medical emergencies, rescue, initial hazardous materials response, fire inspection, education, and fire-related permit services to its boundary area (except offshore areas) and adjacent ConFire areas in unincorporated Tara Hills, Montalvin Manor, Bayview, and Alhambra Valley. The City owns and maintains two fire stations located in city limits. The FD relies on the ConFire for dispatch and on Contra Costa County Health Service Department for specialized hazardous materials response. The City covers the command duty one-third of the time for the Battalion 7 area, which encompasses the City of Pinole, Rodeo-Hercules FPD and western ConFire service areas. The U.S. Coast Guard responds to off-shore incidents within navigable waters, such as those in the Bay that lie within the City's bounds but not its service area. East Bay Regional Park District (EBRPD) specializes in brush fires and EMS incidents in regional parks (e.g., Point Pinole), although the City is the official first responder for structure fires and EMS incidents.

City of Richmond

The City of Richmond FD provides fire suppression (structural, vehicle, and vegetation fires) and prevention, BLS for medical emergencies, rescue, hazardous materials response, fire inspection, fire-related permit, dispatch, and public education services. The privately-owned ambulance company, American Medical Response, provides ALS and ambulance transport services. The City plans to implement ALS service in 2009. The FD's primary service area includes a substantial portion of the city limits, portions of the City of El Cerrito, and portions of the unincorporated community of El Sobrante. The City provides dispatch services for incidents originating in Richmond, El Cerrito, and Kensington. The FD provides specialized hazardous material response to the cities of El Cerrito, Pinole and Richmond, Kensington FPD and Rodeo-Hercules FPD. The City of Richmond operates seven fire stations, all of which are staffed 24 hours a day. The U.S. Coast Guard responds to off-shore incidents and EBRPD responds to incidents in regional parks. The City of San Pablo and adjacent unincorporated areas in El Sobrante and North Richmond were dispatched by the City of Richmond, and trained, shared radio channels and shared a common work schedule with the City until these areas were consolidated with ConFire in 2002.

COUNTY-DEPENDENT FIRE DISTRICTS

Contra Costa County FPD

Contra Costa County FPD (ConFire) provides fire suppression (structural, vehicle, and vegetation fires) and prevention, BLS and ALS for medical emergencies, rescue, dispatch, initial hazardous materials response, fire inspection, plan review, and education to nine cities and much of the unincorporated territory in the central and western portions of the County. ConFire operates 28 fire stations which are staffed 24 hours a day, and two unstaffed stations.

ConFire provides fire inspection and plan review services in its bounds as well as East Contra Costa FPD. The ConFire Regional Fire Communications Center provides dispatch and radio services not only for the District but also for Crockett-Carquinez FPD, East Contra Costa FPD, Moraga Orinda FPD, Rodeo-Hercules FPD, and City of Pinole. ConFire also provides these services to the City of El Cerrito, dispatching the City to incidents in East Richmond Heights.

The District is often designated as the first responder in marine areas, and handles incidents until the U.S. Coast Guard arrives. Contra Costa County Sheriff's Marine Patrol unit responds in the Delta waterways and marinas, and EBRPD responds to incidents in regional parks.

Crockett-Carquinez FPD

Crockett-Carquinez FPD (CCFPD) provides fire suppression (structural, vehicle, and vegetation fires) and prevention, BLS for medical emergencies, rescue, initial hazardous materials response, fire inspection, education, and permit services to the unincorporated communities of Crockett, Valona, Tormey and Port Costa. The District does not provide swift water rescue or ALS services. The privately-owned ambulance company, American Medical Response, provides ALS and ambulance transport services. ConFire provides dispatch, emergency medical dispatch (i.e., pre-arrival instructions for the caller to assist the victim) and information service by contract. The District is staffed entirely by on-call firefighters. It operates one station that is staffed during evening hours, and two unstaffed stations. Overlapping service providers include the U.S. Coast Guard, CAL FIRE and EBRPD.

East Contra Costa FPD

East Contra Costa FPD (ECCFPD) provides fire suppression (structural, vehicle, and vegetation fires) and prevention, BLS for medical emergencies, rescue, initial hazardous materials response, fire inspection, and education to the cities of Oakley and Brentwood, a portion of the City of Antioch and the unincorporated communities of Bethel Island, Byron, Discovery Bay, and Knightsen. The District provides EMS services until AMR arrives to provide ALS and ambulance transport services. The District contracts with CAL FIRE for continual operation of its Sunshine station on Marsh Creek Road during the wet season; CAL FIRE directly finances staffing the station during fire season. The District contracts with ConFire for dispatch, radio and information services. ConFire also assists the District with fire prevention. Overlapping service providers include EBRPD, the U.S. Coast Guard and the Contra Costa County Sheriff's Marine Patrol unit. ECCFPD operates eight fire stations staffed with two personnel 24 hours a day.

The District was formed in 2002; predecessor districts were Oakley, Bethel Island and Brentwood FPDs.

INDEPENDENT FIRE DISTRICTS

Kensington FPD

Kensington FPD (KFPD) provides fire prevention, suppression, and emergency medical response services to the unincorporated community of Kensington by contract with the City of El Cerrito. The District owns its fire station and apparatus, and reimburses the City of El Cerrito for maintenance costs. KFPD operated its own fire department until 1996.

Moraga-Orinda FPD

Moraga-Orinda FPD (MOFPD) provides fire suppression (structural, vehicle, and vegetation fires) and prevention, BLS and ALS for medical emergencies, ambulance transport, rescue, initial hazardous materials response, fire inspection, education, and fire-related permit services to the City of Orinda, Town of Moraga, and the unincorporated community of Canyon. The District contracts with ConFire for dispatch services. MOFPD operates five stations staffed 24 hours a day. East Bay Regional Park District (EBRPD) specializes in brush fires and EMS incidents in regional parks, and has a station in Orinda staffed during daytime hours. In the event of a fire in the 2.3-mile underground Bay Area Rapid Transit (BART) District tube in MOFPD, BART personnel are responsible for securing the train car, diverting smoke (with fans), assisting with evacuation, and transporting MOFPD rescuers into the tube for firefighting and rescue operations.

MOFPD was formed in 1997 through the consolidation of the Moraga FPD and the Orinda FPD.

Rodeo-Hercules FPD

Rodeo-Hercules FPD (RHFPD) provides fire suppression (structural, vehicle, and vegetation fires) and prevention, BLS and ALS for medical emergencies, rescue, initial hazardous materials response, fire inspection, fire investigation, public education, and fire building plan review services to the City of Hercules and the unincorporated community of Rodeo. Through an automatic aid agreement, RHFPD provides service in the bounds of Crockett-Carquinez FPD, serving a portion of the bounds located south of Cummings Skyway between I-80 and Highway 4. Crockett-Carquinez FPD provides service in the bounds of RHFPD, serving a small portion of the bounds located north of Cummings Skyway as well as westbound lanes of I-80 between Cummings Skyway and Willow Avenue. The District relies on ConFire for dispatch services. RHFPD relies on the ConFire for dispatch and on Contra Costa County Health Service Department for specialized hazardous materials response. The District covers the command duty one-third of the time for the Battalion 7 area, which encompasses the City of Pinole, RHFPD and western ConFire service areas. RHFPD operates two stations staffed 24 hours a day. The U.S. Coast Guard handles off-shore incidents, and EBRPD responds to incidents in regional parks.

The District was formed in 1937, and annexed the City of Hercules in 1977.

San Ramon Valley FPD

San Ramon Valley FPD (SRVFPD) provides fire protection, emergency medical response, ambulance transport, and dispatch services to the cities of San Ramon and Danville, the unincorporated communities of Alamo, Blackhawk, Diablo, Tassajara Valley, and southern Morgan Territory, and portions of Dublin and Crow Canyon in Alameda County. SRVFPD operates 11 fire

stations, of which nine are staffed 24 hours a day and two stations are served by on-call firefighters. The District owns 10 of the stations; one is a leased garage of a single-family home. EBRPD responds to incidents in regional parks, and the U.S. Army operates a fire station located near the City of Dublin to serve the U.S. Army Parks Reserve Forces Training Area, including the portion within SRVFPD bounds.

The SRVFPD service area was served by the Danville FPD and the Eastern Contra Costa County FPD in the early 1960s before LAFCO was formed. The cities of Dublin and San Ramon formed a JPA in 1988 called the Dougherty Regional Fire Authority (DRFA) to provide for fire and EMS services in Dublin and the southern portion of San Ramon. DRFA provided fire and EMS services through 1996 when the City of San Ramon terminated the agreement.

OTHER SERVICE PROVIDERS

Alameda County Fire District

Alameda County Fire District (ACFD) provides fire and paramedic service in most unincorporated areas of Alameda County, and provides contract service to the cities of Dublin and San Leandro. ACFD and SRVFPD agreed in 1996 that SRVFPD would provide automatic aid to north Dublin, and ACFD would provides aid to SRVFPD in the southern end of San Ramon, and southern portions of Dougherty Valley. SRVFPD responds to about 250 incidents annually in the ACFD service area; ACFD responds to about five incidents in San Ramon. The districts' agreement does not presently provide for compensation to the net donor district. Alameda LAFCO has jurisdiction over the District.

American Medical Response

American Medical Response (AMR) is a privately-owned ambulance company that provides ALS and ambulance transport services to all areas of Contra Costa County except MOFPD and SRVFPD. AMR operates on a fee-for-service basis, and does not receive fees or subsidies from Contra Costa County, the cities or any local agencies. AMR is overseen and regulated by the Emergency Medical Services Division of the Contra Costa Health Services Department. AMR deploys between 18 and 23 ALS ambulances throughout the County, based on the expected location and volume of emergency calls, and the availability of paramedic first responders in the area. Fire departments in the various jurisdictions (except MOFPD and SRVFPD) provide first responder services. In the jurisdictions without paramedic first responders—CCFPD and ECCFPD—AMR supplements its service level by staffing quick response vehicles (QRVs) with paramedics. In Richmond, AMR supplements its service level through additional paramedic staffing and is required to meet shorter ambulance response time standards.

County Service Area EM-1

County Service Area EM-1 (CSA EM-1) is a financing mechanism to provide enhanced emergency medical services (EMS) to Contra Costa County. The CSA was formed in 1989.

CSA assessment funds are used to reduce deaths and complications resulting from medical emergencies in Contra Costa County by making needed improvements in the County's existing Emergency Medical Services System and assuring continued availability of high quality emergency medical and trauma care services throughout the County. CSA EM-1 is administered by the

Emergency Medical Services (EMS) Division of the Contra Costa County Department of Health Services, and funds four of 11 full-time staff positions there to oversee the expanded EMS program. Funding from CSA EM-1 is used to subsidize first responder paramedic services in ConFire, El Cerrito Fire (and KFPD via El Cerrito Fire), MOFPD, Pinole Fire, and RHFPD. CSA EM-1 provides a subsidy of $30,000 per engine to these districts to offset part of the cost of providing first responder paramedic services.

Contra Costa County Health Services Department

The Contra Costa County Health Services Department provides specialized hazardous materials response. The service is available countywide, although it is rarely used by the City of Richmond and SRVFPD which operate their own hazardous materials response teams.

California Department of Forestry and Fire Protection

California Department of Forestry and Fire Protection (CAL FIRE) provides fire protection, prevention and investigation services within the State Responsibility Area (SRA). CAL FIRE has primary responsibility for wildland fires in the SRA, whereas structural fire protection and EMS are the responsibility of the local fire providers whose boundaries overlap the SRA. CAL FIRE will respond to all other types of service calls in the SRA at the request of the local fire provider. In the interface areas, where fires in the Local Responsibility Area (LRA) could easily spread to the SRA, CAL FIRE coordinates response plans with the local agency. CAL FIRE contracts with East Bay Regional Park District to supplement its services in the western portion of the County. CAL FIRE also provides fire protection and EMS service to the western portion of ECCFPD during the winter months by Amador Plan contract. CAL FIRE primarily serves Contra Costa County from its Sunshine Fire Station east of Clayton, which is staffed 24 hours a day, year-round.

East Bay Regional Park District

East Bay Regional Park District (EBRPD) provides fire suppression, prevention, BLS for medical emergencies, rescue, and initial hazardous materials response to the regional parks within Contra Costa and Alameda counties, and serves as the first-in responder to designated non-park SRA lands by contract with CAL FIRE. Local fire jurisdictions such as Richmond Fire Department and Berkeley Fire Department have the legal responsibility to provide fire protection on LRA lands within the District, with EBRPD providing a strong secondary responsibility, although EBRPD is often first on scene to parkland fires. The District's two helicopters provide ALS and aerial medevac services. Of the 10 fire stations operated by the District, five are located in Contra Costa County, including two in Martinez, one in Richmond, one in Antioch, and one in Orinda. The Orinda station is staffed 10 to 12 hours per day (during daylight hours) and the rest are typically unstaffed, but are staffed on red flag days (10 to 20 days per year).

Alameda is the principal LAFCO and has jurisdiction over the District.[8] Alameda LAFCO adopted public safety MSR determinations covering EBRPD in 2004. EBRPD is also included in this MSR for comprehensive fire and EMS coverage in Contra Costa County.

Federal Fire Department

Federal Fire Department, Military Ocean Terminal Concord (MOTCO), provides fire protection to the MOTCO facility with two engine companies operating out of two fire stations. The MOTCO facility consists of an approximately 7,600-acre area, formerly known as the Naval Weapon Station Concord Tidal Area. Responsibility for port operations at the former Concord Naval Weapons Station was transferred from the U.S. Navy to the U.S. Army's Military Traffic Management Command in 1999. The remaining inland portion of the former Concord Naval Weapons Station (primarily south of SR 4) is being closed pursuant to the 2005 Defense Base Closure and Realignment (BRAC) Commission. Federal Fire provides mutual aid to ConFire for structural and wildland fire protection in the North Concord area (north of SR 4), and in the north Bay Point area.

Parks Reserve Forces Training Area

The Parks Reserve Forces Training Area (Camp Parks) is also a provider of fire services at the U.S. Army facility located in San Ramon Valley FPD and near the City of Dublin. The Camp Parks FD is staffed by 14 full-time employees operating from a single fire station.

U.S. Coast Guard

The U.S. Coast Guard (USCG) serves as a first responder for incidents involving injuries, loss of life or damage to vessels on the waterways and off of the coast of Contra Costa County. USCG responds to urgent medical situations by providing first aid and basic life support, and transport of the injured to the quickest possible local responder. The USCG responds to fire incidents on the water for the purpose of lifesaving, but not for the purpose of fire suppression; the USCG is not trained in firefighting. USCG Vallejo and Rio Vista Stations work in conjunction with the Contra Costa County Sheriff Marine Unit for serving waterways. USCG will provide service to any area that is safely navigable by their vessels, generally up to a depth of three feet (the precise areas that can be served are subject to tidal cycles). USCG will also respond to incidents at marinas and piers along the bays, delta and the southern shore of the Carquinez straight.

Contra Costa County Sheriff Marine Unit

The Contra Costa County Sheriff Marine Unit serves as law enforcement for abandoned vessels and crimes committed on Contra Costa waterways, but is also the primary first responder for incidents involving injuries and boating accidents in the waterways. The Marine Unit provides first aid and transport to the quickest possible local responder, or directly to a medevac helicopter. The Marine Unit responds to fire incidents on the waterways with vessels that are equipped with water pumps, although the officers are not trained firefighters; it will also transport fire departments to an

[8] For a multi-county district, the LAFCO in the "principal county" has exclusive jurisdiction (Government Code §56387) unless it cedes its jurisdiction on a particular proposal to a LAFCO in another county and that LAFCO accepts (Government Code §56388). Principal county is defined as the county with the greatest portion of the entire assessed value in the district (Government Code §56066).

incident upon request. During busy periods on the waterways—typically over summer holiday weekends—AMR equips a Sheriff vessel and accompany the officers on patrol for on-scene paramedic support. The Marine Unit patrols the waterways along Contra Costa County based out of two stations, one at the former Concord Naval Weapons Station, and the other at Lauritzen's Harbor in Oakley. Most of its incidents involve recreational boaters, and are located east of the City of Antioch and into the delta.

Private Fire Brigades

Tesoro provides fire protection and BLS services directly to the Golden Eagle Refinery with its own fire brigade, and to an adjacent chemical plant and crude oil terminal also owned and operated by Tesoro. The Tesoro Golden Eagle Refinery is located in the Avon area outside of ConFire bounds. The Tesoro Golden Eagle fire brigade consists of 150 trained on-call firefighters, 10 of which are certified as Emergency Medical Technicians (EMT). The fire brigade has a minimum staffing level of 10 on-call firefighters during regular operations. The Fire Chief is the only full-time position in the brigade. AMR and ConFire respond to paramedic and ambulance transport calls. The Tesoro Fire Chief reports that annexation to ConFire was explored in the early 1990s, but ConFire was concerned that it could not maintain response times without a new fire station to serve the area. Tesoro responds to mutual aid incidents at member companies once or twice per year, on average, and also responds to non-member facilities at the request of ConFire.

The C&H sugar refinery is located outside the bounds of CCFPD, and operates its own fire brigade. Other private fire brigades are within the bounds of local agencies with fire departments, including ConocoPhillips in Hercules, the Shell Refinery in Martinez, Dow Chemical in Pittsburg, and the Chevron Refinery in Richmond.

AUTOMATIC AND MUTUAL AID

The fire providers' service areas differ from their jurisdictional boundaries as a result of automatic aid, mutual aid and contract service arrangements.

Automatic aid refers to reciprocal service provided under an automatic aid agreement, a prearranged plan or contract between agencies for an automatic response for service with no need for a request to be made. Automatic aid is more extensive in the County than in many other parts of California. The Contra Costa County Fire Chiefs Association agreed in the early 2000s to implement countywide closest-resource dispatching (known among firefighters as "boundary drop") in which the closest available crew is dispatched to an incident regardless of boundaries. Apparatus location and availability is known at the ConFire Communications Center due to automatic vehicle locator (AVL) technology, and the Communications Center's computer-aided design (CAD) technology facilitates dispatch of the closest resource. Mutual aid refers to reciprocal service provided under a mutual aid agreement, a pre-arranged plan and contract between agencies for reciprocal assistance upon request by the first-response agency. All agencies are required to provide mutual aid in times of extreme disaster as part of the California Governor's Office of Emergency Services Master Mutual Aid Agreement. All three ambulance providers have agreed to provide ambulance service when needed to areas of the County outside their service areas to the extent they are able.

Aid arrangements among the local agencies are shown in Table 3-2. In the table, aid arrangements frequently provided or received are listed in plain font, and aid occasionally provided

or received is in italicized font. Not shown in Table 3-2 are the aid arrangements with and between private fire brigades. Service areas shown on Maps 3-2 and 3-4 depict the most common service provider in an area.

Table 3-2: Automatic and Mutual Aid, 2009

Boundary	Automatic Aid Provided to	Automatic Aid Received from	Mutual Aid Partners
City of El Cerrito FD	ConFire: East Richmond Heights KFPD: Kensington Richmond: east areas *Occasionally throughout West County*	*Occasional from ConFire*	Cities of Richmond, Albany, Berkeley and Oakland, ConFire, EBRPD, and CAL FIRE
City of Pinole FD	ConFire: Tara Hills, Montalvin Manor, Bay View, and Alhambra Valley RHFPD *Occasonally to Richmond and CCFPD*	ConFire, RHFPD. *Occasional from Richmond and CCFPD*	City of Richmond, EBRPD and CAL FIRE.
City of Richmond FD	ConFire: San Pablo, north Richmond, El Sobrante, and E. Richmond Heights El Cerrito *Occasional aid to Pinole and RHFPD*	El Cerrito, ConFire, *occasional aid from Pinole and RHFPD*	City of Berkeley, ConFire. *Occasionally with EBRPD and CAL FIRE*
Contra Costa County FPD	Benicia: northbound lanes Benicia-Martinez Bridge ECCFPD: northwest Brentwood, west Oakley, west Marsh Creek Dr.	Benicia: southbound lanes Benicia-Martinez Bridge Pinole: Tara Hills, Bayview, Montalvin Manor and Alhambra Valley El Cerrito: East Richmond Heights Richmond: San Pablo, Valley View	EBRPD, CAL FIRE and City of Benicia
Crockett-Carquinez FPD	RHFPD: westbound I-80 between Cummings Skyway and Willow Ave. ramp *Occasional aid to ConFire and Pinole*	RHFPD: south/west of Cummings Skyway	City of Vallejo
East Contra Costa FPD	ConFire	CAL FIRE: Marsh Creek ConFire: northwest Brentwood, west Oakley, west Marsh Creek Dr.	Alameda County FD *Occasionally in San Joaquin County off SR 4.*
Moraga-Orinda FPD	ConFire	ConFire	Cities of Berkeley and Oakland, and CAL FIRE.
Rodeo-Hercules FPD	CCFPD: south/west of Cummings Skyway Pinole, ConFire	CCFPD: westbound I-80 between Cummings Skyway and Willow Ave. ramp Pinole, ConFire	Cities of Pinole and Richmond, ConFire, EBPRD, and CAL FIRE
San Ramon Valley FPD	Alameda County Fire District (ACFD) in the northern portion of Dublin and in Crow Canyon	*ACFD: southern end of San Ramon, and southern portions of Dougherty Valley*	ACFD, CAL FIRE, and ConFire. *Occasionally MOFPD and Livermore-Pleasanton FD*

Note: Occasional aid provided or received indicated by italics

GROWTH AND POPULATION PROJECTIONS

RESIDENTS

There were 1,051,674 residents in Contra Costa County in 2008, according to the California Department of Finance.

There were a total of 397,499 households throughout the County. There were approximately 2.7 persons per household on average. Households in the eastern portion of the County in the communities of Antioch, Brentwood, Oakley and Pittsburg were on average larger than the remainder of the County, with over three persons per household. The smallest households on average are in the communities of El Cerrito and Walnut Creek, with 2.2 and 2.1 persons per household respectively.

Population density varies throughout the County and between the various fire providers. The countywide average was 1,461 residents in 2008 per square mile of land area (excluding submerged areas). The average density in the cities was 3,135. Among the fire providers, the City of El Cerrito and Kensington FPD had the highest residential densities of 6,395 and 5,242 respectively. Densities in the cities of Pinole and Richmond were somewhat higher than the average density for cities. Population density in the other fire districts was significantly lower due to significant open space areas within the jurisdictions. ConFire is rather urban, and had a relatively high density of 2,446. Densities in Rodeo-Hercules FPD (1,838) and San Ramon Valley FPD (1,106) were somewhat closer to the countywide average. East Contra Costa FPD, Crockett-Carquinez FPD and Moraga-Orinda FPD boundary areas had the lowest densities due to expansive open space in these districts, as shown in Table 3-3.

Since 2000, the number of residents grew by 103,000, or 11 percent. Among the nine Bay Area counties, Contra Costa experienced the fastest residential growth since 2000. The population in East Contra Costa FPD grew at the fastest rate among the various fire providers, and San Ramon Valley and Rodeo-Hercules FPD also experienced above-average growth. ConFire experienced more moderate growth in its boundary area as a whole. Population growth was relatively slow in the cities of El Cerrito, Pinole and Richmond, Kensington FPD and Moraga-Orinda FPD.

Population in the County is projected to grow by 9,000-10,000 residents annually over the next 20 years, according to the Association of Bay Area Governments (ABAG). More rapid growth of 15,000-18,000 new residents annually over the next 20 years is projected by the California Department of Finance. Among the fire providers, those expected to be most affected by future growth are East Contra Costa FPD and the City of Richmond. Moderate future growth is projected for San Ramon Valley FPD, Rodeo-Hercules FPD and ConFire. Population growth is expected to be most rapid in Brentwood, San Ramon, Oakley, Richmond, and Hercules in the next 10-20 years, according to ABAG projections. Moderate population growth is projected in Pittsburg, Antioch and Concord. Slower population growth in projected elsewhere in the County.

Oakley contends that the ABAG population projections understate growth significantly, and that the City's residential population will be near 60,000 by 2030 rather than 40,000 as ABAG projected. If the City is correct, the District's growth and future needs will outpace the ABAG projections.

Table 3-3: Residential Population by Fire District, 2000-30

District/City	Density 2008 [1]	Population 2000	2008 [2]	2030 [3]	Growth Rate 2000-8	Growth Rate 2008-30
County Total	1,461	948,816	1,051,674	1,255,300	11%	19%
City of El Cerrito	6,395	23,171	23,320	25,400	1%	9%
City of Pinole	3,690	19,039	19,193	21,800	1%	14%
City of Richmond	3,454	99,216	103,577	128,000	4%	24%
Contra Costa FPD	2,446	557,190	598,051	693,584	7%	16%
Antioch	3,723	90,532	100,361	124,000	11%	24%
Clayton	2,734	10,762	10,784	12,600	0%	17%
Concord	4,105	121,872	123,776	148,400	2%	20%
Lafayette	1,575	23,908	23,962	26,000	0%	9%
Martinez	2,949	35,866	36,144	42,100	1%	16%
Pittsburg	4,078	56,769	63,652	78,100	12%	23%
Pleasant Hill	4,708	32,837	33,377	36,100	2%	8%
San Pablo	12,100	30,256	31,190	32,600	3%	5%
Walnut Creek	3,279	64,296	65,306	75,900	2%	16%
Unincorporated	988	90,092	109,499	117,784	22%	8%
Crockett-Carquinez FPD	471	3,486	3,641	3,927	4%	8%
East Contra Costa FPD	447	67,846	106,386	145,917	57%	37%
Brentwood	4,345	23,302	50,614	82,900	117%	64%
Oakley	2,673	25,619	33,210	40,050	30%	21%
Unincorporated [4]	105	18,925	22,562	22,967	19%	2%
Kensington FPD	5,242	4,936	5,009	5,123	1%	2%
Moraga-Orinda FPD	727	34,139	33,922	37,328	-1%	10%
Moraga	1,740	16,290	16,138	18,300	-1%	13%
Orinda	1,393	17,599	17,542	18,800	0%	7%
Unincorporated	10	250	242	228	-3%	-6%
Rodeo-Hercules FPD	1,838	28,177	32,317	37,699	15%	17%
Hercules	3,753	19,488	24,324	28,700	25%	18%
Unincorporated	720	8,689	7,993	8,999	-8%	13%
San Ramon Valley FPD [5]	1,106	111,466	130,411	155,324	17%	19%
Danville	2,355	41,715	42,629	45,400	2%	7%
San Ramon	5,093	44,722	59,002	81,700	32%	38%
Unincorporated	326	25,029	28,780	28,224	15%	-2%

Sources: California Department of Finance, Association of Bay Area Governments, U.S. Census Bureau

Notes:

(1) Population density reflects 2008 population per square mile of land area, and excludes submerged areas.

(2) 2008 population for County and for cities is the California Department of Finance estimate. For fire district boundary areas, 2008 population was estimated from ABAG's 2007 projections and 2000 census data geo-coded to the census block level.

(3) Projected 2030 population for County and cities is the ABAG 2007 projection. For fire district boundary areas, 2030 projected population was calculated by applying ABAG's projections to district population estimates at the census tract level.

(4) 2008 population in unincorporated areas was estimated based on analysis of Assessor data.

(5) 2008 population estimate for Alamo was published in the Alamo Comprehensive Fiscal Analysis.

BUSINESSES

There were approximately 394,000 jobs in the County in 2008. The estimated number of jobs by fire jurisdiction and city is shown in Table 3-4.

The job base is projected to grow by 7,000-8,000 jobs annually over the next 20 years, according to ABAG. Job creation is projected to outpace residential growth in the County in the next 20 years, and result in 1.2 jobs per housing unit by 2030. The pace of job creation over the next 20 years is projected to be most rapid in Oakley, Brentwood, Pittsburg, Hercules and Antioch. Job creation at a moderate pace is projected in San Pablo, El Cerrito, San Ramon, and Martinez, with a slower pace anticipated elsewhere. CCFPD contends that the ABAG job projections overstate growth significantly in its area.

Some communities have higher concentrations of jobs than others. There was about one job per housing unit in 2008. The job-housing ratio is highest in San Ramon and Walnut Creek, and is above-average in Concord, Martinez, Pleasant Hill and Lafayette.

Table 3-4: Jobs by Fire Provider, 2008-30

District/City	Jobs 2008 [1]	2030 [2]	Growth 2008-30
County Total	393,472	551,530	40%
City of El Cerrito	5,882	8,350	42%
City of Pinole	6,014	7,560	26%
City of Richmond	42,658	61,220	44%
Contra Costa FPD	240,908	320,588	33%
Antioch	21,812	36,750	68%
Clayton	1,448	1,770	22%
Concord	63,270	88,950	41%
Lafayette	11,434	11,880	4%
Martinez	19,520	28,290	45%
Pittsburg	17,234	32,740	90%
Pleasant Hill	17,370	21,470	24%
San Pablo	6,208	8,620	39%
Walnut Creek	55,904	66,740	19%
Crockett-Carquinez FPD	1,118	1,549	39%
East Contra Costa FPD	17,480	31,581	81%
Brentwood	8,067	15,990	98%
Oakley	3,868	8,120	110%
Kensington FPD	866	1,105	28%
Moraga-Orinda FPD	12,798	13,922	9%
Moraga	5,142	6,060	18%
Orinda	6,284	6,780	8%
Rodeo-Hercules FPD	4,530	7,954	76%
Hercules	3,182	5,960	87%
Unincorporated	1,348	1,994	48%
San Ramon Valley FPD	65,217	79,601	22%
Danville	14,520	16,830	16%
San Ramon	42,256	58,970	40%

Sources: Association of Bay Area Governments, U.S. Census Bureau

Notes:

(1) Job estimates were calculated by multiplying the portion of the population in a particular census tract that lies within District bounds with the ABAG's 2007 projections by census tract.

(2) Projections were calculated from ABAG 2007 projections of job growth at the census tract level.

In order to compare various indicators across fire providers, per capita indicators in this report are based on estimated 24-hour population. The 24-hour population was estimated based on both the residential population and the job base.[9]

[9] The 24-hour population is estimated as the sum of the residential population multiplied by two-thirds, and the job base multiplied by one-third. The job base portion of the estimate is then normalized based on the number of jobs per resident in the particular fire boundary area to the countywide ratio of jobs per resident. The resulting estimate at the countywide level is thus the same as the total residential population.

GROWTH AREAS

Table 3-5: Growth Areas by Fire Provider, 2008

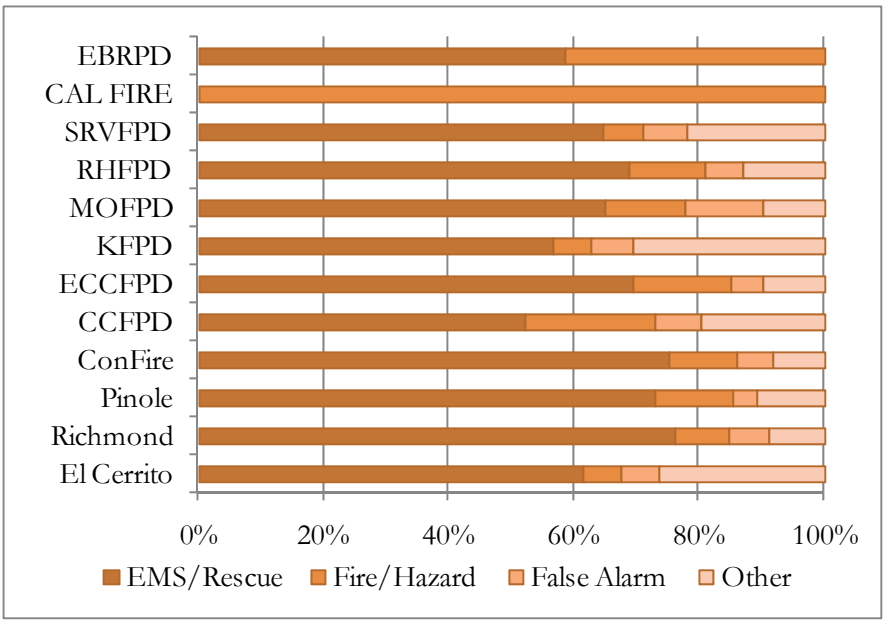
Fire District/ City	Growth Areas
City of El Cerrito	Del Norte BART station vicinity, and El Cerrito Plaza BART station vicinity.
City of Pinole	Fernandez Corner (mixed-use project), at the intersection of Sunnyview and San Pablo Avenue, Pinole Shores Business Park, and the Pinole Valley Shopping Center.
City of Richmond	Casinos are proposed at Point Molate and in North Richmond. Near major service centers and transportation corridors, and in the central city area.
Contra Costa FPD	
Antioch	Eastern waterfront area (industrial), business park site at SR 4 and SR 160, western gateway (office and high-density residential), and the 2,600-acre Sand Creek area where residential, golf course, business park and other commercial uses are planned.
Concord	5,000-acre area at the Concord Naval Weapons Station where 13,000 housing units and 29,000 jobs are planned.
Pittsburg	Loveridge Sub-Planning Area (centered around Loveridge Avenue and the Pittsburg-Antioch Highway, and including Century Boulevard).
East Contra Costa FPD	
Brentwood	Future residential growth areas include Trilogy at the Vineyards (1,750 units), Palmilla (579 units) and Rose Garden (511 units), and Barrington (494 units). Commercial development in the interchange area at Lone Tree Way and Sand Creek Road, near Balfour Road and Marsh Creek Road and Vasco Road intersection.
Oakley	East Cypress Corridor (up to 4,664 residential units). Mixed-use areas north and south of Cypress Road, South Oakley, south of Laurel Road, east of Neroly Road, west of Sellers Avenue and north of Delta/Neroly Road; Neroly/Empire area in the vicinity of Neroly Road and Empire Avenue; and Downtown.
South Antioch	Proposed Roddy Ranch with up to 700 dwelling units, a 250-room hotel, a golf course club house, and up to 225,000 square feet of commercial and retail space. The Ginocchio property with up to 1,215 units is planned.
Discovery Bay	The Cecchini Ranch property just east of Discovery Bay (up to 6,000 units), a new marina, commercial and light industrial uses, and a delta interpretive center.
Other Areas	Delta Coves (500 units) on Bethel Island, and the Byron Airport vicinity.
Moraga-Orinda FPD	
Moraga	Bollinger Canyon Special Study Area (126 units), the Palos Colorados Plan area, the Rancho Laguna Plan area, Indian Valley (where residential developments are periodically proposed), and the Downtown Specific Plan (redevelopment).
Orinda	Pine Grove in the Orinda Village area northwest of SR 24, and the Montanera Gateway Project located at the intersection of Gateway Boulevard and SR 24.
Rodeo-Hercules FPD	
Hercules	A transit center including train, ferry, and bus services is planned along Bayfront Blvd. near Refugio Creek. New Town Center and Sycamore Downtown projects in the existing city core. Hilltown area.
Rodeo	Waterfront areas and infill.
San Ramon Valley FPD	
Danville	Projects in the Lawrence Road and Camino Tassajara areas and infill elsewhere.
San Ramon	The City Center project, a 2.1 million square feet mixed use center with a hotel, cinema, retail, restaurant and residential uses planned, and Faria Preserve (786 units).

Sources: General Plans, LAFCO municipal service reviews, cities' websites, interviews with fire chiefs.

SERVICE DEMAND

Service providers reported responding to a total of 83,099 calls for service in the County in 2007.[10] In other words, there were approximately 228 service calls throughout the County on an average day.

Figure 3-1: Fire Department Service Calls by Type, 2007



A majority of the calls (72 percent) were medical emergencies and vehicle accidents. Fire departments throughout the County provide first-response service to EMS calls, and typically arrive at the scene to assist the victim prior to arrival of an ambulance. Calls for fire-related events (structure, vehicle and wildland) and hazardous materials response accounted for 11 percent of the incident volume. Public assists and miscellaneous emergency and non-emergency service calls comprised 11 percent of all calls and false alarms consisted of six percent.

The volume and type of service demand may vary between jurisdictions based on the population's age and access to primary health care, visitor counts, freeway miles and risk of wildland fires within the agency's boundaries.

The City of Richmond and ConFire had the highest percentage of calls for EMS service at 76 and 75 percent respectively, as shown in Figure 3-1. CAL FIRE and East Bay Regional Park District had the highest percentage of fire service calls (structure, vehicle and wildland), as they specialize in wildland firefighting. Fire departments with extensive wildland areas and wildfire hazard severity areas tended to have a higher percentage of fire-related calls, for example Crockett-Carquinez FPD (21 percent) and ECCFPD (16 percent).

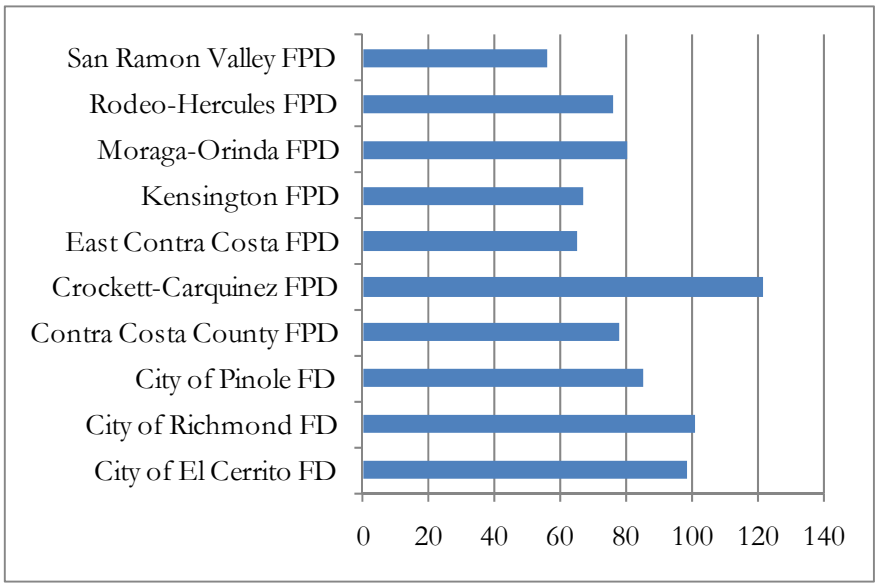
The hilly western and central areas of the County have many areas with high to very high fire hazard ranking for wildland fires, according to CAL FIRE. The wildland interface areas—where structures and development meet or intermingle with undeveloped wildland or vegetative fuel—are expanding as more people are building homes in such areas. The hazardous fire ranking system is based on models of rate of spread, fireline intensity, heat per unit area and other fire characteristics.

[10] The number of calls for service may be slightly overstated, as more than one of the dispatching agencies may report a call to which multiple agencies responded. Excluded from the total are calls within Concord Naval Weapons Station and Camp Parks, as well as those handled by private fire brigades.

Heavy brush and heavy forest fuel types received a ranking of very high fuel hazard, while moderate brush with a mixture of pine and grass fuel types generally received a ranking of high fire hazard.

Certain fire departments have substantial territory classified as high to very high on the fire hazard scale include. The entire Kensington FPD boundary area is classified as a very high hazard zone, as is the eastern half of El Cerrito.[11] Most of the Moraga-Orinda FPD boundary area is in a high or very high fire hazard severity zone; west Orinda and a portion of southern Moraga are very high hazard wildland interface areas. Within ConFire bounds, north Lafayette, west Martinez, Briones, and outlying areas near San Pablo Reservoir and Briones Reservoir are very high fire hazard zones. San Ramon Valley FPD protects wildland interface areas as well, with very high fire hazard severity zone pockets east of Danville, and high hazard severity zones along the western perimeter of the urban areas.

Figure 3-2: Service Calls per Capita (1,000), 2007



Fire departments countywide averaged 79 service calls per 1,000 residents. The number of service calls per 1,000 residents ranged from 56 within the San Ramon Valley FPD boundary to a high of 122 per 1,000 in Crockett-Carquinez FPD, as shown in Figure 3-2.

The high number of service calls by CCFPD appears to be due to a relatively high volume of miscellaneous service calls, such as fire alarms, reports of hazardous-smelling odors, and requests for citizen assistance.

The number of service calls varies tremendously among fire stations. The median fire station fielded 1,207 service calls in 2007, which is the equivalent of 3.3 incidents daily. The two busiest fire stations were Fire Station (FS) 6 in Concord with 5,322 incidents annually (14.6 daily) and FS 70 in San Pablo with 3,485 incidents (10 daily), as shown in Table 3-6. There were eight stations with fewer than one service call daily in 2007, including two on-call stations in CCFPD (Crockett and Port Costa), two on-call ConFire stations (in Clyde and Briones), an on-call SRVFPD station in Morgan Territory, a staffed SRVFPD station in Tassajara, the CAL FIRE station that serves wildland calls and provides contract service to East Contra Costa FPD, and the ECCFPD station in Byron. There were 16 stations with light call volumes (1-2 calls daily) including three Moraga-Orinda FPD stations (two in Orinda and one in Moraga), three ConFire stations (two in Lafayette, and one in Walnut Creek), the Kensington FPD station, an El Cerrito station, a Richmond station

[11] CAL FIRE, *Contra Costa County: Very High Fire hazard Severity Zones in LRA*, Jan. 9, 2009.

(Valley View), two stations in San Ramon Valley FPD (in San Ramon), and four stations in East Contra Costa FPD (Bethel Island, Knightsen, and two stations in Discovery Bay).

Table 3-6: Service Calls by Fire Station, 2007

FS	Location	Incidents	Calls	FS	Location	Incidents	Calls
01	Walnut Creek	2,197	2,880	52	Brentwood	1,071	1,383
02	Pleasant Hill	1,233	1,469	54	Brentwood	1,107	1,618
03	Walnut Creek	2,608	2,322	57	Byron	186	324
04	Walnut Creek	332	472	58	Discovery Bay	276	442
05	Pleasant Hill	2,098	2,905	59	Discovery Bay	211	502
06	Concord	4,471	5,322	61	Southwest Richmond	NP	913
07	Walnut Creek	883	963	62	Richmond Parkway	NP	1,655
08	Concord	2,157	2,279	63	Richmond - Valley View	NP	589
09	Pacheco	1,733	2,159	64	Southeast Richmond	NP	1,983
10	Concord	1,222	1,665	65	Kensington	NP	552
11	Clayton	874	870	66	Richmond - Wilson Ave.	NP	2,283
12	Martinez	958	1,125	67	South-central Richmond	NP	2,075
13	Martinez	747	1,265	68	Richmond - Hilltop	NP	1,542
14	Martinez	975	1,168	69	El Sobrante	865	1,491
15	Lafayette	875	1,193	70	San Pablo	3,868	3,485
16	Lafayette	247	546	71	El Cerrito	NP	2,020
17	Lafayette	208	475	72	El Cerrito	NP	586
18	Clyde	131	128	73	West Pinole	1,088	1,756
19	Briones	31	46	74	East Pinole	477	785
22	Concord	357	795	75	Rodeo	1,090	1,299
30	East San Ramon	466	NP	76	Hercules	978	1,207
31	Danville	1,080	NP	77	Port Costa	NP	50
32	Alamo	835	NP	78	Crockett	NP	412
33	Diablo	859	NP	79	Crockett	NP	299
34	Central San Ramon	1,284	NP	81	Antioch	2,416	2,973
35	Blackhawk	892	NP	82	Antioch	1,959	2,226
36	Tassajara	146	NP	83	Antioch	2,446	3,090
37	Morgan Territory	13	NP	84	Pittsburg	1,201	1,765
38	West San Ramon	645	NP	85	Pittsburg	2,501	3,268
39	South San Ramon	926	NP	86	Pittsburg	2,096	2,168
40	Morgan Territory	0	NP	87	Pittsburg	726	1,165
41	South Moraga	1,021	1,561	88	Pittsburg	1,158	1,657
42	Central Moraga	371	695	93	Oakley	1,320	1,761
43	Northeast Orinda	222	621	94	Knightsen	139	691
44	Southeast Orinda	313	477	95	Bethel Island	290	391
45	Central Orinda	731	1,197	CDF	Marsh Creek	147	257

Sources: City of El Cerrito, City of Richmond, San Ramon Valley FPD, and author's calculations from ConFire 2007 CAD database.

Note:

(1) Incidents represent the number of incidents at which the station was the first arriving response unit. Service calls at each station represent the number of separate incidents to which the station was dispatched. An incident to which a station is dispatched is counted once regardless of the number of vehicles at the station used to respond to the incident.

Service demand can be affected by the type, scale and location of new growth. New subdivisions or businesses that are not located adjacent to other areas tend to be expensive to service, if they are unable to share costs and resources with adjacent and existing stations. Certain

communities and businesses can generate higher levels of demand if they attract people who are frequent users of EMS services or somehow cause more accidents.

Due to proposals for new casinos in the Richmond area, it is a question as to how large casino resorts would affect service demand and fire departments. As a sovereign nation, a tribe cannot be compelled to receive services from a particular fire department. In practice, a tribe has incentives to negotiate appropriate terms over financing and the organization of municipal services in order to obtain approvals and adequate services to support a new casino. Typically, new casinos negotiate terms for municipal services with local government and the State, including which local, State or federal agencies will serve the casino. Casino impacts on service demand has been reported to be higher in some areas due to drunk driving and related accidents (e.g., Amador County), but neutral in other areas where casinos prohibit alcoholic beverages on the casino floor (e.g., Yolo County). Hence, the impact of casinos is dependent on the terms negotiated with the particular tribe.

INFRASTRUCTURE NEEDS OR DEFICIENCIES

DISPATCH AND COMMUNICATIONS CONNECTIVITY

Emergency 911 calls are initially routed to a Public Safety Answering Point (PSAP)—a facility equipped and staffed to receive 911 calls, and may only be transferred one time. For many calls from landlines in the County the PSAP is the Contra Costa County Sheriff's Department; the Sheriff is the primary PSAP for seven cities and all of the unincorporated areas except Kensington. The City of Richmond Police Department (PD) is primary PSAP for calls originating in the cities of El Cerrito, Richmond and San Pablo, and the unincorporated Kensington community. The primary PSAP in the remainder of the cities is a municipal police department, as shown in Table 3-7.

The first-response dispatcher immediately determines whether a 911 call is related to a police, fire or medical emergency. Fire and medical 911 calls are routed to the appropriate fire/EMS dispatcher. Most of the fire departments are dispatched directly by ConFire (Pinole, ConFire, Crockett-Carquinez FPD, East Contra Costa FPD, Moraga-Orinda FPD and Rodeo-Hercules FPD). San Ramon Valley FPD handles its own dispatch functions as a secondary PSAP. SRVFPD and the City of Richmond also provide fire dispatch services.

Table 3-7: Public Safety Answering Points, 2009

City or Area	Primary PSAP	Secondary PSAP	First Responder(s)
Cities			
Antioch	Antioch PD	ConFire	ConFire, ECCFPD
Brentwood	Antioch PD	ConFire	ECCFPD
Clayton	Concord PD	ConFire	ConFire
Concord	Concord PD	ConFire	ConFire
Danville	Sheriff	SRVFPD	SRVFPD
El Cerrito	Richmond PD	None	El Cerrito FD
Hercules	Pinole PD	ConFire	RHFPD
Lafayette	Sheriff	ConFire	ConFire
Martinez	Martinez PD	ConFire	ConFire
Moraga	Sheriff	ConFire	MOFPD
Oakley	Sheriff	ConFire	ECCFPD
Orinda	Sheriff	ConFire	MOFPD
Pinole	Pinole PD	ConFire	Pinole FD
Pittsburg	Sheriff	ConFire	ConFire
Pleasant Hill	Pleasant Hill PD	ConFire	ConFire
Richmond	Richmond PD	None	Richmond FD
San Pablo	Richmond PD	ConFire	ConFire
San Ramon	Sheriff	SRVFPD	SRVFPD
Walnut Creek	Walnut Creek PD	ConFire	ConFire
City	**Primary PSAP**	**Secondary PSAP**	**First Responder(s)**
Unincorporated Areas			
Alamo	Sheriff	SRVFPD	SRVFPD, ConFire
Alhambra Valley	Sheriff	ConFire	Pinole FD
Bay View	Sheriff	ConFire	Pinole FD
Bethel Island	Sheriff	ConFire	ECCFPD
Blackhawk	Sheriff	SRVFPD	SRVFPD
Byron	Sheriff	ConFire	ECCFPD
Canyon	Sheriff	ConFire	MOFPD
Clyde	Sheriff	ConFire	ConFire
Crockett	Sheriff	ConFire	CCFPD
Diablo	Sheriff	SRVFPD	SRVFPD
Discovery Bay	Sheriff	ConFire	ECCFPD
East Richmond Hts.	Sheriff	ConFire	El Cerrito FD
El Sobrante	Sheriff	ConFire	ConFire
Kensington	Richmond PD	None	El Cerrito FD
Knightsen	Sheriff	ConFire	ECCFPD
Montalvin Manor	Sheriff	ConFire	Pinole FD
Mountain View	Sheriff	ConFire	ConFire
Valley View	Sheriff	ConFire	Richmond FD
Pacheco	Sheriff	ConFire	ConFire
Port Costa	Sheriff	ConFire	CCFPD
Rodeo	Sheriff	ConFire	RHFPD
Rollingwood	Sheriff	ConFire	ConFire
Tara Hills	Sheriff	ConFire	Pinole FD
Vine Hill	Sheriff	ConFire	ConFire

Although CAL FIRE and EBRPD are not PSAPs, they also handle dispatch functions. ConFire, SRVFPD and City of Richmond provide emergency medical dispatch (EMD), when necessary, for all providers.

Dispatch for fire and medical calls is increasingly becoming regionalized and specialized. This increased regionalization and specialization is motivated by several factors. Constituents increasingly expect emergency medical dispatching (EMD), which involves over-the-phone medical procedure instructions to the 911 caller and requires specialized staff. Paramedics increasingly rely on EMD, which also involves preparing the paramedic en-route for the type of medical emergency and procedures. Dispatch technology and protocols have become increasingly complex. Modern technology has enabled better measurement and regulatory oversight of fire department (FD) response times, and increased pressure for FDs to meet response time guidelines. FDs need standard communication protocols due to their reliance on mutual aid. There are clear economies of scale in providing modern fire and medical dispatch services.

Emergency 911 calls from cellular phones in many areas are routed to the California Highway Patrol. CHP relays the calls requiring both law enforcement and fire/EMS response (e.g., auto accidents) to the appropriate primary PSAP, and dispatching follows the protocol discussed above. EMS calls are often routed to the secondary PSAP (ConFire or SRVFPD). The California 911 Manual mandates that 911 calls be transferred no more than one time, except 911 calls from cellular phones. New cellular phone technology with global positioning (GPS) identifying the precise location of the cellular phone will allow for direct routing of cellular 911 calls to the first-response dispatcher (i.e., the primary PSAP). The Federal Communications Commission (FCC) mandated that cell phone vendors enable cell phones to be located when they dial 911 by 2006. Wireless providers have chosen to either update handsets with GPS capabilities or modify the cell phone network. All new cell phones are now equipped with GPS; however, it will take a few years for all old phones to be replaced by phones with GPS capability and/or construction of specialized cell phone towers. Many of the primary PSAPs have implemented or begun to implement taking wireless 911 calls directly. The County Sheriff and City of Pinole have not yet begun to do so due to budget constraints.

A fire dispatcher located in the Richmond PD dispatch facility directly dispatches FD staff based on "run progressions," meaning a pre-ordained pattern to notifying engine companies. The City does not have automatic vehicle locator (AVL) technology. The City's Dispatch could be improved by configuring mobile data terminals for compatibility, by developing a dedicated fire respondent at the PSAP, and by a single dispatch agency (Richmond or ConFire) conducting dispatch for west County areas. Automatic vehicle locator (AVL) technology would enhance the City's dispatch and cross-border response abilities, and improve response times. ConFire has implemented AVL technology, and dispatches based on the location of the closest available resource regardless of boundaries. There are delays in coordinating an appropriate response when both ConFire and Richmond resources are needed. A single fire communications center for west County, or a CAD interface between the ConFire and Richmond dispatch systems could be installed to better coordinate response. Fire dispatch operations are substantially slower than is desirable. Technology and/or facilities may be needed to reorganize dispatch functions to ensure more timely 911 call processing times.

Radios are interoperable among adjacent providers, except in west County. ConFire, Pinole and RHFPD use a very high frequency (VHF) radio communications system. Richmond and El Cerrito use an 800-megahertz system ("800 MHz"). All West County engines can communicate on either

system; firefighters use the system on which the call originated. At major incidents, communication is more challenging, as most engines and chiefs in the County do not have 800 MHz radios. Interoperability is achieved at a tactical level by using shared channels. For such events, a communications leader is assigned to bridge the communication barrier. A new wide-area radio system is being developed. The public safety providers in Contra Costa and Alameda counties are collaborating to develop an interoperable communication system. As members of the East Bay Regional Communications System Authority, the fire departments are collaborating with other public safety providers in Contra Costa and Alameda counties to develop a fully interoperable communication system.

FACILITY AND EQUIPMENT CONDITIONS

There are currently 79 fire stations serving the County in addition to two fire stations at Concord Naval Weapons Station and fire stations for private fire brigades. The fire districts provided an assessment of each facility's condition and deficiencies. Of the 79 fire stations shown in the table, 34 are classified as in either good or excellent condition by their agencies, 34 stations are in fair condition, two are in fair-poor condition, and nine are in poor condition. At least 36 of the stations are more than 40 years old. Table 3-8 summarizes the locations, conditions, facility needs, and staffing levels of each fire station.

Table 3-8: Fire Station Condition, Staffing and Apparatus

FS	Address	Condition	Staff	Needs	Year Built
ConFire					
1	1330 Civic Dr., Walnut Creek CA 94596	Fair	2 Captains, 2 Engineers, 2 Firefighters		1965
2	2012 Geary Rd., Pleasant Hill CA 94523	Fair	1 Captain, 1 Engineer, 1 Firefighter		1966
3	1520 Rossmoor Pkwy., Walnut Creek CA 94595	Good	1 Captain, 1 Engineer, 1 Firefighter		1997
4	700 Hawthorne Dr., Walnut Creek CA 94596	Fair	1 Captain, 1 Engineer, 1 Firefighter		1956
5	205 Boyd Rd., Pleasant Hill CA 94523	Fair	1 Captain, 1 Engineer, 1 Firefighter		1963
6	2210 Willow Pass Rd., Concord CA 94520	Fair	2 Captains, 2 Engineers, 2 Firefighters		1939
7	1050 Walnut Ave., Walnut Creek CA 94598	Good	1 Captain, 1 Engineer, 1 Firefighter		1991
8	4647 Clayton Rd., Concord CA 94521	Fair	1 Captain, 1 Engineer, 1 Firefighter		1953
9	209 Center Ave., Pacheco CA 94553	Fair	1 Captain, 1 Engineer, 1 Firefighter		1956

continued

FS	Address	Condition	Staff	Needs	Year Built
ConFire (continued)					
10	2955 Treat Blvd., Concord CA 94518	Fair	1 Captain, 1 Engineer, 1 Firefighter		1967
11	6500 Center Ave., Clayton CA 94517	Excellent	1 Captain, 1 Engineer, 1 Firefighter		2002
12	1240 Shell Ave., Martinez CA 94553	Fair	1 Captain, 1 Engineer, 1 Firefighter		1956
13	251 Church St., Martinez CA 94553	Fair	1 Captain, 1 Engineer, 1 Firefighter		1964
14	521 Jones St., Martinez CA 94553	Fair	1 Captain, 1 Engineer, 1 Firefighter		1951
15	3338 Mt. Diablo Blvd., Lafayette CA 94549	Good	1 Captain, 1 Engineer, 1 Firefighter		1968
16	4007 Los Arabis Dr., Lafayette CA 94549	Poor	1 Captain, 1 Engineer, 1 Firefighter	Replace, relocate (planned)	1958
17	620 St. Mary's Rd., Lafayette CA 94549	Fair	1 Captain, 1 Engineer, 1 Firefighter		1957
18	145 Sussex St., Clyde CA 94520	Fair	Unstaffed with 10 on-call		1946
19	1019 Garcia Ranch Rd., Martinez CA 94553	Fair	Unstaffed with 10 on-call		1973
22	Crystal Ranch Pkwy., Concord CA 94521	Excellent	1 Captain, 1 Engineer, 1 Firefighter		1998
69	4640 Appian Way, El Sobrante CA 94803	Fair	1 Captain, 1 Engineer, 1 Firefighter		1959
70	13928 San Pablo Ave., San Pablo CA 94806	Fair	1 Captain, 1 Engineer, 2 Firefighters	Replace or expand	1993
81	315 W. 10th St., Antioch CA 94509	Good	1 Captain, 1 Engineer, 1 Firefighter		1957
82	196 Bluerock Dr., Antioch CA 94509	Excellent	1 Captain, 1 Engineer, 1 Firefighter		2003
83	2717 Gentrytown Dr., Antioch CA 94509	Good	1 Captain, 1 Engineer, 1 Firefighter		1973
84	200 E. 6th St., Pittsburg CA 94565	Fair	1 Captain, 1 Engineer, 1 Firefighter	Replace, relocate (planned)	1969
85	2555 Harbor St., Pittsburg CA 94565	Poor	1 Captain, 1 Engineer, 1 Firefighter	Replace, relocate (planned)	1969
86	3000 Willow Pass Rd., Bay Point CA 94565	Fair	1 Captain, 1 Engineer, 1 Firefighter	Replace, relocate (planned)	1946
87	800 W. Leland Dr., Pittsburg CA 94565	Excellent	1 Captain, 1 Engineer, 1 Firefighter		1999
88	4288 Folsom Dr., Antioch CA 94531	Good	1 Captain, 1 Engineer, 1 Firefighter		1996

continued

FS	Address	Condition	Staff	Needs	Year Built
San Ramon Valley FPD					
30	11445 Windemere Pkwy. San Ramon CA 94583	Excellent	1 Captain, 1 Engineer, 1 Firefighter		2002
31	800 San Ramon Valley Blvd., Danville CA 94526	Good	1 Battalion Chief, 2 Captains, 2 Engineers, 2 Firefighters, 2		1970
32	1101 Stone Valley Rd. Alamo CA 94507	Fair - to be replaced	2 Captains, 2 Engineers, 2 Firefighters	Replace, relocate (planned)	1957
33	1051 Diablo Rd. Danville CA 94526	Good	1 Captain, 1 Engineer, 1 Firefighter		1965
34	12599 Alcosta Blvd. San Ramon CA 94583	Good	2 Captains, 2 Engineers, 2 Firefighters		1980
35	505 Silver Oak Ln. Danville CA 94506	Good	2 Captains, 2 Engineers, 2 Firefighters		1985
36	2001 Lusitano St. Blackhawk, CA 94506	Excellent	1 Captain, 1 Engineer, 1 Firefighter		2009
37	10207-A Morgan Territory Rd., Livermore CA 94551	Good	Unstaffed (15 on-call firefighters)		1992
38	1600 Bollinger Canyon Rd., San Ramon CA 94583	Good	1 Captain, 1 Engineer, 1 Firefighter		1989
39	9399 Fircrest Ln. San Ramon CA 94583	Good	1 Captain, 1 Engineer, 3 Firefighters, 2 Paramedics	Relocate farther north	1998
40	9017 Double Tree Lane Livermore, CA 94550	Good	Unstaffed (3 on-call firefighters)		NP
Moraga-Orinda FPD					
41	1280 Moraga Way Moraga CA 94556	Fair/Poor	1 Captain, 2 Engineer, 2 Firefighters	Replace or rehabilitate	1967
42	555 Moraga Rd. Moraga CA 94556	Excellent	1 Captain, 1 Engineer, 1 Firefighter		2001
43	20 Via Las Cruces Orinda, CA 94563	Fair/Poor	1 Captain, 1 Engineer, 1 Firefighter	Replace or rehabilitate	1952
44	295 Orchard Rd. Orinda CA 94563	Excellent	1 Captain, 1 Engineer, 1 Firefighter		2006
45	33 Orinda Way Orinda CA 94563	Good	1 Captain, 2 Engineers, 2 Firefighters, 1 Battalion Chief	Remove fuel tanks (planned)	1969
East Contra Costa FPD					
52	201 John Muir Parkway, Brentwood CA 94513	Excellent	1 Captain, 1 Firefighter		2002
54	739 1st St., Brentwood CA 94513	Poor	1 Captain, 1 Engineer	Replace, relocate (planned)	Early 1940s
57	3024 1st St., Byron CA 94513	Fair	1 Engineer, 1 Firefighter		1970s

continued

FS	Address	Condition	Staff	Needs	Year Built
East Contra Costa FPD (continued)					
58	1535 Discovery Bay Blvd., Discovery Bay CA 94514	Poor	1 Captain, 1 Firefighter	Repair or close	1970s
59	1801 Bixler Rd., Discovery Bay CA 94513	Excellent	1 Captain, 1 Engineer	Relocate farther south	2003
93	215 2nd St, Oakley CA 94561	Fair	1 Captain, 1 Engineer	Replace, relocate farther south (planned)	1960s
94	15 A St., Knightsen CA 94548	Fair	1 Captain, 1 Firefighter		1960s
95	3045 Ranch Ln., Bethel Island CA 94511	Poor	1 Captain, 1 Firefighter	Repair	1961
City of Richmond					
61	140 W. Richmond Ave. Richmond CA 94801	Fair	1 Captain, 1 Engineer, 1 Firefighter	New roof	1960
62	1065 7th St. Richmond CA 94801	Fair	1 Captain, 1 Engineer, 1 Firefighter	Seismic upgrade	Late 70s
63	5201 Valley View Rd. El Sobrante CA 94803	Fair	1 Captain, 1 Engineer, 1 Firefighter	Replace	Late 80s
64	4801 Bayview Ave. Richmond CA 94804	Fair	2 Captains, 2 Engineers, 2 Firefighters	Seismic upgrade	Late 70s
66	4100 Clinton Ave. Richmond CA 94805	Fair	1 Captain, 1 Engineer, 1 Firefighter	Replace	Early 1940s
67	1131 Cutting Blvd. Richmond CA 94804	Fair	1 Captain, 1 Engineer, 1 Firefighter	Seismic upgrade	1942
68	2904 Hilltop Dr. Richmond CA 94806	Fair	1 Captain, 1 Engineer, 1 Firefighter	Seismic upgrade, renovate	1984
City of El Cerrito					
71	10900 San Pablo Ave. El Cerrito, CA 94530	Fair	1 Captain, 1 Engineer, 1 Firefighter, Battalion Chief	Expand or replace	1960
72	1520 Arlington Ave. El Cerrito, CA 94530	Excellent	1 Captain, 1 Engineer, 1 Firefighter		2001
65	217 Arlington Ave. Kensington CA 94707	Good	1 Captain, 1 Engineer, 1 Firefighter		1971
City of Pinole					
73	880 Tennent Ave Pinole, CA 94564	Good	1 Captain, 1 Engineer, 1 Firefighter	Replace or relocate south	1984
74	3700 Pinole Valley Rd. Pinole, CA 94564	Good	1 Captain, 1 Engineer, 1 Firefighter		2003

continued

FS	Address	Condition	Staff	Needs	Year Built
Rodeo-Hercules FPD					
75	326 Third St. Rodeo, CA 94572	Good	1 Captain, 1 Engineer, 1 Firefighter/Paramedic 24		1995
76	1680 Refugio Valley Rd. Hercules, CA 94547	Good	1 Captain, 1 Engineer, 1 Firefighter/Paramedic		1991
Crockett-Carquinez FPD					
77	49 Canyon Lake Dr. Port Costa, CA 94569	Good	Unstaffed		1990
78	746 Loring Ave. Crockett, CA 94525	Fair	Three (7 p.m. - 7 a.m.) None (7 a.m. - 7 p.m.)	Repair	1957
79	1425 Lillian St. Crockett, CA 94525	Excellent	Unstaffed by CCFPD AMR paramedic housed		2002
Wildland Fire Stations					
Sunshine Station	11851 Marsh Creek Rd., Clayton CA	Fair	May-Nov: 1 Captain, 1 Engineer and 4-5 Firefighters		1967
EBRPD 1	Tilden Corporation Yard 2501 Grizzly Peak Blvd. Orinda, CA 94563	Good	1 Captain, 1 Lieutenant, 3 Firefighters 10-12 hours/day		1995
EBRPD 10	Chabot, Nike Base 17930 Lake Chabot Rd. Castro Valley, CA 94546	Poor	Unstaffed	Replace older station(s)	NP
EBRPD 26	Redwood Regional Park 7901 Redwood Rd. Oakland, CA 94619	Fair	Unstaffed		NP
EBRPD 3	Ozol Property 700 Carquinez Scenic Dr. Martinez, CA 94553	Fair	Unstaffed		NP
EBRPD 6	Briones 5363 Alhambra Valley Blvd. Martinez, CA 94553	Poor	Unstaffed	Replace older station(s)	NP
EBRPD 8	Contra Loma W. End of Frederickson Ln. Antioch, CA 94509	Poor	Unstaffed	Replace older station(s)	NP
EBRPD 9	Wildcat Canyon/Alvarado 5755 McBride Ave. Richmond, CA 94806	Poor	Unstaffed	Replace older station(s)	1991

Notes:

(1) Fire station condition definitions: Excellent—relatively new (less than 10 years old) and requires minimal maintenance. Good—reliable and requires only routine maintenance. Fair—non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. Poor—replacement or major renovations are required to restore the facility and ensure reliable operation.

The City of Richmond, ConFire, East Contra Costa FPD and Moraga-Orinda FPD reported significant facilities needs for which repairs have neither been funded nor scheduled. There were fewer facilities needs in the cities of El Cerrito and Pinole, Rodeo-Hercules FPD, San Ramon Valley FPD, and Crockett-Carquinez FPD.

There are areas where additional fire stations are needed or existing fire stations are not strategically located due to growth, changing traffic patterns, funding constraints, boundaries, or other reasons. Such issues were identified in ConFire, City of Pinole, East Contra Costa FPD, and San Ramon Valley FPD. In order to meet response time guidelines, a fire station needs to be located within a 3-4 minute driving distance from 90 percent of emergency incidents in urban areas. In some cases, fire departments plan station locations by interpreting this driving distance to be 1.5-2.5 miles from a fire station. Best practices are for fire departments to conduct response time and spatial analysis to analyze optimal fire station locations, to conduct long-term capital improvement planning, and to implement adequate impact fees to ensure that future facility needs in growth areas are funded.

North Brentwood either needs a new fire station, or relocation of FS 54 in Brentwood. ConFire needs a new station in Pleasant Hill to improve response times in Pleasant Hill and Martinez, and needs a new station in south Antioch to serve planned growth. ConFire will need a new fire station in Antioch and another in Pittsburg in the long-term to serve anticipated growth. ConFire will need 1-2 stations on the former Concord Naval Weapons Station, with the number depending on the final reuse plan, land availability and the District's ability to relocate other stations.

In some areas, fire stations are located in close proximity to another fire station. Given the high cost of operating a fire station, it is not efficient for fire stations to be located in close proximity to each other. There are four cases where full-time fire stations are located less than two miles apart from each other: along the boundary between Richmond and El Cerrito, along the boundary between Moraga-Orinda FPD and ConFire, and in Martinez and Discovery Bay.

The City of El Cerrito needs fire flow improvements, including two miles of new pipe and 11 new hydrants to improve fire flow in the area east of Arlington Blvd. ConFire needs fire flow improvements in southwest Walnut Creek, Lafayette and small pockets in Pittsburg. MOFPD fire flow improvement needs include isolated needs for Orinda water mains to be upgraded to six-inch diameter mains. Hydrants in some areas in Orinda have low pressure and capacity. EBRPD identified reestablishing historic fuel break locations, and creating new fuel breaks as a need, and estimated that 1,340 acres of fuel break are needed in the County.

ConFire's administrative and training facilities are not located in the same place. ConFire fire prevention units are not co-located. A new consolidated fire prevention facility is planned in Pittsburg and scheduled for construction in FY 09-10. In the Pinole service area, completion of an emergency easement at the end of Galbreath Rd. to connect it to the Rancho Rd. area in El Sobrante would reduce travel times for FS 63 and 69 by several miles, and improve response times in this high fire hazard area. Both MOFPD and SRVFPD reported needing their own training facilities.

SERVICE ADEQUACY

Fire and emergency medical service adequacy measures include response times, ISO ratings, and coverage adequacy.

STANDARDS

For fire and paramedic service, there are service standards relating to response times, dispatch times, staffing, and water flow. Particularly in cases involving patients who have stopped breathing or are suffering from heart attacks, the chances of survival improve when the patient receives medical care quickly. Similarly, a quick fire suppression response can potentially prevent a structure fire from reaching the "flashover" point at which very rapid fire spreading occurs—generally in less than 10 minutes.[12]

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. National Fire Protection Association (NFPA) guidelines call for career fire departments to respond within six minutes 90 percent of the time, with the response time including three components: dispatch time of no more than one minute,[13] turn-out time of no more than one minute, and travel time of no more than four minutes.[14] The fire response time guideline established by the Center for Public Safety Excellence (formerly the Commission on Fire Accreditation International) is 5 minutes 50 seconds at least 90 percent of the time.[15]

The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, nearly the entire County is classified as urban.[16] The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. The Contra Costa County EMS Agency (LEMSA) has implemented response time requirements for ambulance and paramedic service providers, and has different response time standards for different areas. For emergency (Code 3) medical calls, the LEMSA requires Rodeo-Hercules FPD to respond within five minutes 90 percent of the time, the cities of El Cerrito and Pinole to respond within six minutes, ConFire and Moraga-Orinda FPD to respond within 7.5 minutes, and San Ramon Valley FPD and American Medical Response to respond within 10-11.75

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[12] NFPA Standard 1710, 2004.

[13] National Fire Protection Association, *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2007. The dispatch time standard is one minute 95 percent of the time.

[14] National Fire Protection Association, *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2001, p. 6.

[15] Commission on Fire Accreditation International, 2000.

[16] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

minutes in urban and suburban areas. The LEMSA requirements do not include dispatch time. The LEMSA has not imposed response time standards on the City of Richmond, East Contra Costa FPD or Crockett-Carquinez FPD as these agencies do not provide paramedic services and do not receive funding or have service contracts with the LEMSA.

For structure fires, NFPA recommends that the response team include 14 personnel—a commander, five water supply line operators, a two-person search and rescue team, a two-person ventilation team, a two-person initial rapid intervention crew, and two support people. The NFPA guidelines require fire departments to establish overall staffing levels to meet response time standards, and to consider the hazard to human life, firefighter safety, potential property loss, and the firefighting approach. NFPA recommends that each engine, ladder or truck company be staffed by four on-duty firefighters, and that at least four firefighters (two in and two out), each with protective clothing and respiratory protection, be on scene to initiate fire-fighting inside a structure. The Occupational Safety and Health Administration standard requires that when two firefighters enter a structure fire, two will remain on the outside to assist in rescue activities.[17]

For emergency medical response with advanced life support needs, NFPA recommends the response team include two paramedics and two basic-level emergency medical technicians. For structure fires, NFPA recommends the availability of an uninterrupted water supply for 30 minutes with enough pressure to apply at least 400 gallons of water per minute.

RESPONSE TIMES

Response times reflect the time elapsed between the dispatch of personnel and the arrival of the first responder on the scene. As such, response times do not include the time required to transport a victim to the hospital. Response times reported here include responses only to priority calls with sirens (Code 3) calls and do not include lower-priority (Code 2) calls.

Figure 3-3: Fire Provider Median and 90th Percentile Response Times (minutes), 2007

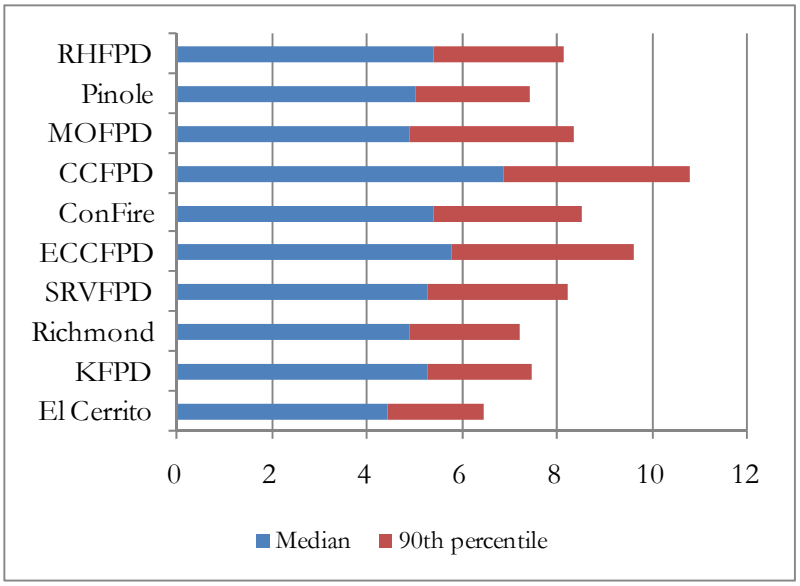


Figure 3-3 shows the jurisdictions' 2007 median response times, and 90th percentile response times (response time achieved for 90 percent of all service calls). Response times shown in Figure 3-3 reflect the time elapsed before the first apparatus operated by the fire department arrived on scene.

Among the fire providers as a whole, the median response time was 5:16 and the 90th percentile was 8:05 minutes. The cities of El Cerrito, Pinole and Richmond and

[17] 29 CFR 1910.134.

Moraga-Orinda FPD managed to respond within less than five minutes half of the time. None of the providers managed to respond within a five-minute timeframe 90 percent of the time. Crockett-Carquinez and East Contra Costa FPDs had the longest response times in 2007. CCFPD responded to half of its Code 3 calls within 6:52 minutes and to 90 percent of its calls within 10:47 minutes. ECCFPD responded within 5:46 minutes half the time and 9:36 minutes 90 percent of the time.

There are times when automatic aid providers and AMR arrive at the scene of an incident before the local fire department. In fact, Crockett-Carquinez on the whole experiences one minute faster response times than shown in Figure 3-3 due to automatic aid and AMR, and ECCFPD experiences response times that are 44 seconds faster on the whole due to automatic aid and AMR. ConFire and City of Pinole response times are 30 seconds faster when credit is given for automatic aid and AMR. Automatic aid and AMR did not appreciably affect response times delivered to the Moraga-Orinda FPD and Rodeo-Hercules FPD jurisdictions. The impact of AMR responses on overall response times in the cities of El Cerrito and Richmond and Kensington FPD is unknown, as these data were unavailable.

None of the fire departments meet NFPA or California EMS Authority guidelines with respect to response times, as none arrive within less than five minutes after being dispatched 90 percent of the time. The only providers who meet their own response time guidelines and policies are those with much lengthier internal goals than the official guidelines.

Ambulance Response Times

There are longer periods allotted for response by an ambulance than for the first responder. The service providers managed to meet ambulance response time requirements.

Table 3-9: Emergency Paramedic Ambulance Response Times (Code 3), 2007

Geographic Area	2007 Response Time Standard (minutes)		% of Time Compliant		Median Response Time (minutes)
	Urban	Rural	Required	Actual	
American Medical Response (AMR)					
ERZ A - City of Richmond	10:00	20:00	95%	96.0%	6.05
ERZ B - West County, except Richmond	11:45		90%	96.2%	7.33
ERZ C - Central County				93.8%	8.10
ERZ D - Antioch, Bay Point, Pittsburg area				96.1%	6.92
ERZ E - East CCC Fire Protection District		16:45 - Bethel Island & Discovery Bay 20:00 - Other		93.5%	8.35
Moraga-Orinda Fire (MOFPD)	11:59	20:00		85.2%[1]	7.38
San Ramon Valley Fire (SRVFPD)	10:00	20:00	95%	95.6%	5.45

Source: Contra Costa EMS Agency, March 17, 2009.

Note: (1) A detailed review by the EMS Agency of MOFPD Code 3 ambulance response times for January 2009 found the District compliant 91.5% of the time.

Generally, all ambulance responders met standards in 2007. The LEMSA reported that MOFPD's 85 percent compliance rate was a result of a data reporting problem rather than a compliance problem. Ninetieth percentile response times ranged from about eight minutes to nearly

15 minutes, with the longest response times observed in the East County area of ERZ E. The second longest response times were observed in ERZ C, the central Contra Costa area.

Dispatch Times

The recommended NFPA guideline is to complete the processing (i.e., dispatch) of emergency calls within 60 seconds 95 percent of the time.

In the cities of El Cerrito and Richmond and Kensington FPD, dispatch is handled by only one PSAP. The City of Richmond is the only area where a single dispatch center is involved in processing 911 calls from land lines; calls there are processed within 3:40 minutes 90 percent of the time.

Elsewhere in the County, 911 calls from land lines are initially routed to the Sheriff or a local police department dispatch center that then relays fire and EMS calls to one of two fire dispatch centers. Contra Costa County FPD ("ConFire") and San Ramon Valley FPD operate secondary dispatch centers which dispatch calls within 2:12 and 1:23 minutes, respectively, 90 percent of the time, not counting call processing times at the Sheriff or local police department. Call processing times at the primary PSAPs was unknown, so the total length of time elapsing between a 900 call and it being dispatched is unknown. 911 calls made from cellular phones take longer to process.

Potential reasons why calls take longer than 60 seconds to process include understaffed dispatch centers, the length of time for the 911 caller to communicate the incident type and location, and the length of time for asking the 911 caller relevant questions to determine incident priority and response resources needed.

SERVICE CHALLENGES

The City of El Cerrito service challenges include access challenges in the fire hazard severity zone where there are windy streets with restricted access and narrow roads built in the 1960s, the wildland/urban interface threat along the eastern boundary makes hillside areas difficult to serve, and relatively high combustibility among the prevalent unpermitted structures in East Richmond Heights.

The City of Pinole fire service area includes the shoreline, a significant wildland interface, underground pipelines, a freeway, and railroad. Emergency response times are affected by congestion, particularly at the mouth of Pinole Valley, during peak commuter periods. The configuration of the service area is constrained by topography such that there are few areas that have grid coverage from multiple stations and response is funneled through gateways at the foot of each valley. Due to distance from the nearest fire station, response times tend to be longer on Alhambra Valley Rd. and Castro Ranch Rd. Financing is a challenge, and will become more challenging when the City's utility users tax sunsets in 2012.

The City of Richmond service challenges include the lack of connectivity between service areas, and a canyon separating El Sobrante from Richmond. There are access challenges in Carriage Hills where there are radio dead zones and in Port Richmond narrow streets impede the ability to turn around. Operating two separate communication systems is a challenge. Complex boundaries mean that the City often crosses through other jurisdictions to deliver services. Outlying areas—Wildcat

Canyon Regional Park—are more than five miles from the nearest fire station and experience longer response times.

The complex boundaries in west County result in inefficient and non-contiguous service areas; ConFire relies on adjacent providers to marshal adequate structure firefighting resources there. The use of a separate dispatch system in the cities of Richmond and El Cerrito slows response times and impedes coordination in west County. ConFire reported its primary service challenges are that revenue growth has not kept pace with salary and employee benefit costs, that financial resources have not sustained service levels, and that many of the District's capital needs have not been funded for the last 20 years. The Briones station serves an expansive area, is staffed by volunteers, and is distant from other ConFire stations, resulting in slower response and reliability. Outlying areas—Alhambra Valley, Briones and Morgan Territory—are more than five miles from the nearest fire station and experience longer response times.

Crockett-Carquinez reported its service challenges are primarily financial.

East Contra Costa FPD primary service challenges are being underfunded and understaffed. Access challenges include the single access point to Bethel Island, access challenges in Morgan Territory and Los Vaqueros Reservoir where the District uses fire roads in hilly topography, and relatively long travel distances to serve incidents at Los Vaqueros Reservoir, on Marsh Creek Rd., and along the Vasco Rd. commuter route connecting Brentwood and Alameda County.

Kensington FPD lies within a very high fire hazard severity zone. There are access challenges throughout Kensington. The wildland/urban interface threat along the eastern boundary presents challenges.

For Moraga-Orinda FPD, there are significant access challenges in Orinda due to steep, windy, narrow roads, as well as decay and lack of maintenance; access is particularly difficult in the El Toyonal area. Outlying areas—Bollinger Canyon, Canyon and areas near Tilden park in Berkeley—are more than five miles from the nearest fire station and experience longer response times. In the wildland interface areas, there is significant accumulated fuel and difficult terrain.

Rodeo-Hercules FPD faces access challenges in hilly areas in the eastern portion of the service areas. The area on the eastern boundary of the District along Christy Road has poor roads and no fire hydrants, lengthening response times there.

San Ramon Valley FPD faces significant access challenges in west Danville, Diablo and Tassajara due to narrow, windy roads; in wildland interface areas there is only one route in and out. Outlying areas—Morgan Territory and Mt. Diablo—are more than five miles from the nearest fire station and experience longer response times. Areas outside the urban limit line are expensive to serve due to sparse development.

East Bay Regional Park District service challenges relate to the remote nature of many park areas, and the inherent delays in reporting and responding to incidents. There may be delays in the reporting of incidents due to the lack of cellular phone reception or landline telephones, and often individuals reporting incidents cannot provide a precise incident location. Also, access to incidents often requires foot travel on narrow trails and vehicle travel on dirt roads and truck trails. Retaining firefighters is a significant service challenge. Many new firefighters only stay with the District for one or two years during training, and then leave for higher-paying jobs with other districts.

ISO CLASSIFICATION

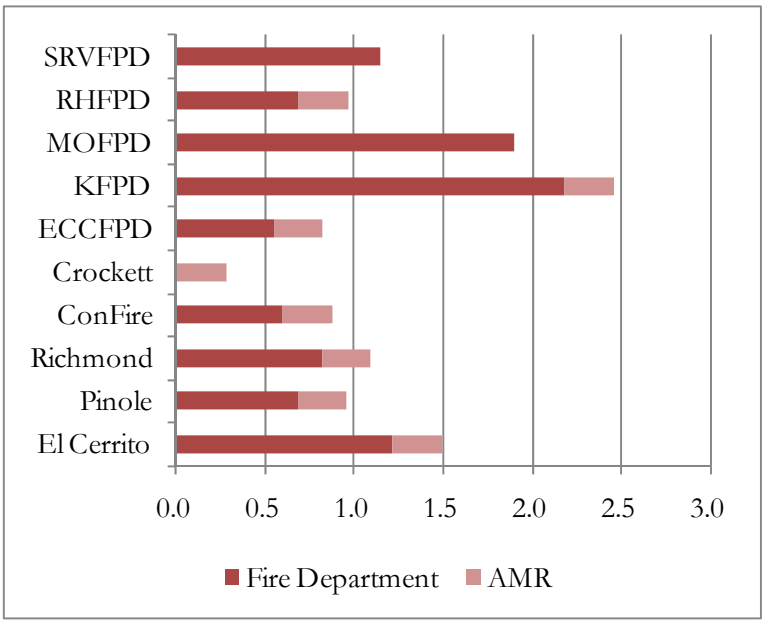
The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. A Public Protection Classification (PPC) rating has a direct bearing on the cost of property insurance for every home and building in a community.[18]

Of the jurisdictions, SRVFPD has the highest classification (2). Among the urban areas, the City of Pinole has the lowest classification (4). The rest of the service providers have a rating of 3 in urban areas. Some of the fire departments have not been evaluated by ISO in many years.

COVERAGE ADEQUACY

The median staffing level for city fire departments in the Bay Area was 0.9 per 1,000 people in FY 05-06. The median staff level for Bay Area fire departments providing ambulance services directly was 1.4 per 1,000 people. Staffing levels per capita tend to be higher at small fire departments serving less than 30,000 people than at larger departments due to efficiencies and economies of scale and scope.

Figure 3-4: Full-time Sworn Staff per 1,000 People, 2008



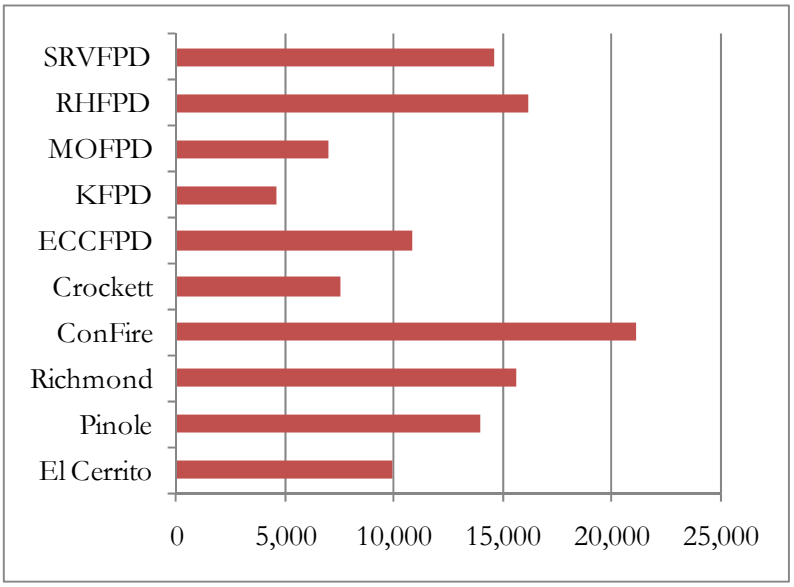
Staffing levels per capita are shown in Figure 3-4. The median among the urban providers in Contra Costa County is 0.8 full-time sworn staff per 1,000 people. The areas served by AMR benefit from additional paramedics and emergency medical technicians, which amounts to an additional 0.3 sworn personnel per 1,000 people. The areas served by Moraga-Orinda FPD and San Ramon Valley FPD do not receive services from AMR.

Staff resources per capita are most ample at Kensington FPD and Moraga-Orinda FPD, and are lower than the median at Crockett-Carquinez FPD, East Contra Costa FPD, and ConFire. Staff resources per capita vary for two primary reasons: the level of staffing at the fire stations and the extent of staffed fire stations per capita.

[18] The ISO classification affects fire insurance for both residential and commercial properties. Generally, property owners in communities with a lower PPC rating pay a lower fire insurance premium than property owners in communities with a higher PPC rating.

In a mature urban area the staffing configuration is typically four paid firefighters per station at all times. None of the jurisdictions in Contra Costa County has yet achieved this standard. In urban areas within the County, most providers staff fire stations with three firefighters. Staffing levels are lower than this standard in Crockett-Carquinez FPD, East Contra Costa County FPD, and at isolated stations in the ConFire and San Ramon Valley FPD service areas. Crockett-Carquinez FPD delivers services with on-call firefighters, although three personnel are located at its Crockett station during evening hours. East Contra Costa FPD staffs its stations with two firefighters per station.

Figure 3-5: Population Served per Staffed Fire Station, 2008



Within Contra Costa, the median fire department had one staffed fire station for every 12,360 people protected. There are much smaller service populations in Kensington FPD and Moraga-Orinda FPD. In other words, there are simply more staffed fire stations per capita in these jurisdictions. Other providers tend to serve larger population bases from each of their staffed fire stations, as shown in Figure 3-5.

STAFF TRAINING

All first responders except Crockett-Carquinez FPD, East Contra Costa County FPD and City of Richmond provide paramedic services. In Crockett-Carquinez FPD and East Contra Costa County FPD, AMR is required to staff quick-response vehicles with paramedics, and is required to respond within a more aggressive timeline in the City of Richmond. The City of Richmond reports that it plans to implement paramedic service in 2009. Fire stations in Morgan Territory, the Briones area, and Clyde are served by on-call firefighters.

The various service providers invest different levels of time into training of their firefighters. The median fire department invested 310 annual hours of training into each sworn staff member. Training effort was relatively high at City of El Cerrito (533 hours), San Ramon Valley FPD (527 hours) and Moraga-Orinda FPD (542 hours). Training investments were relatively low at Crockett-Carquinez FPD (70 hours), East Bay Regional Park District (88 hours) and City of Pinole (100 hours).

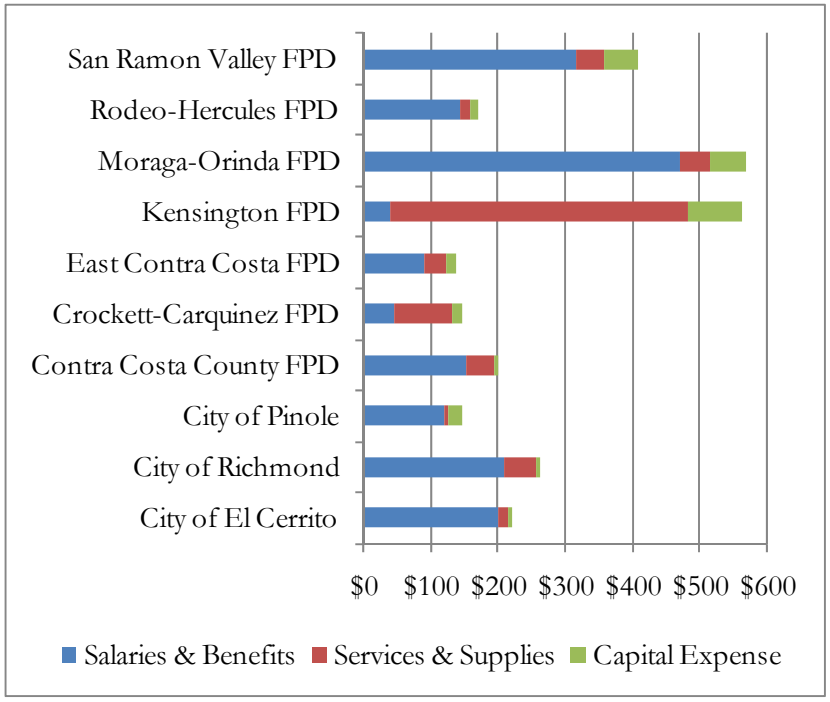
FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints, as well as management practices. This section discusses the major financing constraints faced by fire service providers and identifies the revenue sources currently available to the service providers. Finally, it assesses the financial ability of agencies to provide services.

OPERATING COSTS

The median city fire department in the Bay Area spent $201 per capita on fire and EMS operating expenditures in FY 05-06, and the median fire district in the Bay Area spent $225 per capita.[19] Costs were higher for Bay Area fire departments providing ambulance transport services, with a median cost of $264 among city fire departments and $225 among fire districts. Costs were lower for fire departments not providing ambulance transport services, with a median cost of $186 among city fire departments and $188 among fire districts. Costs per capita for direct ambulance providers were approximately 40 percent higher than for other fire and EMS providers. Costs were generally higher at smaller fire departments (serving a population of less than 30,000) than at larger fire departments. The 15 city fire departments serving more than 30,000 people spent $168 per capita; whereas, their smaller counterparts spent $330 per capita. Among the fire districts, the median small district spent $231 per capita, and the median larger district spent $148 per capita.

Figure 3-6: Fire Department Expenditures per Capita, FY 07-08



Operating and capital expenditures per capita for each of the service providers in Contra Costa County are shown in Figure 3-6. The median operating cost per capita was $197 in FY 07-08, and the median total cost was $209.

Costs were generally higher at the two districts providing ambulance services directly: San Ramon Valley FPD and Moraga-Orinda FPD. Per capita costs at San Ramon Valley FPD ($393) were nearly double the median costs among the departments not providing

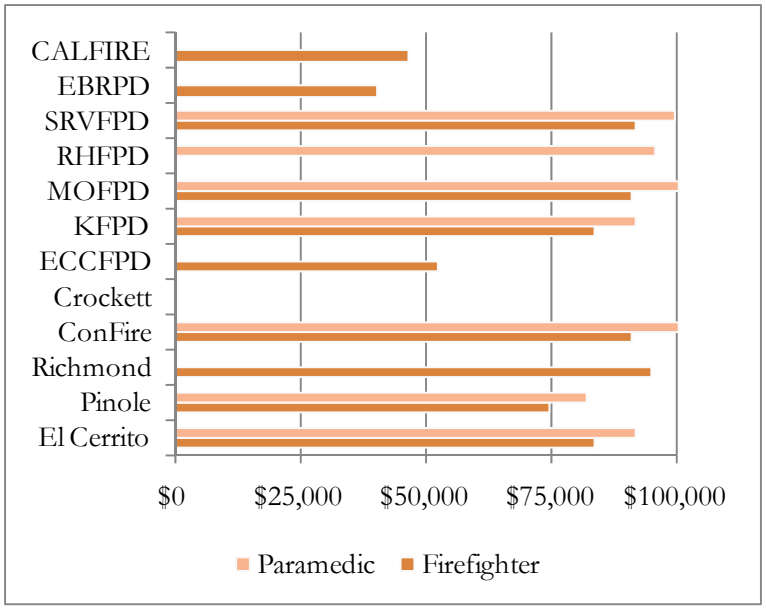
[19] Authors' estimates based on FY 05-06 State Controllers' Office data on fire operating costs among 61 city fire departments in the Bay Area, and California Department of Finance data on population. For districts, the source is authors' estimates based on FY 05-06 State Controller's Office data on fire operating costs among 41 special districts in the Bay Area and population estimates from LAFCO municipal service reviews.

ambulance services ($198). Per capita costs at Moraga Orinda FPD ($566) were nearly triple the median among those not providing ambulance services. Per capita costs at Kensington FPD ($563) were also substantially higher than other fire departments even though Kensington does not provide ambulance transport services. Costs at Moraga Orinda FPD and Kensington FPD are higher primarily due to the relatively small population base served by each fire station (see Figure 3-5) and associated need for more staff (see Figure 3-4). Crockett-Carquinez FPD capital expenses were unusually high in FY 07-08 due to replacement of a fire engine that year; the capital cost shown in Figure 3-6 was smoothed over a five-year period to better reflect typical annual costs.

Costs vary among fire departments for reasons relating to available revenues, service levels, costliness of protecting the particular area and management decisions. Service levels vary primarily due to community preferences and available revenues, and are also influenced by management decisions. The costliness of protecting a particular area relates to the volume of service calls, terrain, fire hazards, population density of protected areas, and spatial patterns, such as whether most service calls are concentrated in a central area (such as MOFPD and SRVFPD) or scattered in towns that are not adjacent (such as ECCFPD and CCFPD). Management decisions also play a role, as management may make greater (or lesser) efforts to economize on facility expenses, to negotiate more favorable compensation terms (e.g., RHFPD), to require staff posted at fire stations to conduct fire prevention activities (e.g., El Cerrito), to evaluate service configuration alternatives, and to staff low-volume fire stations with on-call personnel (e.g., ConFire and SRVFPD).

COMPENSATION COSTS

Figure 3-7: Salaries, FY 08-09

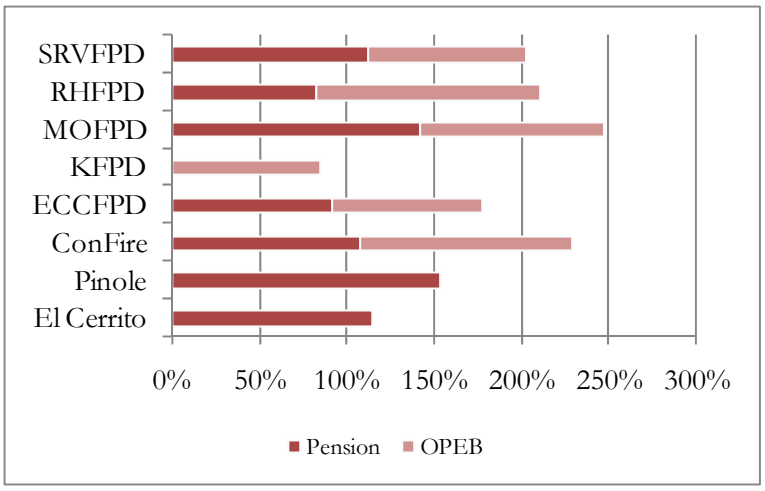


There are significant differences among the providers in terms of employee compensation.

Median salary for a firefighter with five years experience (top step) was $83,362 in FY 08-09, including pay for planned overtime hours. Median pay was $95,542 for paramedics in FY 08-09. Salaries are highest at the City of Richmond, ConFire, Moraga-Orinda FPD and San Ramon Valley FPD where firefighters earn $91,000 and paramedics earn $100,000 annually.

Salaries paid by Rodeo-Hercules FPD are somewhat higher than the median, and those paid by the City of El Cerrito are comparable to the median. East Contra Costa FPD, CAL FIRE and EBRPD pay substantially less than the median; East Contra Costa FPD firefighters earn $53,000 annually, and CAL FIRE and EBRPD pay less than $50,000 annually. AMR paramedics with five years experience earn $78,000 annually.

Figure 3-8: Retiree Benefit Liability as % of Annual Expenditures, FY 07-08



In addition to salaries, there are employee benefit costs for active employees and retirees. Existing commitments to pay pension and retiree health insurance costs in the future carry liabilities of double or more than annual expenditures for each provider. El Cerrito is the only full-time fire department without retiree health (OPEB) liability. The City of Pinole has not yet disclosed its OPEB liability. The City of Richmond was excluded from the figure, as the Fire Department's share of citywide pension and OPEB liability was not provided. Bonded indebtedness from pension obligation bonds that financed ConFire and MOFPD pension liabilities are reflected in Figure 3-8.

Future Pension Costs

Unfunded pension liabilities have increased since FY 07-08 due to stock market declines in 2008 and associated pension devaluation. ConFire, ECCFPD, MOFPD, RHFPD and SRVFPD participate in the CCCERA pension plan, along with other public agencies. The cities of El Cerrito, Pinole and Richmond participate in the CalPERS pension plan.

The CCCERA asset portfolio lost 26.5 percent of its value in 2008. The fund had gained value in each previous year since 2002. Losses in 2008 wiped out gains in pension assets since 2004. Fund performance in 2009 was not available when this report was prepared. Although the U.S. stock market had lost approximately 20 percent of its value in 2009 at the time this report was prepared, the market had begun to improve and stock price increases were expected by most top economists.[20] Financial losses in 2008 will result in increased employer contribution rates beginning in FY 10-11. The delayed effect on rates is due to an 18-month lag between market performance and rate impacts that has been a long-standing feature of the plan.

Due to volatility in the financial markets, gains and losses are smoothed over a five-year period to stabilize the impact on employer contribution rates. In FY 08-09, the typical CCCERA employer pays 25 percent of payroll toward pension costs. The rate is projected to increase to 37-47 percent by FY 15-16 as a result of asset losses in 2008.[21] Actual impacts on employer contribution rates will depend on plan performance in 2009 and thereafter, upcoming policy decisions by the CCCERA board regarding smoothing periods and amortization layering, and policy decisions by member agencies with respect to future benefits.

[20] Wall Street Journal, survey of economists, March 6-10, 2009.

[21] Segal Company, *Actuarial Value of Assets—Comparison of Results under Five, Seven, Ten and Twelve-Year Asset Smoothing Periods*, Feb. 4, 2009, Exhibit 7.

FINANCING OPERATIONS

Fire service providers rely on a variety of revenue sources to fund fire department operating costs, primarily property taxes, service charges, development impact fees, and contributions from city general funds.

Fire funding sources differ markedly among special districts and cities. Among cities, general fund financing sources—sales tax, vehicle license fees and property taxes—tend to be the primary sources of fire funding. A portion of the general fund contribution is composed of property tax revenues, but most of it is composed of other sources, such as sales and utility tax revenues. Among fire providers, property taxes make up 84 percent of revenues on average. Other revenue sources include fees, intergovernmental revenues, assessments, ambulance fees, and impact fees.

The most significant financing constraints for fire and EMS services are legal requirements that limit property taxes and require voter approval of new taxes and tax increases.

Property Taxes

Property taxes are the single most important source of revenues for fire districts in Contra Costa County, making up 74 percent of revenues on average. As a funding source, property taxes are constrained by statewide initiatives that have been passed by voters over the years.

Proposition 13, which California voters approved in 1978, limits the ad valorem property tax rate, limits growth of the assessed value of property, and requires voter approval of certain local taxes. Generally, this measure fixes the ad valorem tax at one percent of value, except for taxes to repay certain voter approved bonded indebtedness. In response to the adoption of Proposition 13, the Legislature enacted Assembly Bill 8 (AB 8) in 1979 to establish property tax allocation formulas. Generally, AB 8 allocates property tax revenue to the local agencies within each tax rate area based on the proportion each agency received during the three fiscal years preceding adoption of Proposition 13. This allocation formula benefits local agencies which had relatively high tax rates at the time Proposition 13 was enacted, and allocates less to districts, such as formerly volunteer fire departments, that were spending relatively low amounts at that time.

The property tax shares of the various fire districts vary significantly, as shown in Table 3-10. The gross share indicates the proportion allocated to a district before considering redevelopment, and the net share indicates the proportion allocated after taking into account redevelopment agencies. The average fire district net property tax share countywide was 12 percent in cities served by fire districts and 13 percent in unincorporated areas.

Property tax shares in Crockett-Carquinez FPD and San Ramon Valley FPD were not significantly different from the countywide average.

Table 3-10 Fire District Property Tax Shares, FY 07-08

District/City	Gross	Net	District/City	Gross	Net
ConFire	14%	12%	**East Contra Costa FPD**	8%	7%
Antioch	15%	14%	Brentwood	8%	7%
Clayton	15%	10%	Oakley	6%	5%
Concord	13%	12%	Unincorporated	9%	9%
Lafayette	14%	13%	**Crockett-Carquinez FPD**	12%	12%
Martinez	13%	13%	**Kensington FPD**	30%	30%
Pittsburg	16%	5%	**Moraga-Orinda FPD**	21%	21%
San Pablo	20%	4%	Moraga	19%	19%
Pleasant Hill	13%	12%	Orinda	23%	23%
Walnut Creek	13%	13%	Unincorporated	21%	21%
Unincorporated	15%	13%	**San Ramon Valley FPD**	15%	14%
Rodeo-Hercules FPD	9%	6%	Danville	16%	16%
Hercules	9%	6%	San Ramon	13%	12%
Unincorporated	8%	6%	Unincorporated	17%	17%

ConFire property tax shares were 12-14 percent in six cities and in the unincorporated areas. Due to extensive redevelopment activities, the District's share was particularly low in the cities of San Pablo and Pittsburg, as shown in Table 3-4. Property taxes originating in Pittsburg contributed $3.2 million in revenues to ConFire in FY 07-08; whereas, ConFire spent approximately $7.2 million to staff the three Pittsburg fire stations.[22] The Pittsburg redevelopment agency plans to lend ConFire $10 million to finance replacement of two fire stations and construction of a fire prevention facility, with the loan to be repaid by future development impact fees. Property taxes originating in the City of San Pablo contributed $0.8 million in revenues to ConFire in FY 07-08; by comparison, ConFire spent approximately $2.4 million to staff the San Pablo fire station.[23] In FY 08-09, San Pablo is contributing $0.7 million to ConFire to fund $0.7 million in additional costs for stationing a fourth firefighter at the San Pablo station; the contractual arrangement is subject to annual renewal. San Pablo also contributes $0.2 million for automatic aid reimbursements that ConFire passes through to the City of Richmond for its services in San Pablo.

Property tax shares accruing to Rodeo-Hercules and East Contra Costa FPDs are relatively low due to historically low-cost providers in these areas at the time Proposition 13 was implemented. By contrast, property tax shares accruing to Kensington FPD and Moraga-Orinda FPD are relatively high. Kensington FPD had operated its own fire department at the time Proposition 13 was adopted.

Proposition 98, which California voters approved in 1988, requires the State to maintain a minimum level of school funding. In 1992 and 1993, the Legislature began shifting billions of local property taxes to schools in response to State budget deficits. Local property taxes were diverted

[22] If not for redevelopment activities in Pittsburg, ConFire's property tax revenues there would have been $10.3 million in FY 07-08. ConFire costs for operating each fire station exclude dispatch, training and administrative costs.

[23] If not for redevelopment activities in San Pablo, ConFire's property tax revenues there would have been $3.6 million in FY 07-08. ConFire costs for operating the San Pablo fire station exclude dispatch, training, administrative costs, and the costs of stationing a fourth firefighter at the facility.

from local governments into the Educational Revenue Augmentation Fund (ERAF) and transferred to school districts and community college districts to reduce the amount paid by the State general fund. Local agencies throughout the State lost significant property tax revenue due to this shift.

Assessments and Special Taxes

Several of the fire providers have imposed voter-approved special benefit assessments on parcels or dwelling units or special taxes to fund services.

Rodeo-Hercules FPD has assessments in place of $111 per risk unit in Rodeo and Hercules; the average home is one risk unit. The assessments were most recently increased in 1998; there is no inflation escalator built into the assessments, so a vote would be required to increase them.

Kensington FPD levies an assessment to supplement its revenues. The assessment lacks an inflation escalator, and was most recently increased in 1980. The District does not anticipate needing to increase the assessment in the next five years. Should the District need to increase the assessment in the future, it should submit to local voters an increase the assessment to adjust for inflation and include an automatic inflation escalator to ensure that this funding source is not eroded over time.

The City of Pinole levies a special half-cent sales tax for public safety purposes. Measure S public safety sales tax generates 14 percent of the Fire Department's budget.

Moraga-Orinda FPD fire flow tax is a special tax of $0.06 per fire risk unit; the rates were most recently increased in FY 08-09 to finance seismic repairs.[24] The fire flow tax revenues may be spent on fire suppression equipment, salaries, benefits or expenses, although the District Board dedicates the revenues toward capital costs.

General Funds

The cities finance fire and EMS services primarily through general fund revenue, which includes property taxes, sales and use taxes, utility taxes, and franchise fees, among other sources.

The City of Pinole faces upcoming financial pressures due to the scheduled 2012 sunset of the City's utility users tax.

Proposition 218, which California voters approved in 1996, requires voter- or property owner-approval of increased local taxes, assessments, and property-related fees. Majority voter approval is required for imposing or increasing general taxes such as business license or utility taxes. The requirement does not apply to user fees, development impact fees and Mello-Roos districts. The cities may impose a utility users tax or increase the transient occupancy tax or business license tax, subject to economic competition considerations and voter approval. Another financing opportunity is economic development, which enhances sales tax revenues.

[24] The tax basis for an improved parcel is the fire risk factor which is calculated based on construction type, square footage, acreage, and whether the property has an approved sprinkler system. For example, a 3,000-square foot home constructed of wood and lacking sprinklers on a half-acre parcel would pay $113; a similar size home constructed of fire-resistant materials and with sprinklers installed would pay $42.

Development Impact Fees

The cities finance fire and EMS services primarily through general fund revenue, which includes property taxes, sales and use taxes, utility taxes, and franchise fees, among other sources.

The County, along with various cities and special districts, impose development impact fees on new construction for the purpose of financing new fire facilities.

Table 3-11 Fire Development Impact Fees

Agency	Fee[1]
El Cerrito FD	None
Pinole FD	$1,468
Richmond FD	$353
ConFire	$665
Crockett-Carquinez FPD	None
City of Brentwood[2]	$781
City of Oakley[2]	$749
East Contra Costa FPD (Bethel Island)	$488
East Contra Costa FPD (Byron and Discovery Bay)	$450
Kensington FPD	None
Moraga-Orinda FPD	$2,000
Rodeo-Hercules FPD	$1,012
San Ramon Valley FPD	None

Notes:
(1) Development impact fee for a single-family residential home, as of the drafting of this report.
(2) The cities of Brentwood and Oakley retain fire impact fees collected in their respective jurisdictions, and do not pass them through to ECCFPD.

Development impact fees generally depend upon various factors, including land use, fire flow to the structure and installation of sprinklers. Table 3-11 shows fire development impact fees charged by fire providers in Contra Costa County for a typical single-family residential home. Of the agencies that collect development impact fees, the City of Richmond collects the least, while MOFPD collects the most. MOFPD has imposed fees as a negotiated development condition, but has not imposed a fee schedule.

Of the nine jurisdictions that levy development impact fees, four have updated their fees since 2007. The City of Oakley adopted its current fee schedule in 2001, and the County last updated the Bethel Island fee in 1989, and the Byron and Discovery Bay fee in 1987. ECCFPD contracted in 2008 for a study updating its DIFs, and new fees are anticipated in 2009. Only two of nine cities in ConFire (Antioch and Pittsburg) presently levy fire development impact fees, and the remaining seven do not levy a fire development impact fee.

El Cerrito, CCFPD, MOFPD, KFPD and SRVFPD have not adopted development impact fees. Growth is anticipated in SRVFPD and, to a lesser extent in the City of El Cerrito and MOFPD in the coming years.

To impose development impact fees, a jurisdiction must justify the fees as an offset to the impact of future development on facilities. The fees must be committed within five years to the projects for which they were collected, and the city or county must keep separate funds for each development impact fee. Districts that are largely built-out (such as KFPD), or without significant projected growth within their bounds (such as CCFPD) often do not have development impact fees. Based on projected future growth in the City of San Ramon, SRVFPD should implement development impact fees to ensure that new development does not have negative impacts on service levels. The City of El Cerrito should also consider implementing development impact fees to ensure that future transit-oriented development does not have negative impacts on service levels.

FINANCIAL ABILITY

All providers' financial ability to provide services is constrained by available revenues and legal limitations on revenue increases.

The City of El Cerrito's current financing level is generally adequate to deliver fire and EMS services at an appropriate service level. However, the City has unfunded fire-related capital needs of $3 million to upgrade water supply systems in the wildland interface and for seismic safety. During the 2008-9 recession, the City has experienced declining sales tax revenue; to date, there have been no budget cuts imposed on the FD. The City's general fund revenues were projected to increase eight percent in FY 08-09 partly due to first-time imposition of the City's utility users tax on water utility bills.

The City of Pinole's financing level is adequate to deliver services, but is not sustainable. The City's service area requires two staffed stations. The City added a second station and staffed crew in 2001, but lacks long-term funding for the second crew. Financial pressures include the scheduled 2012 sunset of the City's utility users tax, the scheduled 2015 sunset of the City's redevelopment project area spending authority, cost inflation trends that exceed revenue projections, extraordinary wastewater expenses to bring the City's wastewater plant into compliance with regulatory requirements, and historically inadequate wastewater fees (until FY 06-07).[25]

The City of Richmond's current financing level is generally adequate to deliver services. The City would prefer to have an additional truck company at FS 68 to ensure adequate response times in the area. The City has unfunded capital needs at six of its seven stations.

ConFire has the financial ability to deliver services. The District has a relatively low staffing level per capita, and reported that it is understaffed. There are unfunded capital needs, and long-deferred capital projects to relocate fire stations and build and staff new stations in areas with heavy service demand or longer response times. Due to extensive redevelopment activities, the cities of Pittsburg and San Pablo do not contribute enough revenue to cover the costs of operating fire stations serving them. The 2007-9 housing downturn and 2008-9 recession have slowed the pace of revenue growth in the District. The District has adapted thus far by deferring certain capital investments, particularly apparatus replacement plans. In addition to softening revenue, the District anticipates that negotiated salary increases will outpace revenue growth, as will continued rapid inflation in pension and health benefit costs.

In Crockett-Carquinez FPD, relatively low densities do not yield adequate revenues to transition from unstaffed to staffed stations. Service levels are minimal.

East Contra Costa FPD lacks the financial ability to deliver services at an adequate service level. The District lacks adequate revenue to provide urban staffing levels in the urban areas, and relies in most areas on two-person crews. The District lacks paramedic staffing. Financing is not adequate for administrative staff to complete all demands for management and fire prevention functions. It would cost the District about $18 million to achieve an urban level of service; the District's master

[25] City of Pinole, *Comprehensive Annual Financial Report for the Fiscal Year Ended June 30, 2008*, 2008, p.3.

plan concluded that a tax increase is necessary to fund adequate service levels.[26] A relatively low share of the property tax means that the District does not receive adequate revenues to finance urban service levels. In addition, a substantial portion of the property tax generated in the cities is spent on financing staffed stations in outlying areas. The 2007-9 housing downturn and 2008-9 recession have slowed the pace of growth in the District; revenues are projected to decline by approximately 6-7 percent in FY 08-09 due to the disproportionately high impact of the housing downturn on property values in ECCFPD. In addition to softening revenue, the District anticipates continued rapid inflation in compensation to attempt to increase salaries closer to levels in neighboring jurisdictions, and to sustain service levels in spite of ongoing growth, continued cost inflation due to capital costs associated with aging facilities, as well as continued inflation in pension and health benefit costs.

The Kensington FPD financing level is adequate to deliver services. The District receives a generous share of the property tax in addition to levying an assessment to fund services. Its costs per capita are among the highest in the County.

The Moraga-Orinda financing level is adequate to deliver services. The District receives a generous share of the property tax in addition to levying an assessment to fund services. Its costs per capita are among the highest in the County. Nonetheless, the District reports that it faces financing challenges due to pension devaluation and sluggish property tax growth.

Rodeo-Hercules FPD current financing level is adequate for operations, but its development impact fees need to be increased to cover capital cost inflation.

The San Ramon Valley FPD financing level is adequate to deliver services at an adequate service level. In response to the 2007-9 housing market downturn and 2008-9 recession, the District is concerned about revenue growth keeping pace with fuel, medical cost and pension contribution increases. In recent years, employee health and retirement cost inflation has been significant.

[26] Citygate Associates, *Fire Service and EMS Master Plan for the East Contra Costa Fire Protection District*, 2006.

GOVERNANCE ALTERNATIVES

There are significant challenges in the delivery of fire and EMS services in the County related to needs for more logical and efficient service areas, for communities to fund the service levels they desire, and for providing adequate service levels in growing urban areas. In the course of preparing this report and interviewing the affected local agencies, the authors identified significant interest among agency staff in considering and perhaps implementing alternatives. The Commission is responsible for guiding the local agencies in the County to overcome these challenges by recommending governance alternatives through its determinations on the required MSR topics and through its upcoming decisions about updated spheres of influence.

The CKH Act empowers the Commission to take certain actions in the five-year period between adopting MSR and SOI updates if a particular action was identified and recommended in an MSR. Moreover, the CKH Act empowers the Commission to make governance recommendations to local agencies and the public through its sphere of influence updates. After adopting its fire and EMS MSR determinations, the Commission will update the fire districts' SOIs. The Commission's vision for future governance of fire and EMS services may also bear upon its decisions in the coming years with respect to updating city SOIs. The Commission is conducting separate studies of cities and updating city SOIs in the coming years.

There are a number of governance alternatives for the organization of fire and EMS services in the County. Significant alternatives include consolidation of west County service providers, alignment of boundaries with service areas, formation of subsidiary fire districts in the cities of El Cerrito and Richmond, and detachment of certain cities from the respective fire districts. Significant alternatives were summarized in Chapter 1, and are discussed in more detail in the subsequent chapters focused on individual agencies. Most of the governance alternatives affect more than one of the local agencies. Given the complexity of governance options affecting west County and the impacts on a significant number of separate local agencies, this chapter offers the reader an overview of the major alternatives affecting west County.

WEST COUNTY GOVERNANCE ALTERNATIVES

The report identifies four overarching approaches that could be taken with respect to reorganizing fire and EMS governance in west County:

1) Consolidation of all west County providers into a single independent fire protection district,

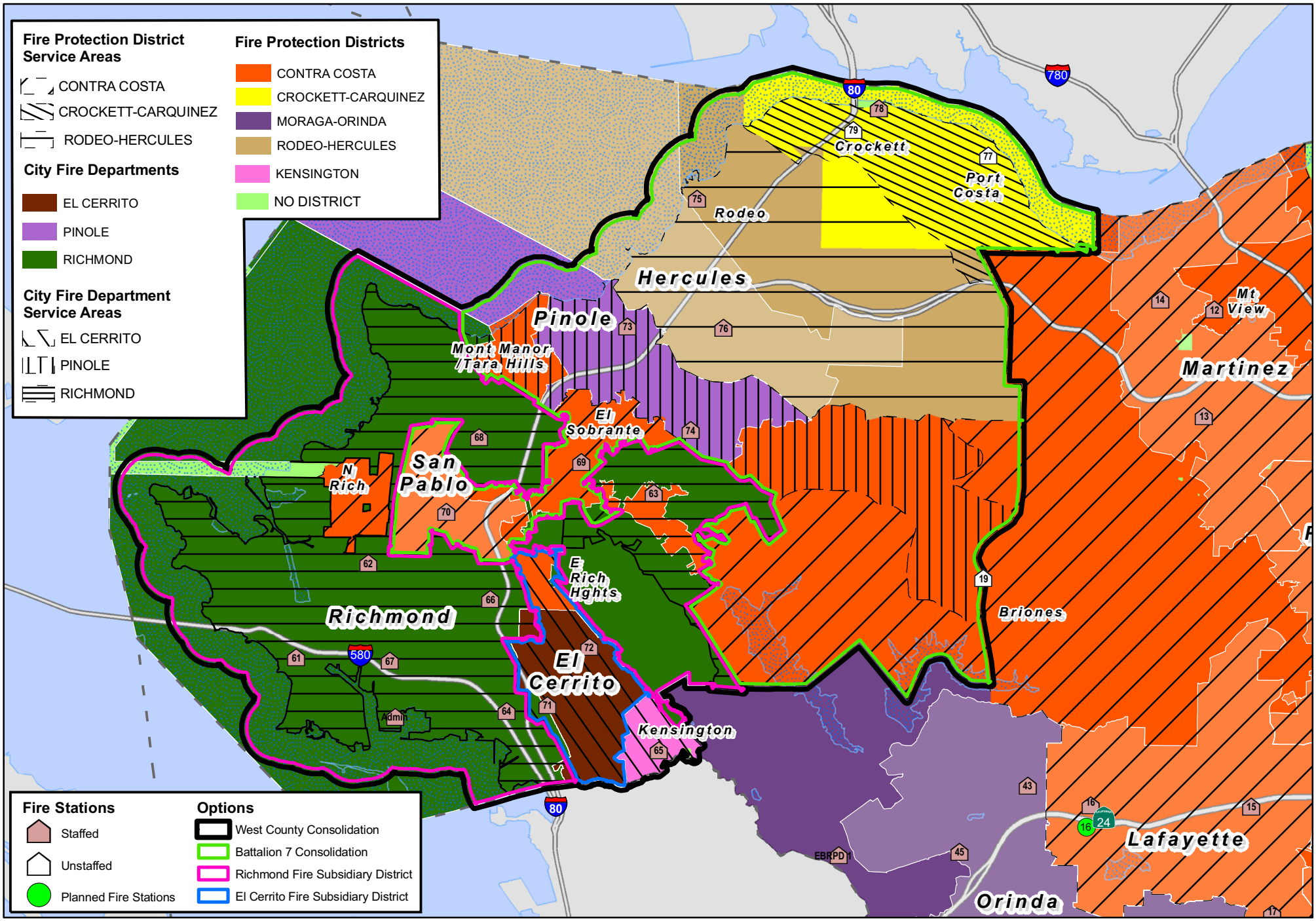
2) Consolidation of the "Battalion 7" operation—Rodeo-Hercules FPD, the City of Pinole, and the western ConFire service areas—into a single independent fire protection district,

3) Formation of subsidiary fire districts in the cities of Richmond and El Cerrito to formally extend their service areas beyond their respective boundaries, and

4) Formation of a joint powers authority among west County providers to accomplish functional consolidation, along with detachment of the City of San Pablo from ConFire to assure adequate financing of service levels in the centrally located city.

Map 3-6

West Contra Costa County's Consolidation Options: Fire Protection Srvc. Areas, Fire Protection Dist. Bndry and City Fire Dept. Bndry



Map created 04/21/2009
by Contra Costa County Department of Conservation and Development
GIS Group
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Note: The boundary is the geographic area where the fire provider is legally responsible for providing service. The service area on this map is an approximation of the geographic area where this fire provider was typically the first provider (as of January 2009) to arrive on scene. To minimize response times, actual service areas differ from boundaries as a result of dispatching practices, service contracts, automatic aid agreements, and other agreements.

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

West County Consolidation

A governance option is to consolidate west county fire providers to improve the efficiency of service areas, promote facility-sharing and improve service levels. The illogical boundaries of the City of Richmond contribute to illogical and inefficient service areas for both ConFire and the City of Richmond. The City of Richmond serves an oddly configured area due to the nature of the city boundaries. ConFire must service non-contiguous areas surrounded by territory in the City of Richmond. As unincorporated territory in El Sobrante was annexed over the years to the City of Richmond, the ConFire service area in west County became smaller and less efficient to serve.

In many ways, RHFPD, the City of Pinole and ConFire's Battalion 7 (i.e., El Sobrante, San Pablo, Tara Hills and Bayview) are already functionally consolidated. Each of these providers has a relatively small service area with only two stations each. To marshal adequate resources for a structure fire response team and to backfill stations when there are simultaneous incidents, the three providers operate jointly as a battalion. They share dispatch, rotate battalion chief responsibilities, respond jointly to marshal adequate resources for a structure fire response team, and respond to incidents regardless of boundaries.

The City of Pinole lacks the financial ability to sustain existing service levels of operating two fire stations staffed 24 hours a day. The City is also at a natural transition point, as its Fire Chief is approaching retirement age. Hence, the City is open to considering governance alternatives, including consolidation and annexation to ConFire. Given the location of Rodeo-Hercules FPD, its small size and its reliance on the City of Pinole and ConFire for effective service delivery, reorganization of the City of Pinole would also affect Rodeo-Hercules FPD.

The City of El Cerrito FD operation is enmeshed with the City of Richmond FD, and would logically be part of a consolidated fire district if the City of Richmond were to be part of such a district. El Cerrito relies on Richmond for dispatch, El Cerrito and Richmond conduct joint training, El Cerrito and Richmond fire service areas criss-cross their respective boundaries, and El Cerrito's three-station department relies on Richmond to marshal adequate resources for structural firefighting.

Consolidation of west county service providers has the advantages of offering more efficient service areas, and coordinated, regional planning of the optimal location of fire stations. Consolidation would also improve service levels, particularly in the smaller fire departments, by providing centralized and more specialized staff responsible for strategic planning, fire prevention, training, and public education. Consolidation would improve the effectiveness of response to structure fires by promoting consistency in operational practices and interoperable communication systems. Consolidation would also bring about more efficient dispatch and communication processes by consolidating dispatch into a single operation rather than the current practice whereby the cities of Richmond and El Cerrito communicate on separate systems. Similarly, consolidation would bring the advantages of closest-resource dispatch processes to the City of Richmond and El Cerrito service areas where dispatch is presently conducted through pre-ordained run progressions rather than actual data on availability and location of the fire companies at the time of an emergency incident. Consolidation would promote cost savings by allowing the separate fire departments to centralize their management, strategic planning, fire prevention, training, public education, and dispatch functions.

There would be labor and financial challenges associated with consolidation.

The City of Richmond FD personnel are represented by International Association of Fire Fighters Local 188, whereas, the other affected fire departments are represented by International Association of Fire Fighters Local 1230. Consolidation would require that one or the other local within International Association of Fire Fighters represent the consolidated entity's staff. Compensation and employee benefits differ among the various providers, as summarized in the Financing section of this chapter.

Financial challenges related to consolidation include the relatively low financing of service to the San Pablo area due to significant redevelopment activities in that area. The cities of El Cerrito, Pinole and Richmond would have to forego a portion of their property taxes and transfer that to a consolidated fire district to ensure appropriate funding. The other fire districts would simply transfer their existing property taxes and assessments to such a district.

Such a consolidation, particularly if it were to include the cities of Richmond and El Cerrito, may be politically infeasible at this time based on comments from agency staff. The City of Richmond FD, and particularly its labor union, has serious concerns about the City's participation in a consolidated entity due to potential for negative financial effects, the presence of two separate labor unions, and potential for downsizing of management personnel.[27] City of El Cerrito FD staff reported that "the City of El Cerrito is very satisfied with its fire protection services and continues to value local control. For this reason, there would be no interest in consolidation at this time."[28] As Kensington FPD relies on the City of El Cerrito as a contract service provider and places a high value on its autonomy, Kensington FPD would also oppose consolidation at this time.

Battalion 7 Consolidation

Another approach would be for RHFPD, the City of Pinole and the western ConFire service areas to consolidate into RHFPD or form a new independent special district, and for the cities of Richmond and El Cerrito to form subsidiary districts to provide for more logical fire agency boundaries.

RHFPD is the only existing independent special district among these providers, and places a high value on local governance and accountability. Consolidation could take the legal form of annexation of these areas to RHFPD, along with renaming of the District. Alternatively, it could be accomplished by forming a new district into which the districts would be consolidated and other areas annexed. Under this approach, the cities of Richmond and El Cerrito could potentially form subsidiary districts to provide for more logical fire agency boundaries.

Crockett-Carquinez FPD could potentially be included in the consolidated district at its existing service levels. Assuming existing service levels in Crockett-Carquinez FPD, a consolidated entity would have no reason to oppose inclusion of this low-density district with relatively isolated areas served by on-call firefighters. Its inclusion would offer potential benefits as recruitment grounds for the consolidated district and as added assurance of containment of wildland fire threats in Crockett-Carquinez FPD that could potentially impact the RHFPD area.

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[27] Interview with City of Richmond Fire Chief, Jan. 30, 2009.

[28] Correspondence from City of El Cerrito Fire Chief Lance Maples to LAFCO consultant Beverly Burr, Feb. 4, 2009.

Subsidiary District Formation

Formation of subsidiary districts is an option whereby the cities of El Cerrito and Richmond could more strategically establish their respective fire service areas without conforming to existing city boundaries, formalize associated property tax transfers, and maintain City Council control over fire operations.

A subsidiary district is a special district that is governed by a City Council. Such a district may include territory outside the city limits; however, the territory outside city limits may compose no more than 30 percent of the district's boundary area. Similarly, the number of registered voters outside the city limits may compose no more than 30 percent of registered voters in the district's boundary area.[29]

Each city would be obligated to serve areas outside its bounds that lie within the subsidiary district. The bounds of such a subsidiary district in El Cerrito would likely encompass the city limits and the unincorporated East Richmond Heights area where the City of El Cerrito FD is typically the first responder. Alternatively, such a subsidiary district could potentially include territory in the City of Richmond bounds where the City of El Cerrito is first responder, and could exclude territory in the City of El Cerrito bounds where the City of Richmond is first responder.

The bounds of such a subsidiary district in the City of Richmond would likely encompass the city limits and the unincorporated areas where the City of Richmond FD is the closest service provider, which include North Richmond and portions of the El Sobrante area. Such a subsidiary district could potentially include territory in the City of El Cerrito bounds where the City of Richmond is first responder, and could exclude territory in the City of Richmond bounds where the City of El Cerrito is first responder, as shown on Map 3-6.

Although it may be legal for the City of San Pablo to be included in such a subsidiary district, it is unlikely that the City of Richmond would desire to do so unless the City of San Pablo were to agree to pass through a more substantial share of property taxes than is its current practice with ConFire. ConFire presently subsidizes services to San Pablo where property tax revenues are at least $1.4 million lower than the costs of staffing the San Pablo fire station.

The process for forming subsidiary districts is discussed in Chapter 4.

Joint Powers Authority

Coordinated response to fire and EMS incidents in west County is complicated by differences between Battalion 7 providers and the cities of Richmond and El Cerrito in dispatch, communication systems, work schedules, training, operations, and employee bargaining units. Formation of a joint powers authority (JPA) offers an opportunity whereby the local agencies could negotiate an equitable approach to financing services and also achieve enhanced service levels and more standardized operations. Through a JPA, each member agency plays a role in decision-making. A JPA is less permanent than formation of a consolidated district, and would only continue to exist if financial and service level provisions are relatively equitable among the various members.

[29] Government Code §57105.

Due to the central location of the City of San Pablo, which is presently within ConFire bounds, funding inequities play a critical role in the various local agencies' incentives to participate in a consolidated entity. ConFire would face significant constraints in negotiating funding terms, as it lacks control over the San Pablo redevelopment agency. Due to both the extent and age of the San Pablo redevelopment project areas, substantial levels of property taxes are diverted from the fire district and to the redevelopment agency. The redevelopment project will eventually sunset, but the timing of its sunset will not dovetail with the short-term opportunity to reorganize west County fire providers prior to the upcoming retirement of several of the west County fire chiefs. Detachment of the City of San Pablo from ConFire would leave San Pablo with no other choice but to equitably fund fire and EMS services within its jurisdiction. Detachment of San Pablo from ConFire would likely be necessary to provide adequate incentives for all parties to negotiate funding terms for a JPA fire and EMS operation. One advantage to this option from the City of San Pablo's perspective is that it would facilitate the transfer of ConFire's property tax share to the City, and allow the City a greater degree of control over its service levels in exchange for a more equitable financial contribution from the City.

4. CITY OF EL CERRITO

The City of El Cerrito provides fire protection and emergency medical services within the city limits, adjacent portions of the City of Richmond, and the unincorporated communities of East Richmond Heights and Kensington. This chapter focuses solely on the City's fire and EMS services germane to this report. The City provides a range of municipal services. LAFCO is conducting a separate sub-regional MSR covering all services provided by the cities in west County.

AGENCY OVERVIEW

The City of El Cerrito is a general law City that was incorporated in 1917. Its boundary area is 3.65 square miles, according to the U.S. Census Bureau. The City's SOI encompasses adjacent unincorporated areas, specifically Kensington and the southern portion of East Richmond Heights.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The City is organized as a council-manager form of local municipal government. The City is governed by a five-member City Council. Council members are elected at large to staggered four-year terms. The last contested election for a council seat occurred in 2008. Other than the Council, there is no advisory body specifically for oversight of fire and EMS services at the City.

The City conducts outreach with constituents by offering station tours, open houses and fire education programs for school children and seniors. Disaster preparedness training courses are also provided to community members. The Fire Department's (FD) website offers information on disaster preparedness, services and activities. El Cerrito and Albany FDs jointly host an annual public safety event for residents. The City offers free smoke detectors to elderly, disabled, and low-income residents, and has a car seat safety program. The City maintains a website that contains information on fire prevention, public education programs, response call logs, and citywide budget and financial reports.

With regard to customer service, complaints may be submitted directly to the Fire Chief's office, at a fire station, or by walk-in, phone calls or email to any Council member. The City received zero complaints in 2007, and receives approximately 25-30 commendations from constituents annually.

The City FD demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO map inquiries and document requests.

MANAGEMENT

The City's Fire Department (FD) staff consists of 37 full-time staff and no paid on-call staff. The FD is organized into four divisions—Fire Prevention, Training/EMS, Operations, and Support Services—over which the Fire Chief and battalion chiefs provide management oversight. Battalion chiefs that manage the four divisions are evaluated annually by the Chief and are compensated based on performance. Specifically, battalion chiefs may receive a performance incentive of up to 25 percent more or less than their surveyed rank depending on their performance.

All FD employees are evaluated annually. New hires undergo an intensive 10-shift training and evaluation program and are then evaluated quarterly during their 18-month probationary period. This process includes written evaluations as well as job-related performance evaluations in which skills are demonstrated.

City FD performance is evaluated periodically by the Insurance Services Office (ISO); an ISO evaluation was most recently completed in 2003. The FD evaluates its performance primarily by monitoring response times, fire loss, occupancy inspections, training, and community satisfaction as demonstrated through correspondence and commendations received in the field or communicated to council members. City management monitors FD workload indicators, including service calls, inspections, plan checks, and public education contacts, through its annual budget process.

The City's financial planning efforts include annual budgets, mid-year budget reviews, annual financial audits, and capital improvement plans. The City's most recent audit was completed for FY 07-08. The City produces a five-year capital improvement plan (CIP) which is updated annually. The most recent CIP update was completed in FY 08-09, and includes both funded and unfunded capital needs. There is no development impact fee in the City, so the City does not prepare a development impact fee nexus study. The City prepared a Local Hazard Mitigation Plan in 2005. Other fire planning studies include an emergency operations plan (last updated in 2007), a fire hazard reduction plan (1993), and a fire task force report (1999).

The City FD's honors, awards and accomplishments achieved between 2003 and 2008 include implementation of an engine-based paramedic program that staffs two paramedics on every engine company in Kensington and El Cerrito. The Department was recognized for this in 2006 by ICMA with the Award of Transformation for this Program. Another FD accomplishment is attainment of six grants which have funded a public education trailer, firefighter safety equipment, EMS equipment, wildland equipment, a firefighting training unit, and advanced firefighter training. Another achievement was enhancing service levels in the wildland interface areas by equipping both wildland interface stations with Type III Engines.

SERVICE DEMAND AND GROWTH

Land uses in the City bounds are predominantly residential, but also include commercial, institutional and open space uses.

The City FD considers its customer base to be the residents and businesses in its service areas as well as those living or traveling through the area, the structures in its service area, and the parks and open spaces. Service demand tends to peak during peak commuter periods.

Service demand varies within the City's service area. Fire Station (FS) 71 responded to 2,020 calls, FS 72 responded to 586 calls, and Kensington station 65 responded to 552 calls in 2007; service calls by station include multiple stations being deployed to the same incident. By comparison, the median fire station in the County fielded 920 calls.

There were an estimated 5,750 jobs located in the City in 2005, according to ABAG. Local business activities are predominantly governmental and retail. Major employers include the city of El Cerrito, Autometrics, big box retailers (Barnes and Noble, Bed Bath and Beyond, Marshall's, Orchard Supply Hardware, Staples, Target), grocery stores, drug stores, and car dealers. High-risk occupancies include a convalescent home, an assisted living home and a large-scale senior housing

project all located in western El Cerrito. The Association of Bay Area Governments (ABAG) projects that the City will experience commercial growth comparable to the countywide average. Specifically, the number of jobs in the City is projected to grow by 40 percent between 2010 and 2030. This is comparable to projected job growth in the neighboring cities of Richmond and San Pablo, but is significantly higher than projected job growth in Pinole, Moraga and Orinda.

The estimated residential population in the City bounds was 23,320 in January 2008, according to the California Department of Finance. The City's population density is approximately 6,395 per square mile, compared with the countywide average density of 3,605 in cities. The estimated residential population in the City's fire first-in service area was 30,886 at the time of the 2000 Census; by comparison, the population in the City bounds at that time was 23,179. ABAG projects that the City's residential population will grow by eight percent between 2010 and 2030. By comparison, the countywide average population growth is projected at 18 percent over the same period. The City's residential growth is expected to be on par with the nearby cities of Pinole, San Pablo, Moraga and Orinda, but not as rapid as is projected for the cities of Richmond and Hercules.

The City anticipates growth will primarily be transit-oriented development in the vicinity of its two BART stations, and particularly anticipates growth near the Del Norte BART station due to its proximity to I-80.[30] The City is nearly built-out physically, although there are approximately 600 new dwelling units in higher-density mixed use developments that have recently been built or are planned or proposed. During the housing boom in the 2000s, the City experienced significant expansion and remodel activity among homes purchased by younger working families.

The Del Norte BART station vicinity is the primary growth area identified by the City, and El Cerrito Plaza BART station vicinity is another growth area.

The City's General Plan was last updated in 1999. Adopted policies and objectives relating to fire protection include: response time of less than six minutes for 95 percent of all calls, monitor and improve water supply and pressure for fire-fighting especially in the wildland interface, seek funding for water supply system upgrades in the wildland interface and for seismic safety, reduce fuel loads in City parks and open areas, establish and maintain a system of fire trails for access to parks and isolated parcels. The FD is pursuing many of these goals through its hillside natural area fuel reduction program.

FINANCING

The City reported that the current financing level is generally adequate to deliver fire and EMS services at an appropriate service level. However, the City has unfunded fire-related capital needs of $3 million to upgrade water supply systems in the wildland interface and for seismic safety. The City is not considering a fire safety assessment.[31] Additional financing sources being considered by the FD are grants. During the 2008-9 recession, the City has experienced declining sales tax revenue; to date, there have been no budget cuts imposed on the FD. The Department's FY 08-09 budget increased seven percent over the prior year primarily due to a 12 percent pay increase. By contrast,

[30] City of El Cerrito Supplemental Questionnaire response prepared by the City Community Development Director.

[31] City of El Cerrito, *Adopted Budget FY 08-09*, Section 11.

the City's general fund revenues were projected to increase eight percent in FY 08-09 partly due to first-time imposition of the City's utility users tax on water utility bills.

The City practices appropriate fund accounting in its financial statements.

The City's total FD revenues, including general fund obligations, were $6.7 million in FY 07-08, and were projected at $7.3 million in FY 08-09. Revenue sources include the general fund (67 percent), contract service payments from Kensington FPD (29 percent), OES and local reimbursements for services (four percent), and equipment replacement fund (one percent).[32] Plan check and program fee revenue composed less than one percent of total FD revenues. Overall, the City's general fund revenues were $24.2 million in FY 07-08, composed of property taxes (30 percent), sales taxes (14 percent), utility taxes (12 percent), other taxes (eight percent), service charges (13 percent), intergovernmental revenues (11 percent), and other revenues including interest and transfers (10 percent). The City does not levy a development impact fee to fund growth-related fire facility needs.

The City's FD expenditures were $6.7 million in FY 07-08. Of this amount, 90 percent was spent on compensation, six percent on services and supplies, two percent on vehicles, one percent on other capital, and one percent on miscellaneous costs.[33]

The City had a total of $51.5 million in long-term debt at the end of FY 07-08, of which $0.9 million was directly related to the FD. Specifically, there was $0.9 million in debt outstanding related to capital leases for purchases of fire trucks and apparatus; the City relies on capital leases to finance new fire engines over 10-year terms. Other City debt was related to redevelopment activities (43 percent), storm drain construction (five percent), construction of a new City Hall (19 percent), and, street improvements (23 percent), and rebuilding a swim center (seven percent). The City offers pension benefits to FD and other active City employees through a CalPERS defined benefit plan. The City has unfunded pension liability of $7.5 million for its safety employees at the end of FY 07-08,[34] of which approximately 40 percent is associated with the fire department and the remainder with the police department.[35] The City has no OPEB liability, and does not offer post-retirement health care benefits; retirees may purchase health insurance through the City's plan at their own expense.

The City's adopted policy is to maintain general fund reserves of at least 10 percent of annual expenditures.[36] The City had a total of $3.6 million in unreserved, undesignated fund balances in its general fund at the end of FY 07-08, which made up 15 percent of total expenditures in that year. In other words, the City maintained 1.8 months of working financial reserves.

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[32] Revenue sources are based on FY 06-07 data reported in the City's FY 08-09 budget.

[33] Fire department expenditures by type are based on FY 06-07 data reported in the City's FY 08-09 budget.

[34] City of El Cerrito, *Comprehensive Annual Financial Report for the Year Ended June 30, 2008*, 2008, p. 64.

[35] The approximate share of unfunded pension liability for the fire department was estimated based on the number of employees in the fire and police departments as of FY 07-08, as reported in the City's FY 08-09 Budget.

[36] City of El Cerrito, *Comprehensive Annual Financial Report for the Year Ended June 30, 2008*, 2008, p. ix.

The City engages in joint financing arrangements related to liability, automobile and workers compensation insurance as a member of the Municipal Pooling Authority of Northern California. The City is a member of the East Bay Regional Communications System Authority, which is developing an inter-jurisdictional communications system.

FIRE SERVICE

NATURE AND EXTENT

The City provides fire suppression (structural, vehicle, and vegetation fires) and prevention, Basic Life Support (BLS) and Advanced Life Support (ALS) for medical emergencies, rescue, initial hazardous materials response, fire inspection, fire investigation, education, and fire-related permit services.

The City provides initial response to EMS incidents until American Medical Response (AMR), a privately owned ambulance company, arrives to provide ambulance transport services and continue ALS services.

The buildup of unmanaged vegetation, whether native or non-native, steep hillsides with canyons and draws, and periods of extremely hot, dry weather all combine to create in El Cerrito the potential for catastrophic fire behavior such as occurred in the Oakland/ Berkeley Hills Fire of October 1991. For brush fires in hillside areas, typically the City of El Cerrito is deployed as well as the City of Richmond, ConFire, EBRPD, and CAL FIRE. The City's primary fire prevention strategies are fuel reduction, creation of fuel break along property lines and adjacent to structures, and fire-resistant ornamental landscaping. The City has an adopted fuel reduction ordinance to help reduce fire risks, although the County does not have such an ordinance for the East Richmond Heights area that is served by the City. The Hills Forum and Diablo Fire Safe Council are both active in the area. The City's Fire Marshal is on the board of the Fire Safe Council, which is presently preparing a community wildfire protection plan. The Hills Forum monitors programs and conducts community outreach.

The City responds to hazardous material incidents to provide initial identification and isolation. The City of Richmond and Contra Costa County Health Services Department provide specialized hazardous material response.

The City checks fire plans for new development prior to construction. The City FD conducts approximately 500 annual fire inspections, 150 construction inspections, and 12,000 vegetation management inspections annually. All businesses in the city limits are inspected annually. All parcels in the city limits receive an annual vegetation inspection.

The City provides disaster preparedness training to the public through its Community Emergency Response Team (CERT) program. Community members are trained in disaster first aid disaster preparedness, basic firefighting, light search and rescue, damage assessment, and turning off utilities. It is important for community members to have such skills in the event of a major disaster.

Dispatch Services

All 911 calls made from land lines in the city limits and Kensington are automatically routed to the City of Richmond. Radio dispatch services are provided by City of Richmond; hence, City of Richmond is the Public Safety Answering Point (PSAP) in these areas. Once the PSAP dispatcher determines a call requires fire department response, full-time staff is directly dispatched. For medical emergencies, the PSAP calls AMR and the company dispatches the nearest ambulance.

In the unincorporated East Richmond Heights area served by El Cerrito, the County Sheriff is the primary PSAP for 911 calls. Once the PSAP dispatcher determines a call requires fire department response, the call is relayed to the ConFire Communications Center which directly dispatches the closest available unit. The majority of the time, the City's FS 72 is the closest available unit to East Richmond Heights and is dispatched as the first responder.

Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP relays the call to the PSAP, and dispatching follows the protocols discussed above. The City of Richmond PSAP has begun to implement taking wireless calls directly; upon full phase-in, those calls will no longer be routed through CHP.

Radios are interoperable with adjacent providers. El Cerrito relies on both Richmond and ConFire communication systems. Richmond and El Cerrito use an 800-megahertz radio communications system ("800 MHz"), which El Cerrito relies on when serving the city limits and Kensington. ConFire, Pinole, RHFPD and El Cerrito use a very high frequency (VHF) system, which El Cerrito relies on when serving East Richmond Heights and automatic aid calls throughout the rest of the County. All West County engines can communicate on either system; firefighters use the system on which the call originated. At major incidents, communication is more challenging, as most engines and chiefs in the County do not have 800 MHz radios. For such events, a communications leader is assigned to bridge the communication barrier.

LOCATION

The City's primary service area includes a substantial portion of the city limits, portions of the City of Richmond, the unincorporated communities of Kensington and East Richmond Heights, and to unincorporated Vista Heights Road, as shown on Map 4-1. The City of El Cerrito is the first-in service provider to the City of Richmond along a strip located just west of San Pablo Avenue. Two pockets within the City of El Cerrito are served by the City of Richmond: the northwest corner of the City and the southwest corner of the City west of Carlson Blvd.

In addition to being dispatched by the City of Richmond, the City of El Cerrito is also dispatched by ConFire, and both provide and receive automatic aid from the closest available resource, regardless of boundaries. The City of El Cerrito provided 100 automatic aid responses to other jurisdictions through the ConFire system in 2007, with 95 of those responses provided to ConFire (principally in the unincorporated East Richmond Heights area) and occasional aid provided to Crockett-Carquinez FPD, City of Pinole and RHFPD.[37] El Cerrito received automatic

[37] Correspondence from ConFire Information Technology Manager, "Aid Provided (1/1/2007) – 12/31/2007", Feb. 10, 2009.

aid responses from ConFire on three occasions in 2007. The number of El Cerrito responses into the City of Richmond and vice versa were not available.

Additional services are provided outside City bounds through mutual aid.[38] Through the California mutual aid plan, the City of El Cerrito may provide or receive aid throughout the western states. The City most often exchanges mutual aid response with the cities of Richmond, Albany, ConFire, Berkeley, Oakland, EBRPD and CAL FIRE, with the frequency in that respective order.

Overlapping service providers include EBRPD. EBRPD specializes in handling brush fires and EMS incidents in regional parks, although EBRPD also provides mutual aid assistance in wildland interface areas.

INFRASTRUCTURE

The City owns two fire stations and operates a third fire station in Kensington, of which all three are staffed 24 hours a day and no stations are served by on-call firefighters. FS 71 is at capacity for storage equipment and employee programs (workout), lacks co-ed restrooms. The City needs to replace the building housing both FS 71 and police headquarters due to lack of space and outdated features; the $25 million project to replace the station is not funded or scheduled at this time. The City's other station, FS 72, is in excellent condition. The Kensington station was built in 1971, has been remodeled twice since then, and was reported to be in good condition.

The City relies on both the City of Richmond and ConFire for dispatch; to improve interoperability of fire department communication systems; the EBRICS project is needed and is in the planning stages.

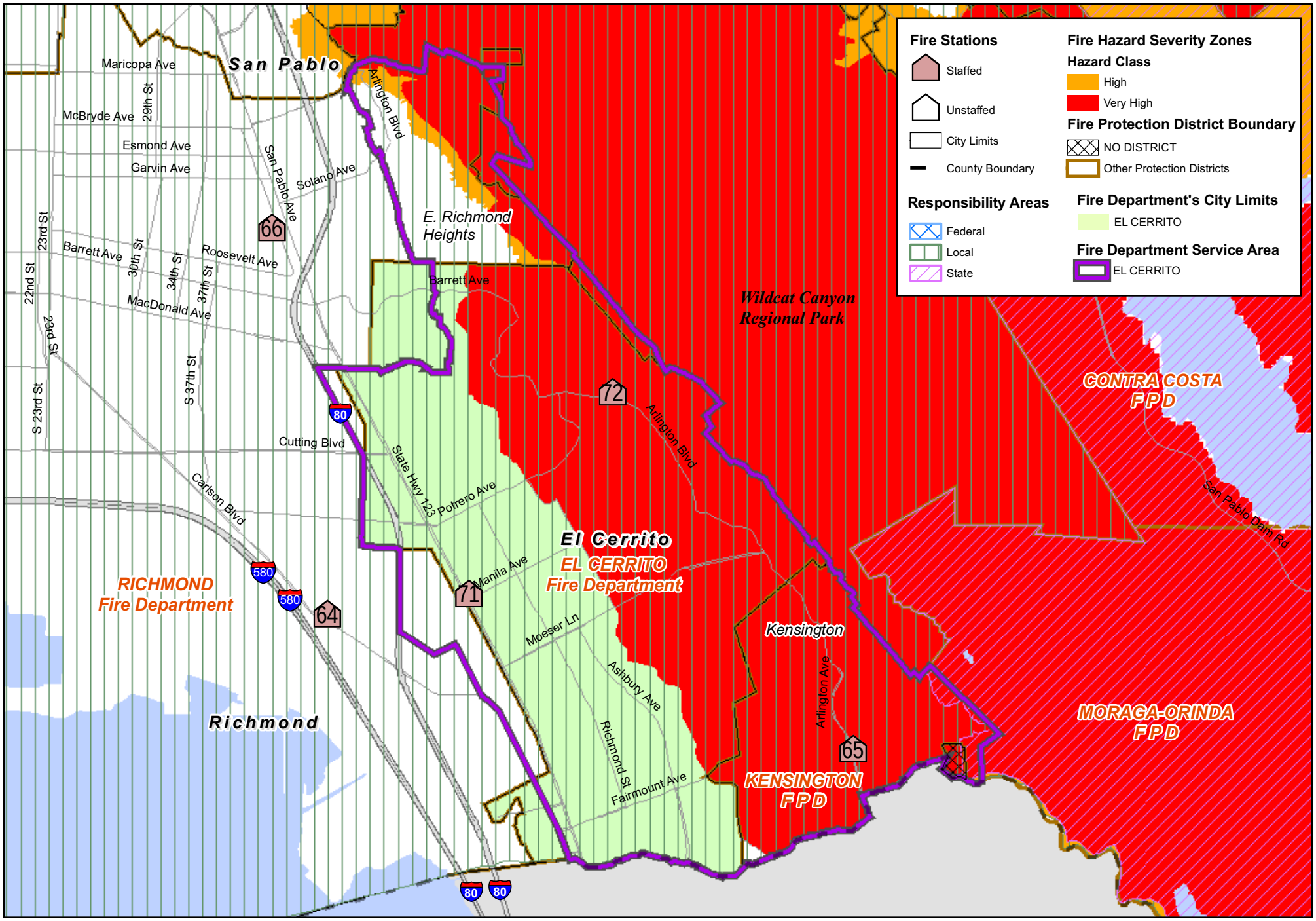
Existing equipment includes six engines and an aerial ladder truck at the City-owned stations, as well as two engines owned by Kensington FPD that the City operates. No vehicle or apparatus needs were identified. The City FD reported that apparatus are replaced on a planned and funded replacement schedule; the City plans on replacing front-line engines after 15 years use, and then using them another five years as reserve apparatus.

The City's water resources for fire-fighting purposes include fire hydrants and water bodies. The City is fully covered by fire hydrants, except that 11 additional hydrants are needed east of Arlington Blvd. to improve fire flow for wildland interface fires. Within the Hillside Natural Area, the water supply system would not meet brushfire suppression requirements under high hazard conditions, according to the City's Fire Hazard Reduction Plan. The City needs fire flow improvements, including two miles of new pipe and 11 new hydrants to improve fire flow in the area east of Arlington Blvd; the $3 million project is not funded or scheduled at this time. The City is also able to draft water from the Bay. CAL FIRE would provide air attack services in the event of wildfire.

[38] Per USGS and CAL FIRE comments, offshore areas within the bounds of a local agency are shown on the maps as a local responsibility area (LRA).

Map 4-1

El Cerrito Fire Department Boundary and Service Area



Map created 01/09/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.485N 122:06:35.384W

0 0.25 0.5 1 Miles

Note: The boundary is the geographic area where the fire provider is legally responsible for providing service. The service area on this map is an approximation of the geographic area where this fire provider was typically the first provider (as of January 2009) to arrive on scene. To minimize response times, actual service areas differ from boundaries as a result of dispatching practices, service contracts, automatic aid agreements, and other agreements.

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. The City has an ISO rating of 3.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. NFPA guidelines call for career fire departments to respond within six minutes 90 percent of the time, with the response time including three components: dispatch time of no more than one minute,[39] turn-out time of no more than one minute, and travel time of no more than four minutes.[40] The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, the entire city is classified as urban.[41] The minimum State standard is that the Local EMS Agency (LEMSA) establish response times that include dispatch time. For emergency (Code 3) medical calls, the City is required by the LEMSA to respond within six minutes 90 percent of the time. The City's adopted policy goal is to respond within six minutes 95 percent of the time. The City's 90th percentile response time was 6:46 minutes in 2007.[42] The City's median response time is 4:25 minutes. In other words, the FD is able to respond timely the majority of the time, but falls short of meeting the LEMSA and City's standards. Response times exclude dispatch time. The City of Richmond's median dispatch time was 1:58 minutes and the 90th percentile was 3:59 minutes.

The City reported that its service level is relatively uniform throughout the City bounds. There are no perceptible differences within the City in service levels, except those relating to the distance of a particular property from the nearest fire station.

The City reported service challenges include access challenges in the fire hazard severity zone where there are windy streets with restricted access and narrow roads built in the 1960s, the wildland/urban interface threat along the eastern boundary makes hillside areas difficult to serve, and relatively high combustibility among the prevalent unpermitted structures in East Richmond Heights.

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[39] National Fire Protection Association, *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2007. The dispatch time standard is one minute 95 percent of the time.

[40] National Fire Protection Association, *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2001, p. 6.

[41] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

[42] Service call and response time statistics include the service area dispatched by the City of Richmond (i.e., El Cerrito and Kensington). The City of Richmond dispatch system does not presently have the capability of disaggregating service call and response time statistics by priority level of call (i.e., Code 3 versus Code 2).

Table 4-1: El Cerrito Fire Service Profile

Fire Service			
Service Configuration			
Fire Suppression	City of El Cerrito	PSAP [1]	City of Richmond & Sheriff
EMS - Basic Life Support	City of El Cerrito	Fire/EMS Dispatch	City of Richmond & ConFire
EMS - Paramedic	City of El Cerrito	Building Review	City of El Cerrito
Ambulance Transport	American Medical Response	Public Education	City of El Cerrito
Hazardous Materials	Richmond & County Health	Abatement	City of El Cerrito
Fire Investigation	City of El Cerrito	Academy	City of El Cerrito
Service Demand			
	All Calls	**Priority "Code 3"**	**Non-Priority "Code 2"**
Annual Calls 2007	2,926	NP	NP
% EMS	61%	NP	NP
% Fire/Haz-Mat	6%	NP	NP
% Alarm	6%	NP	NP
% Other	26%	NP	NP
Service Calls per 1,000	99	NP	NP
% Auto Aid Given	3%	% Auto Aid Received	NP
Wildland Fires	There are typically about 5 annually, although there were 13 in 2007. The service area includes four areas that have been identified as "Very High Fire Hazard Severity Zones" by CAL FIRE: the El Cerrito Hills Area; the Canyon Trail Area; Cerrito Creek adjacent to Albany Hill; and nearly the entire community of Kensington. The hillside natural area is fire-prone, particularly along the periphery of the park in flat, grassy areas. Fire frequency has been greatest north of Moeser Lane, west of Ken Smith Grove, and adjacent to EBMUD water storage tanks.		
Service Adequacy		**Resources**	
ISO Rating	3 [2]	Fire Stations	3
Median Response Time (min)[3]	4:25	Sq. Miles Served per Station [4]	1.8
90th Percentile Response Time (min)	6:46	Total Staff [5]	37
Response Time Base Year	2007	Total Full-time Firefighters	36
Percent Certified as FF1	100%	Total On-call Firefighters	0
Percent Certified as FF2 or more	91%	Total Sworn Staff per Station [6]	12.0
Percent Certified as EMT-1	100%	Total Sworn Staff per 1,000	1.2
Percent Certified as Paramedic/ALS	47%	Staffing Base Year	2008
Human Resources [7]			
Bargaining Unit:	United Professional Firefighters Local 1230		
Schedule:	48 hours on, 96 hours off rotation		
Full-time Firefighter (Top Step at Five Years Experience)			
Base Salary: $80,381	Overtime: $2,981	Qualifications:	Academy, certified as FF1 and EMT.
Full-time Paramedic (Top Step at Five Years Experience)			
Base Salary: $88,426	Overtime: $3,280	Qualifications:	Academy, certified as FF1 and paramedic.

Notes:
(1) Public Safety Answering Point is the agency first answering 911 calls placed from land lines.
(2) The City has an ISO Rating of 3 for all areas.
(3) Response time statistics were calculated for all (Code 3 and Code 2) calls in all areas (including automatic and mutual aid) in 2007.
(4) Primary service area (square miles) per station operated by the City, including the Kensington station owned by KFPD.
(5) Total staff includes sworn and civilian personnel.
(6) Based on ratio of sworn full-time and on-call staff to the number of stations. Actual staffing levels of each station vary.
(7) Base salary in FY 08-09 excludes compensation for overtime hours (more than 56 weekly hours). Overtime compensation is minimal planned overtime (72 hours per year), and excludes unplanned overtime hours.

continued

Fire Service, cont.

Human Resources (continued)

Paid On-Call Firefighter

Rate:	NA - no positions.	Qualifications:	NA - no positions.

Training: Training is conducted by the City of El Cerrito training director with basic training provided by fire captains. The sworn staff spent 533 hours per person training in 2007, or 495 hours per person if fitness time is excluded. Training is conducted at NFPA standards. Joint training in EMS, operations, safety and public education is conducted with surrounding jurisdictions.

Service Challenges

There are access challenges in the fire hazard severity zone where there are windy streets with restricted access and narrow roads built in the 1960s. The wildland/urban interface threat along the eastern boundary makes hillside areas difficult to serve. There is relatively high combustibility among the prevalent unpermitted structures in East Richmond

Facilities

Station	Location	Condition	Staff per Shift	Apparatus
City Station 71	10900 San Pablo Ave. El Cerrito, CA 94530	Fair	1 Captain, 1 Engineer, 1 Firefighter, Battalion Chief	2 Type 1 engines 1 Type 4 engine 1 Type 1 aerial ladder truck
City Station 72	1520 Arlington Ave. El Cerrito, CA 94530	Excellent	1 Captain, 1 Engineer, 1 Firefighter	Type 1 engine Type 3 engine Type 4 engine
KFPD Station 65	217 Arlington Ave. Kensington CA 94707	Good	1 Captain, 1 Engineer, 1 Firefighter	Type 1 engine Type 3 engine

Infrastructure Needs/Deficiencies

Within the Hillside Natural Area, the water supply system would not meet brushfire suppression requirements under high hazard conditions, according to the City's Fire Hazard Reduction Plan. The City needs fire flow improvements, including two miles of new pipe and 11 new hydrants to improve fire flow in the area east of Arlington Blvd; the $3 million project is not funded or scheduled at this time. FS 71 is at capacity for storage equipment and employee programs (workout), lacks co-ed restrooms. The City needs to replace the building housing both FS 71 and police headquarters due to lack of space and outdated features; the $25 million project to replace the station is not funded or scheduled at this time. No vehicle needs were identified. The City relies on both the City of Richmond and ConFire for dispatch; to improve interoperability of fire department communication systems, the EBRICS project is needed and is in the planning stages.

Facility-Sharing and Regional Collaboration

Automatic Aid[8]

The City is dispatched by Richmond and is first-in service provider to adjacent areas in the City of Richmond. Similarly Richmond serves a portion of El Cerrito as first-in service provider. The City serves the unincorporated Kensington community as a contract service provider. The City is often first responder to incidents in the unincorporated East Richmond Heights area where it is a contract service provider to ConFire. As a ConFire-dispatched agency, the City both provides and receives automatic aid from the closest available resource, regardless of boundaries. The City shares its battalion chief with Richmond, ConFire, Pinole and RHFPD when there are simultaneous incidents.

Mutual Aid[9]

Through the California mutual aid plan, the City of El Cerrito may provide or receive aid throughout the western states. The City most often exchanges mutual aid response with the cities of Richmond, Albany, Berkeley and Oakland, ConFire, East Bay Regional Parks District, and CAL FIRE.

Current Practices:

FS 71 is a shared police and fire station. FS 65 is shared with the local police and community services district. The City of El Cerrito relies on the City of Richmond for dispatch and training facilities, and shares its training officer with the City of Richmond. The City shares all of its fire stations for public meetings, and some are used as polling places. The City FD participates in the East Bay Incident Management Team.

Opportunities:

El Cerrito plans to share a radio site for use by the EBRICS project.

Notes:

(8) Automatic aid is automatically-dispatched aid to territory in another provider's boundary.

(9) Mutual aid is aid to territory in another provider's boundary that is provided upon request and subject to availability, and is not automatically dispatched.

GOVERNANCE ALTERNATIVES

Three governance alternatives related to fire and EMS services were identified for the City of El Cerrito.

ANNEXATION

A governance option is for the City to annex unincorporated areas within its fire service area. Kensington and the southern portion of East Richmond Heights are within the City's existing SOI. The existing SOI does not include the northern portion of East Richmond Heights, although this area is within the City's fire service area. LAFCO's past actions prioritize the City's SOI over fire district SOIs, meaning that the City's existing SOI would allow for annexation of territory in its SOI and detachment of that territory from the respective fire district.[43]

The likelihood of annexation of East Richmond Heights would depend on the community's preferences and the fiscal impact on the City of El Cerrito.

Annexation of Kensington may not be likely. Although the Kensington FPD contracts with the City of El Cerrito for services, the Kensington CSD relies on its own paid staff for delivery of law enforcement services to the community. If the area were annexed to the City of El Cerrito, it would rely on the City for services presently provided by the Kensington CSD. It appears that the community may prefer the local control afforded by its special districts. Kensington FPD staff reported that the community "guards its local autonomy," "KFPD has tailored its services to the community," and that "Kensington residents demand local control in their community and benefit from their own local police force [and] recreation program."[44]

WEST COUNTY CONSOLIDATION

Consolidation of all west county providers is an option that was discussed in Chapter 3. Another approach would be for RHFPD, the City of Pinole and the western ConFire service areas to form a new district, and for the cities of Richmond and El Cerrito to form subsidiary districts to provide for more logical fire agency boundaries.

SUBSIDIARY DISTRICT

Formation of a subsidiary district is an option whereby the City could more strategically establish its fire service area without conforming to the City's existing boundary, formalize associated property tax transfers, and maintain City Council control over fire operations. As discussed in Chapter 3, subsidiary districts could also be implemented in the cities of Richmond and El Cerrito to help make service boundaries logical after a Battalion 7 consolidation.

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[43] Contra Costa LAFCO resolution, adopted Dec. 12, 1984, states "SOIs of the cities of El Cerrito, Pinole and Richmond shall take precedence over fire protection district SOIs. Proposals that include annexation to one of these cities consistent with that city's SOI, and concurrent detachment from a fire protection district, shall be construed as consistent with these fire protection district SOIs."

[44] Correspondence from Kensington FPD Administrator Brenda Nevallier to LAFCO consultant Beverly Burr, Dec. 3, 2008.

The City would be obligated to serve areas outside its bounds that lie within the subsidiary district. The bounds of such a subsidiary district would likely encompass the city limits and the unincorporated East Richmond Heights area where the City of El Cerrito FD is typically the first responder. Alternatively, such a subsidiary district could potentially include territory in the City of Richmond bounds where the City of El Cerrito is first responder, and could exclude territory in the City of El Cerrito bounds where the City of Richmond is first responder.

The City FD reported that it does not favor subsidiary district formation at this time, as it considers the existing automatic aid arrangement with ConFire fair and equitable, and is concerned about negative financial impacts on ConFire during the present recession.[45]

Subsidiary District Formation Process

A subsidiary district is a special district that is governed by a City Council. Such a district may include territory outside the city limits; however, the territory outside city limits may compose no more than 30 percent of the district's boundary area. If such a district were formed, East Richmond Heights would compose 16 percent of the boundary area. Similarly, the number of registered voters outside the city limits may compose no more than 30 percent of registered voters in the district's boundary area.[46]

In this case, the subsidiary district would operate under the Fire Protection District Law of 1987.[47] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[48]

Formation of a subsidiary district could be initiated by resolution of the City Council. In initiating such a reorganization, the City would file a resolution of application (including proposed terms and conditions) and a plan for services with LAFCO. Although it could be initiated by petition of the voters or by LAFCO, that would be unlikely given that formation of a subsidiary district may not occur without the consent of the affected city.[49]

The East Richmond Heights area is presently in the ConFire bounds. This reorganization option would involve detachment of the area from ConFire. If initiated by the City Council, the ConFire governing body would have 35 days to decide whether to consent or propose alternative terms and conditions. If the latter, ConFire would have an additional 35 days to prepare an alternative proposal with specific terms and conditions. If ConFire should propose alternative terms, LAFCO could deny the proposals, or choose one or the other proposal.[50]

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[45] Correspondence from City of El Cerrito Fire Chief Lance Maples to LAFCO Executive Officer, Mar. 16, 2009.

[46] Government Code §57105.

[47] Health and Safety Code §13800-13970.

[48] Health and Safety Code §13862.

[49] Government Code §56854(b).

[50] Government Code §56862.

The matter would be decided by LAFCO. An election on the matter would be held if ConFire objected to subsidiary district formation, or if 25 percent of voters took the step of filing a written protest with LAFCO.[51]

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) Residential population growth in the City of El Cerrito fire service area is projected to be comparable with the nearby cities of Pinole, San Pablo, Moraga, and Orinda, but not as rapid as is projected for the cities of Richmond and Hercules. The Del Norte BART station vicinity is an anticipated growth area. In the long-term, growth is expected to increase the population from 31,474 in 2008 to 33,930 in 2030.

2) Commercial growth in the City is projected to be comparable to neighboring Richmond, and faster than the job creation rate in the neighboring cities Moraga, Orinda and Pinole. Commercial growth areas involve transit-oriented development near the BART stations. In the long-term, growth is expected to increase the job base from 5,882 in 2008 to 8,350 in 2030.

3) There are no significant development projects or growth plans in the portion of the City's fire service area that is outside its bounds in East Richmond Heights and Kensington.

4) Service demand levels are above-average in the City's service area, with 99 incidents annually per 1,000 people compared with the countywide average of 79 incidents per 1,000.

5) The City's growth planning efforts primarily involve active capital improvement planning over a five-year planning horizon and updating its General Plan. The City does not levy development impact fees to fund fire facilities.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

6) The City operates three staffed fire stations. The station owned by KFPD is in good condition and one City-owned station is in excellent condition. City-owned Station 71 is at capacity and outdated. Replacement of FS 71, along with police headquarters, would cost $25 million and is presently unfunded. No vehicle or apparatus needs were identified.

7) The City plans for long-term capital needs by annually updating a five-year capital improvement plan. The City does not anticipate needing an additional fire station to accommodate growth. However, replacement or expansion of Station 71 would be needed to serve future growth.

[51] Government Code §56854 and 57081.

8) The City needs additional hydrants and fire flow improvements for wildland interface fires, although the associated $3 million cost is unfunded. Fire flow is adequate in the Kensington area due to recent fire flow improvements.

9) The City provides adequate service levels. The City meets response time guidelines the majority of the time, but falls short of meeting guidelines 90 percent of the time. Due to its small size, the City relies on neighboring providers to marshal adequate resources for fire-fighting. However, the City also contributes similar aid to neighboring providers. The City's staffing level of 1.2 sworn staff per 1,000 people is higher than the countywide average of 0.8, and the Bay Area average of 0.9 for urban fire providers. The City's sworn personnel have appropriate certification levels in firefighting and EMS. Training efforts are adequate, training hours per sworn staff member are higher than the countywide average. The City's fire prevention service level is high, with all parcels and businesses inspected annually.

10) The City's primary service challenges are access challenges in the high fire hazard severity zone where narrow, windy roads restrict access, and combustibility of prevalent unpermitted structures in East Richmond Heights.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

11) The City has the financial ability to provide adequate fire and EMS services. The City's expenditures per population served ($220) are comparable with the median among fire providers in the County ($209).

12) Fire service costs among smaller providers tend to be higher than among larger providers. The City has promoted efficiencies in its operation by enlarging its service area through contract service to Kensington, by sharing dispatch and training facilities with the City of Richmond and ConFire, and by requiring regular duty staff to complete fire prevention and inspection activities.

13) The City has been fiscally conservative, and does not have the significant retiree health care liabilities that most other service providers in the County amassed.

14) The City plans for long-term capital needs by annually updating a five-year capital improvement plan. The City should consider implementing development impact fees to ensure that future transit-oriented development does not have negative impacts on service levels.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

15) The City shares its dispatch and training facilities, and participates in resource-sharing through automatic and mutual aid agreements.

16) The City of Richmond's dispatch times are substantially longer than industry standards. The City of El Cerrito could reduce response times and improve inter-agency coordination and communication by encouraging consolidation of Richmond fire dispatch operations with ConFire.

17) The City is collaborating with other public safety providers in Contra Costa and Alameda counties to attempt to develop a fully interoperable communication system.

18) Consolidation of fire service providers in west Contra Costa County would offer further opportunities for sharing of facilities and resources.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

19) The City demonstrated accountability based on the measures of contested elections, constituent outreach efforts, transparency, and disclosure practices.

20) The City FD demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

21) Formation of a subsidiary fire district is an option whereby the City could more strategically establish its fire service area without conforming to the City's existing boundary, formalize associated property tax transfers, and maintain City Council control over fire operations.

22) Consolidation among west county fire providers is an option to improve the efficiency of service areas, promote facility-sharing and improve service levels.

5. CITY OF PINOLE

The City of Pinole provides fire protection and emergency medical services within the city limits and the unincorporated Tara Hills, Bayview, Montalvin Manor and Alhambra Valley communities. This chapter focuses solely on the City's fire and EMS services germane to this report. The City provides a range of municipal services. LAFCO is conducting a separate sub-regional MSR covering all services provided by the cities in west County.

AGENCY OVERVIEW

The City of Pinole is a general law City that was incorporated in 1903. The City's boundary area is 13.3 square miles, 8.1 square miles of which is submerged in the San Pablo Bay, according to the U.S. Census Bureau.

The City's SOI encompasses adjacent unincorporated areas, specifically territory in the unincorporated Tara Hills, Bayview and Montalvin Manor communities that are within the ConFire bounds and in the City FD's service area. In addition, the City's SOI includes the portion of unincorporated El Sobrante that lies north of Manor and Rancho Roads; this SOI area is within ConFire's bounds and service area. The City's SOI does not include the unincorporated Alhambra Valley area within the City FD service area.

The City has provided fire protection services since the City incorporated. The City of Pinole Fire Department (FD) has provided service since 1962 by contract to surrounding unincorporated areas that were formerly in the Pinole Fire Protection District (FPD), and has continued to serve the areas after Pinole FPD was dissolved and annexed into ConFire in 1994. Pinole FD covered the southwestern half of the City of Hercules until it joined the Rodeo-Hercules FPD in 1978.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The City is organized as a council-manager form of local municipal government. The City is governed by a five-member City Council. Council members are elected at large to four-year terms. The last contested election for a council seat occurred in 2008. Other than the Council, there is no advisory body specifically for oversight of fire and EMS services at the City.

The City conducts outreach with constituents by offering station tours, open houses and fire education programs for school children and seniors. Disaster preparedness training courses are also provided to community members. The City offers free smoke detectors to residents and installs them, offers free bicycle helmets to children, and attends career day at the local high school. The City maintains a website that contains information on fire prevention, public education programs, and citywide budget and financial reports.

With regard to customer service, complaints may be submitted directly to the Fire Chief's office, at a fire station, or by walk-in, phone calls or email to any Council member. The City does not track the number of complaints received.

The City demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO map inquiries and document requests.

MANAGEMENT

The City's Fire Department (FD) staff consists of 20 full-time staff and five paid on-call staff. Due to the relatively small size of the department, the Fire Chief and Assistant Chief are the two management personnel and share battalion chief shift responsibilities. Staff report directly to both.

Senior FD employees are evaluated annually, and others are evaluated periodically. New hires and personnel on one-year promotion probation are evaluated quarterly. The City reports it is implementing a requirement for annual performance evaluations.

City FD performance is evaluated periodically by the Insurance Services Office (ISO); an ISO evaluation was most recently completed in 1999. The FD evaluates its performance by monitoring response times. The FD conducted a benchmarking study in 1996 prior to the addition of a second staffed fire station; that study compared service levels and financing to adjacent providers and other small Bay Area cities.[52] The City conducts occasional studies regarding optimal fire service configuration and government structure options, some of them conducted jointly with adjacent providers.

The City monitors productivity by tracking workload indicators, such as service calls, inspections, building plan reviews, and fire investigations, on an annual basis. Management practices in use by the City include adoption of a three-year expenditure control budgeting plan in 2008 to implement cost reduction strategies. Strategies include consolidation of police dispatch with neighboring providers to achieve economies of scale, consideration of inclusion of overhead costs in the City's fire service contract, and consideration of annexation to ConFire.[53]

The City has increased service levels and reaped cost efficiencies in the past by enhancing regional collaboration, such as its 1999 decision to contract with ConFire as a secondary PSAP and dispatching agency for fire personnel. The City implemented a sprinkler ordinance in the 1970s, requiring all new commercial buildings, new residences and substantially remodeled residences to install sprinkler systems.

The City reported that its financial planning efforts include annual budgets, three-year budget projections, annual financial audits, and capital improvement plans. The City's most recent audit was completed for FY 07-08. The City produced a three-year capital improvement plan (CIP) in 2008, and updates its CIP annually. The City charges development impact fees (DIFs) to ensure that new development pays for growth-related infrastructure needs. To do so, the City prepares a DIF nexus study (last updated in 2008).[54]

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[52] City of Pinole Fire Chief W. Mike Radcliffe, *Pinole Fire Department Fire Service Delivery Study: Challenges and Solutions*, July 31, 1996.

[53] *Memorandum from Finance Director Richard Loomis to Interim City Manager Charles Long*, Oct. 21, 2008.

[54] City of Pinole, *Development Impact Mitigation Fee Feasibility/Nexus Study*, May 2008, pp. 18-21.

The City received several awards for its accomplishments between 2003 and 2008, including various awards for the City's budget and financial statements. The Fire Department's accomplishments in recent years include implementing and staffing a second fire station, full transition to accredited paramedic service, hiring the first minorities and women in the Department's history, purchasing the FD's first aerial truck, and responding to the Gulf Coast after Hurricane Katrina.

SERVICE DEMAND AND GROWTH

Land uses within the City bounds are residential, commercial, industrial, and open space. Most of the residential areas in the City are low density: they are located in southern Pinole and Pinole Valley south of I-80 along Pinole Valley Road corridor, in western Pinole north of I-80 and in northern Pinole north of San Pablo Avenue and south of the Bayfront. Most of the high-density residential neighborhoods are concentrated along Sunnyview Road in the northwestern portion of the City. Commercial land use areas are located along Fitzgerald Drive adjacent to the I-80 and Appian Way interchange, in Old Town Pinole and along San Pablo Avenue in the western portion of the City. Light industrial uses are also situated along San Pablo Avenue. Open space areas are located throughout the City.[55]

The City FD considers its customer base to be the residents and businesses in its service areas as well as those living or traveling through the area, the structures in its service area, and the parks and open spaces. Service demand tends to be higher during peak commute periods.

The City's northwest station (FS 73) experiences higher call volumes than its southeastern station (FS 74). FS 73 responded to 1,756 service calls in 2007, and FS 74 responded to 785 such calls. By comparison, the median fire station in the County fielded 1,207 calls.

There were an estimated 5,840 jobs located in the City in 2005, according to ABAG. The City's records indicate there are 570 businesses at commercial addresses and 320 home-based businesses. Local business activities are predominantly governmental and retail. Major employers include the West Contra Costa USD, the City of Pinole, big box retailers (Orchard Supply Hardware, K-Mart, Target), and grocery stores. High-risk occupancies include two major rail lines, underground petroleum pipelines, eleven schools, a hospital and several large senior housing complexes, and properties located in the high fire hazard severity zone in east Pinole and Alhambra Valley. ABAG projects that the City will experience slower commercial growth than the countywide average. Specifically, the number of jobs in the City is projected to grow by 23 percent between 2010 and 2030, and reach 7,560 jobs by 2030. This is slightly slower than projected job growth in the neighboring City of Richmond, and much slower than in adjacent Rodeo-Hercules FPD.

The estimated residential population in the City bounds was 19,193 in January 2008, according to the California Department of Finance. The estimated residential population in the City's fire service area was 31,068 in 2008, based on analysis of GIS, Census and 2007 ABAG projections data. The City's population density is approximately 3,690 per square mile, compared with the countywide average density of 3,605 in cities. ABAG projects that the City's residential population will grow by eight percent between 2010 and 2030. By comparison, the countywide average population growth is

[55] City of Pinole, *City of Pinole General Plan Update, Land Use and Economic Development*, 2007, p. 3-4

projected at 18 percent over the same period. The City's residential growth is expected to be faster than in nearby San Pablo, but not as rapid as is projected for the cities of Richmond and Hercules. The City population is projected to reach 21,800 by 2030, according to ABAG, and the City anticipates its population will grow to 20,124 by 2030.[56]

The City of Pinole is nearly built-out with some parcels left undeveloped that are not classified as open space areas.[57] The City plans to open a new shopping center in 2008. In 2006, properties along San Pablo Avenue were rezoned to Planned Development. More specifically, the planned projects include a mixed-use project called Fernandez Corner, development of underutilized properties at the intersection of Sunnyview and San Pablo Avenue, remodeling of Memorial Hall; a light industrial park called Pinole Shores Business Park; a mixed use project located at 2301 San Pablo Avenue; the Pear Street Bistro situated at 2395 San Pablo Avenue; and the Pinole Valley Shopping Center. There is strong public support for Old Town redevelopment. Residents would like more shops, restaurants, activities, a grocery store, and development of the remaining vacant lots.[58] The City encourages economic and business development within the City boundaries.

The City's General Plan was last updated in 1995. The City adopted the following fire protection standards: a five-minute response time for at least 90 percent of emergency calls, minimum water flow of 3,500 gallons per minute and roadway turn-arounds with a minimum inside turning radius of 37.5 feet.[59] In order to meet the adopted standards and adequately protect residents and wildland from fire hazards, the City adopted several policies and programs: require capital facilities to be sufficient to maintain necessary service levels,[60] promote public awareness and caution regarding fire safety and publicize disaster plans,[61] and update building and other codes to address fire hazards.[62]

The Pinole FD reported that it has the capacity to serve anticipated growth. Growth in the general area has affected services due to the effect of increased congestion on response times.

FINANCING

The City reported that the current financing level is generally adequate to deliver services at an appropriate service level, but is not sustainable. The City's service area requires two staffed stations. The City added a second station and staffed crew in 2001, but lacks long-term funding for the second crew. Financial pressures include the scheduled 2012 sunset of the City's utility users tax, the scheduled 2015 sunset of the City's redevelopment project area spending authority, cost inflation trends that exceed revenue projections, extraordinary wastewater expenses to bring the City's

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[56] City of Pinole, *Development Impact Mitigation Fee Feasibility/Nexus Study*, May 2008, p. 19.

[57] City of Pinole, *City of Pinole General Plan Update*, 2007, p. 2-3.

[58] City of Pinole, *City of Pinole General Plan Update*, 2007, p. 24.

[59] City of Pinole, *City of Pinole General Plan*, 1995, p. 9-13.

[60] City of Pinole, *City of Pinole General Plan*, 1995, p. 9-13.

[61] City of Pinole, *City of Pinole General Plan*, 1995, p. 8-10.

[62] City of Pinole, *City of Pinole General Plan*, 1995, p. 8-15.

wastewater plant into compliance with regulatory requirements, and historically inadequate wastewater fees (until FY 06-07).[63] The City approved a half-cent sales tax in 2006 for funding public safety. The City does not charge a fire safety assessment, and is not considering a ballot measure to establish one. Financing opportunities include grant funding, voter-approved extension of the utility users' tax, consolidation into a larger fire department to achieve economies of scale and reduce costs, and implementation of insurance reimbursement billing for medical response to vehicle accidents.[64] The City adopted a three-year expenditure control budgeting plan in 2008 to implement cost reduction strategies. The City's objective is to adapt without layoffs; to do so, the City plans to finance general fund operating deficits in FY 08-09 through FY 10-11 through a $2.3 million load from the redevelopment agency and has offered voluntary severance packages.[65] The FD is adapting to budget pressures in FY 08-09 by reducing two positions to half-time status.

Property and sales tax revenues had declined in FY 07-8 compared with the prior year. During the recessionary FY 08-09, the City reported that the economic environment is stable but weakening.[66] The Department's FY 08-09 budget increased three percent over the prior year primarily due to inflation and negotiated pay increases. By contrast, the City's general fund revenues had been projected to decrease one percent in FY 08-09 over the prior year.[67]

The City practices appropriate fund accounting in its financial statements.

The City's total FD revenues, including general fund obligations, were $4.0 million in FY 06-07, and were projected at $4.0 million in FY 08-09. Revenue sources include the general fund (72 percent), contract service payments from ConFire (eight percent), Measure S public safety sales tax (14 percent), development impact fees (four percent), and redevelopment agency (two percent). Overall, the City's general fund revenues were $12.3 million in FY 07-08, composed of property taxes (16 percent), sales taxes (38 percent), utility taxes (16 percent), other taxes (seven percent), intergovernmental revenues (12 percent), service charges (nine percent), and other revenues (two percent). ConFire pays the City $0.3 million annually for contract response services within its bounds; the contract provides for four percent annual growth in the payment amount. The City's fire-related development impact fee is $1,468 per new housing unit in a single-family structure.

The City's FD expenditures were $4.0 million in 06-07. Of this amount, 83 percent was spent on compensation, eight percent on services and supplies, and nine percent on equipment. Expenditures include $120,000 annually for ConFire dispatch services.

The City had a total of $64 million in long-term debt from governmental activities at the end of FY 07-08. Redevelopment bonds composed most of the debt (87 percent). Other debt included pension obligation bonds, capital leases, mortgages payable and compensated absences. The City

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[63] City of Pinole, *Comprehensive Annual Financial Report for the Fiscal Year Ended June 30, 2008*, 2008, p.3.

[64] The City has estimated that annexation to ConFire would save the City's general fund approximately $280,000 annually by shifting a portion of redevelopment tax increment revenues to the fire district.

[65] *Memorandum from Finance Director Richard Loomis to Interim City Manager Charles Long*, Oct. 21, 2008.

[66] City of Pinole, *Comprehensive Annual Financial Report for the Fiscal Year Ended June 30, 2008*, 2008, p. iii.

[67] City of Pinole, *Budget for Fiscal Years 2008-2009, 2009-2010 & 2010-2011*, 2008, p. 7.

offers public safety employees retirement benefits through a CALPERS defined benefit pension plan. The public safety (i.e., police and fire) pension was 85 percent funded at the end of FY 05-06; however, the City issued pension obligation bonds to fund the liability in 2006. The outstanding debt was $6.2 million at the end of FY 07-08. The City offer post-retirement health care benefits (i.e., OPEB) to employees which has not been advance-funded to date. The City is required to disclose its OPEB liability by the end of FY 08-09.

The City does not have an adopted policy on financial reserves, but generally attempts to have a 10 percent reserve fund. The City had -$0.6 million in unreserved, undesignated fund balances in its general fund at the end of FY 07-08, having expended its general fund reserves in the prior fiscal year. The City carried a positive fund balance in its redevelopment agency projects and housing set-aside funds. The City had a positive general fund balance at the beginning of FY 06-07, most of which was used to finance a budget deficit that year, and had a modest ($0.6 million) general fund balance at the beginning of FY 07-08.

The District engages in joint financing arrangements related to insurance. The City is a member of the Municipal Pooling Authority, a joint powers authority, for liability and workers compensation insurance.

FIRE SERVICE

NATURE AND EXTENT

The City provides fire suppression (structural, vehicle, and vegetation fires) and prevention, Basic Life Support (BLS) and Advanced Life Support (ALS) for medical emergencies, rescue, initial hazardous materials response, fire inspection, education, and fire-related permit services.

The City provides ALS until American Medical Response (AMR), a privately owned ambulance company, arrives to continue ALS and provide ambulance transport services.

The City's primary fire prevention strategies are public education, an aggressive smoke detector program, early notification by commercial alarm systems, full commercial sprinkler ordinance, and a very strong first alarm response assignment. The FD conducts a vegetation inspection annually of each parcel in the City bounds.

The City responds to hazardous material incidents to provide initial identification, isolation and decontamination. The Contra Costa County Health Services Department provides specialized hazardous material response.

The City checks fire plans for new development prior to construction, conducting 90 building plan reviews in FY 07-08. The City FD conducted 290 inspections and 115 fire investigations in FY 07-08. The City inspects restaurants, assembly halls, and health and senior facilities annually, and inspects other businesses once every three years.

Dispatch Services

All 911 calls made from land lines in the city limits are automatically routed to the City of Pinole Police Department, which is the Public Safety Answering Point (PSAP). Calls from land lines in the

unincorporated areas within the City's fire service area are automatically routed to the Contra Costa county Sheriff. Once the PSAP dispatcher determines a call requires fire department response, the call is relayed to the ConFire secondary PSAP. ConFire directly dispatches the City's staff. The City participates in closest-resource dispatching (cross-border) through ConFire. For medical emergencies, the PSAP calls AMR and the company dispatches the nearest ambulance.

Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP relays calls requiring both law enforcement and fire/EMS response (e.g., auto accidents) to the primary PSAP, and dispatching follows the protocol discussed above. EMS calls are often routed directly to the secondary PSAP (ConFire). The City of Pinole has not begun to implement taking wireless calls directly.

Radios are interoperable with all adjacent providers except the City of Richmond. The City's radio communication system allows communication with all other fire resources in the State. To communicate with the City of Richmond, the City relies on a small number of handheld radios. The handheld radios allow communication with Richmond's dispatch, but only limited tactical communications with Richmond personnel in the field. There are not enough radios for Pinole crews to integrate fully with Richmond.

LOCATION

The City provides first-in service to its boundary area (except offshore areas) and adjacent ConFire areas, as shown on Map 5-2.

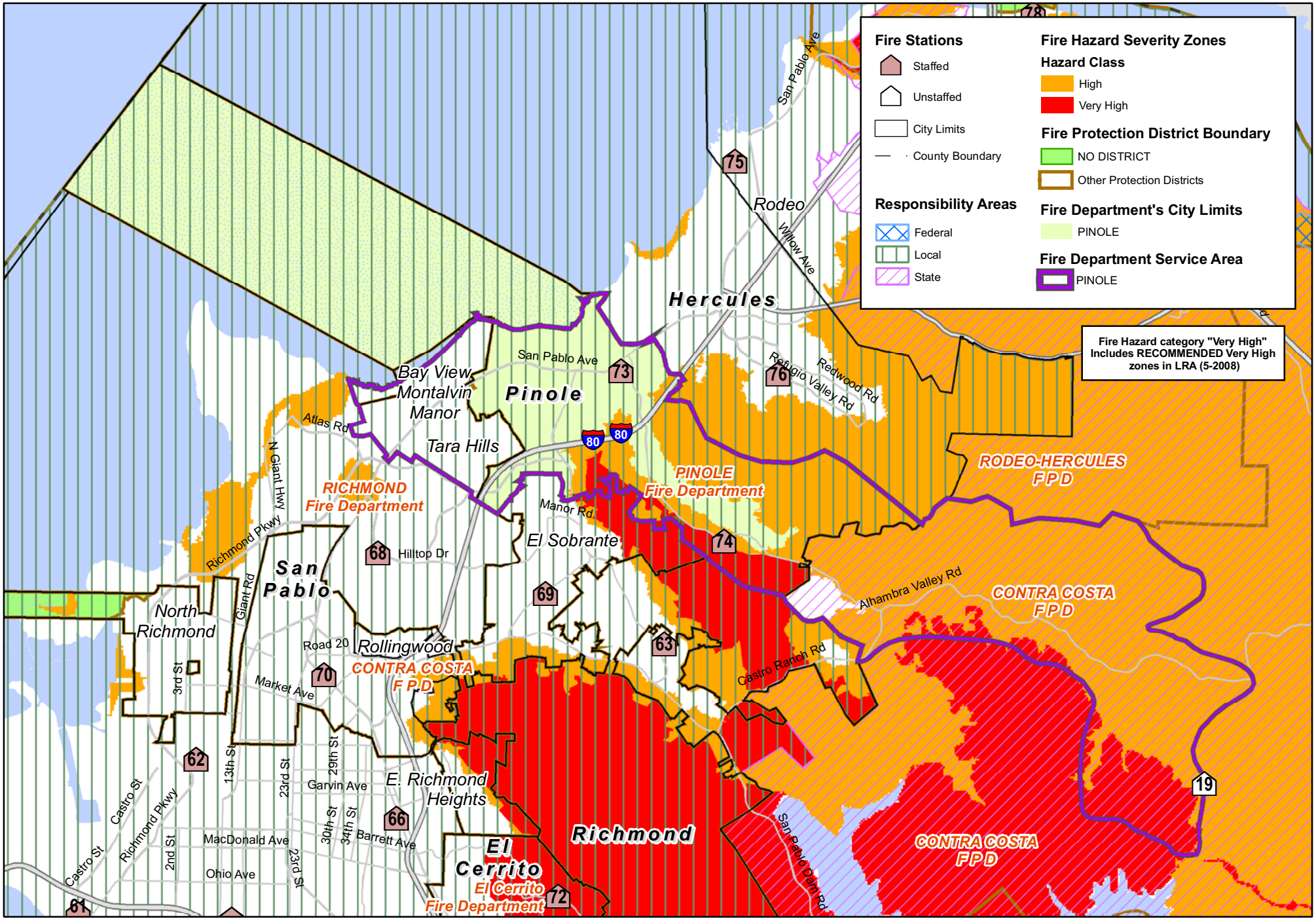
The City provides service outside its bounds. The City provides automatic aid to unincorporated Tara Hills, Montalvin Manor, Bayview, and Alhambra Valley. As a ConFire-dispatched agency, the City both provides and receives automatic aid from the closest available resource, regardless of boundaries. The City FD often responds to medical incidents in El Sobrante, San Pablo and RHFPD areas. As structure fires receive a response from five engines and there are two engine companies in the City of Pinole, the City responds to structure fires throughout the ConFire western service areas and RHFPD, and receives response from these adjacent providers to structure fires within the city limits. When both of the city's engines are occupied by service calls, other apparatus from ConFire or RHFPD stations cover FS 73. The City's two chief officers cover the command duty one-third of the time for the Battalion 7 area, sharing the responsibility with ConFire and RHFPD; the battalion chief participates in joint training and drills with ConFire and RHFPD. The Battalion 7 area covers the City of Pinole, RHFPD and western ConFire service areas.

The City provides mutual aid most often to the City of Richmond with approximately 12 annual responses provided and six responses received, respectively.

Overlapping service providers include the various automatic and mutual aid providers discussed above as well as the U.S. Coast Guard and EBRPD. The U.S. Coast Guard responds to off-shore fire and EMS incidents within navigable waters, such as those in the Bay that lie within the City's bounds but not its service area. EBRPD specializes in handling brush fires and EMS incidents in regional parks (e.g., Point Pinole), although the City is the official first responder for structure fires and EMS incidents.

Map 5-1

Pinole Fire Department Boundary and Service Area



Map created 04/21/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

Note: The boundary is the geographic area where the fire provider is legally responsible for providing service. The service area on this map is an approximation of the geographic area where this fire provider was typically the first provider (as of January 2009) to arrive on scene. To minimize response times, actual service areas differ from boundaries as a result of dispatching practices, service contracts, automatic aid agreements, and other agreements.

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

INFRASTRUCTURE

The City operates two fire stations, both of which are staffed 24 hours a day. Both stations are in good condition. FS 73 needs upgraded training facilities, and classroom improvements. The City anticipates that in the long-term relocation of FS 73 would enhance service levels in west county. FS 74 was built in 2003.

Existing frontline equipment includes two Type 1 engines, one Type 2 engine, one Type 3 engine, one Type 4 engine, and a quint. The City reported no present apparatus needs.

The City's water resources for fire-fighting purposes include fire hydrants and water bodies. Urban areas in Pinole, Tara Hills, Bayview and Montalvin Manor are fully covered with hydrants. Wildland areas lack hydrants; fire-fighting in wildland areas is conducted with water in tanks on the Type 3 engines. In these areas, the City would draft water if needed from the Bay, swimming pools or other water sources. Fire flow is reportedly adequate in the urban portion of the City's service area, with the exception of upper ridge neighborhoods in Pinole Valley and the Appian Way/Tara Hills intersection. Fire flow is inadequate in the easternmost portion of the service area in outer Alhambra Valley; however, due to low densities in the eastern portion of the service area, hydrants are unlikely to be added there.

Completion of an emergency easement at the end of Galbreath Rd. to connect it to the Rancho Rd. area in El Sobrante would reduce travel times for FS 63 (Richmond) and 69 (ConFire's El Sobrante station) by several miles, and improve response times in this high fire hazard area.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. The City has an ISO rating of four in the city limits.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. NFPA guidelines call for career fire departments to respond within six minutes 90 percent of the time, with the response time including three components: dispatch time of no more than one minute,[68] turn-out time of no more than one minute, and travel time of no more than four minutes.[69] The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, the

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[68] National Fire Protection Association, *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2007. The dispatch time standard is one minute 95 percent of the time.

[69] National Fire Protection Association, *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2001, p. 6.

entire city is classified as urban.[70] The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. For emergency (Code 3) medical calls, the City is required by the Contra Costa County EMS Agency (LEMSA) to respond within six minutes 90 percent of the time, excluding dispatch time. The City's adopted policy goal is a five-minute response time 90 percent of the time. The City's 90th percentile response time for Code 3 calls in the city limits was 7:25 minutes in 2007, and its median response time was 5:01 minutes. When first response by AMR and automatic aid are considered, the 90th percentile response time was 7:02 minutes and the median was 4:48 minutes. Response times exclude dispatch time. ConFire's median dispatch time was 1:10 minutes and the 90th percentile was 2:06 minutes for calls originating in Pinole.

The City reported that its service level is relatively uniform throughout the City bounds. There are no perceptible differences within the City in service levels, except those relating to the distance of a particular property from the nearest fire station.

The fire service area includes the shoreline, a significant wildland interface, underground pipelines, a freeway, and railroad. Emergency response times are affected by congestion, particularly at the mouth of Pinole Valley, during peak commuter periods. The configuration of the service area is constrained by topography such that there are few areas that have grid coverage from multiple stations and response is funneled through gateways at the foot of each valley. Due to distance from the nearest fire station, response times tend to be longer on Alhambra Valley Rd. and Castro Ranch Rd. Financing is a challenge, and will become more challenging when the City's utility users tax sunsets in 2012.

[70] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

Table 5-1: City of Pinole Fire Service Profile

Fire Service			
Service Configuration			
Fire Suppression	City of Pinole	PSAP [1]	Pinole PD & County Sheriff
EMS - Basic Life Support	City of Pinole	Fire/EMS Dispatch	ConFire
EMS - Paramedic	City of Pinole	Building Review	City of Pinole
Ambulance Transport	American Medical Response	Public Education	City of Pinole
Hazardous Materials	Richmond & County Health	Abatement	City of Pinole
Fire Investigation	City of Pinole	Academy	State Fire Marshal & City
Service Demand			
	All Calls	**Priority "Code 3"**	**Non-Priority "Code 2"**
Annual Calls 2007	2,380	1,695	685
% EMS	73%	81%	52%
% Fire/Haz-Mat	13%	7%	25%
% Alarm	4%	1%	10%
% Other	11%	10%	13%
Service Calls per 1,000	85	61	25
% Auto Aid Given	34%	% Auto Aid Received	15%
Wildland Fires	'There are typically about 50 annually, although there were 30 in 2007, with the number varying based on weather and fluctuations in fireworks and arson activity. The Pinole Ridge Fire in summer 2002 was the largest fire in recent years. Most of the area east of I-80 is in a High Fire Hazard Severity Zone, and portions of Alhambra Valley are in a Very High Fire Hazard Severity Zone. The hillside natural area is fire-prone, particularly along the periphery of the park in flat, grassy areas. The City provides initial response, and CAL FIRE mobilizes its full vegetation response capabilities for fires on Pinole Ridge. EBRPD and Marin County Fire often serve as state-assigned resources when CAL FIRE is mobilized. There is no active Fire Safe Council in the City's service area.		
Service Adequacy		**Resources**	
ISO Rating	4 / 3 / 9 [2]	Fire Stations	2
Median Response Time (min) [3]	5:01	Sq. Miles Served per Station [4]	6.6
90th Percentile Response Time (min)	7:25	Total Staff [5]	25
Response Time Base Year	2007	Total Full-time Firefighters	19
Percent Certified as FF1	100%	Total On-call Firefighters	5
Percent Certified as FF2 or more	20%	Total Sworn Staff per Station [6]	12.0
Percent Certified as EMT-1	100%	Total Sworn Staff per 1,000	0.9
Percent Certified as Paramedic/ALS	50%	Staffing Base Year	2008

Notes:
(1) Public Safety Answering Point is the agency first answering 911 calls placed from land lines.
(2) The City has an ISO Rating of 4 for all areas within its bounds. Its urban contract service area has an ISO rating of 3 in the urban areas and 9 in outlying Alhambra Valley.
(3) Response time statistics were calculated for Code 3 (priority) calls in city limits in 2007, and exclude dispatch time.
(4) Primary service area (square miles) per station. Service area excludes submerged areas in San Pablo Bay.
(5) Total staff includes sworn and civilian personnel.
(6) Based on ratio of sworn full-time and on-call staff to the number of stations. Actual staffing levels of each station vary.

continued

Fire Service, cont.

Human Resources[7]

Bargaining Unit:	United Professional Firefighters Local 1230		
Schedule:	48 hours on, 96 hours off rotation		
Full-time Firefighter (Top Step at Five Years Experience)			
Base Salary: $71,864	Overtime: $2,744	Qualifications:	Academy, certified as FF1 and EMT.
Full-time Paramedic (Top Step at Five Years Experience)			
Base Salary: $79,051	Overtime: $3,019	Qualifications:	Academy, certified as FF1 and paramedic.
Paid On-Call Firefighter			
Rate:	$9.50-$11.00/hour on-call or training (rate depends on position level)	Qualifications:	Certified as FF1 and EMT.

Training: New recruits are trained as drivers and in state rescue systems. Training is provided by the City, the State fire Marshal and other providers in the region. Current efforts are focusing on standardized operational procedures, with heavy reliance on regional training. The agency's standards are to meet CFSTES state certification standards for most subject areas (Fire Officer, Driver Operator, etc.), and to meet County standards in EMS training. The sworn staff spent approximately 100 hours per person training in 2007, excluding off-site State Fire Marshal training. Joint training in EMS, operations, safety and public education is conducted with surrounding jurisdictions, including ConFire. Pinole Fire seldom trains specifically with AMR, the ambulance provider, but reports an excellent working relationship with AMR.

Service Challenges

The fire service area includes the shoreline, a significant wildland interface, underground pipelines, a freeway, and railroad. Emergency response times are affected by congestion, particularly at the mouth of Pinole Valley, during peak commuter periods. The configuration of the service area is constrained by topography such that there are few areas that have grid coverage from multiple stations and response is funneled through gateways at the foot of each valley. Due to distance from the nearest fire station, response times tend to be longer on Alhambra Valley Rd. and Castro Ranch Rd. Financing is a challenge, and will become more challenging when the City's utility users tax sunsets in 2012.

Facilities

Station	Location	Condition	Staff per Shift	Apparatus
Station 73	880 Tennent Ave Pinole, CA 94564	Good	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine, 1 Type 4 engine, 1 quint
Station 74	3700 Pinole Valley Rd. Pinole, CA 94564	Good	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine 1 Type 2 engine

Infrastructure Needs/Deficiencies

FS 73 needs upgraded training facilities, and classroom improvements. The City anticipates that in the long-term relocation of FS 73 would enhance service levels in west county. No vehicle needs were identified. To improve interoperability of fire department communication systems, the EBRICS project is needed and is in the planning stages. Completion of an emergency easement at the end of Galbreath Rd. to connect it to the Rancho Rd. area in El Sobrante would reduce travel times for FS 63 and 69 by several miles, and improve response times in this high fire hazard area. Growth in the unincorporated Alhambra Valley could potentially trigger a need for an additional station.

Facility-Sharing and Regional Collaboration

Automatic Aid[8]

The City provides automatic aid to unincorporated Tara Hills, Montalvin Manor, Bay View, and Alhambra Valley. As a ConFire-dispatched agency, the City both provides and receives automatic aid from the closest available resource, regardless of boundaries. The City's two chief officers cover command duty one-third of the time for the Battalion 7 area, sharing the responsibility with ConFire and RHFPD; the battalion chief participates in joint training and drills with ConFire and RHFPD.

Notes:
(7) Base salary in FY 08-09 excludes compensation for overtime hours (more than 56 weekly hours). Overtime compensation is minimal planned overtime (72 hours per year), and excludes unplanned overtime hours.
(8) Automatic aid is automatically-dispatched aid to territory in another provider's boundary.

continued

Fire Service, cont.
Facility-Sharing and Regional Collaboration (continued)
Mutual Aid[9] Through the California mutual aid plan, the City of Pinole may provide or receive aid throughout California. The City most often exchanges mutual aid response with the City of Richmond, East Bay Regional Parks District and CAL FIRE. **Current Practices:** FS 73 is a shared police and fire station. The City of Pinole relies on ConFire for dispatch and training facilities. The City shares its quint apparatus and battalion chief through the automatic aid system, and relies on those at neighboring RHFPD and ConFire. **Opportunities:** There are opportunities to share training, fire investigation and fire prevention staffing if the City were fully consolidated with a larger service provider. There are opportunities to reduce per capita service costs by consolidating with a larger service provider. Several undeveloped or underdeveloped parcels currently exist at the City boundary on Appian Way and could house a shared Pinole/Confire/County Sheriff public safety facility. The City is open to sharing stations with other agencies when sensible, such as allowing CalFire to staff seasonal coverage at FS 74. The City FD could potentially enhance its reserve program and disaster preparedness by consolidating the program with adjacent providers' reserve programs. The City's fire headquarters is well-suited to serve an EOC function in west county with some improvements.
Notes: (9) Mutual aid is aid to territory in another provider's boundary that is provided upon request and subject to availability, and is not automatically dispatched.

GOVERNANCE ALTERNATIVES

Three governance alternatives related to fire and EMS services were identified for the City of Pinole.

ANNEXATION

A governance option is for the City to annex unincorporated areas within its fire service area.

The City's SOI encompasses adjacent unincorporated areas, specifically territory in the unincorporated Tara Hills, Bayview and Montalvin Manor communities that are within the ConFire bounds and in the City FD's service area. In addition, the City's SOI includes the portion of unincorporated El Sobrante that lies north of Manor and Rancho Roads; this SOI area is within ConFire's bounds and service area. The City's SOI does not include the unincorporated Alhambra Valley area within the City FD service area. Adjacent territory within the City's SOI is not within the existing ConFire SOI. In other words, existing SOIs would be consistent with proposals for the City to annex territory in its SOI and detach that territory from ConFire.[71]

The likelihood of annexation of such areas would depend on the community's preferences and the fiscal impact on the City of Pinole.

[71] The ConFire SOI will be updated after the Commission adopts this MSR, and may differ from the existing SOI. The City's SOI will be updated by LAFCO in the coming years, as provided in LAFCO's MSR and SOI update work program.

WEST COUNTY CONSOLIDATION

A governance option is to consolidate west county fire providers to improve the efficiency of service areas, promote facility-sharing and improve service levels. The illogical boundaries of the City of Richmond contribute to illogical and inefficient service areas for both ConFire and the City of Richmond. The City of Richmond serves an oddly configured area due to the nature of the city boundaries. ConFire must service non-contiguous areas surrounded by territory in the City of Richmond. As unincorporated territory in El Sobrante was annexed over the years to the City of Richmond, the ConFire service area in west County became smaller and less efficient to serve.

For further discussion of this option, please refer to Chapter 3.

A potentially feasible option is consolidation of Pinole, RHFPD and adjacent ConFire service areas. Crockett-Carquinez FPD could potentially be included at its existing service levels. RHFPD is the only existing independent special district among these providers, and places a high value on local governance and accountability. Consolidation could take the legal form of annexation of these areas to RHFPD, along with renaming of the District. Alternatively, it could be accomplished by forming a new district into which the districts would be consolidated and other areas annexed. Under this approach, the cities of Richmond and El Cerrito could potentially form subsidiary districts to provide for more logical fire agency boundaries.

ANNEXATION TO CONFIRE

Annexation of the City of Pinole to ConFire is a governance alternative that would allow for reconfiguration of fire stations in west County. If accomplished in the near-term, the City's redevelopment agency could finance a new and more strategically located west County fire station. The redevelopment agency's spending authority sunsets in 2015.

The City's entire property tax share is 19 percent. Property taxes generated $1.9 million in revenues for the City's general fund in FY 07-08. The City also receives $0.3 million in contract service payments from ConFire. In addition, a portion of the City's Measure S public safety sales tax finances $0.6 million in fire-related expenditures. Combined these revenues would cover 73 percent of the City's $4 million in fire expenditures in FY 07-08. Such potentially transferable revenues would cover ConFire's marginal costs of staffing 1.2 fire stations. That could be more appealing to ConFire than the alternative of the City closing one of its fire stations altogether.

The likelihood of this governance alternative would depend on fiscal impacts on ConFire of this option and the consolidation option, and on the fiscal and service impacts on RHFPD. Annexation of Pinole to ConFire could have negative effects on RHFPD due to the central location of Pinole in the Battalion 7 collaboration and a strong preference at RHFPD for the local control afforded by an independent fire district.

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) Residential population growth in the City boundary is projected to be relatively slow compared with neighboring areas, particularly the City of Hercules. Potential residential growth areas include mixed use and infill projects. In the long-term, growth is expected to increase the population from 19,193 in 2008 to 21,800 in 2030.

2) Commercial growth is projected to be somewhat slow in the City compared with neighboring areas. Potential commercial growth areas include a shopping center, a light industrial park, and mixed use projects. In the long-term, growth is expected to increase the job base from 6,014 in 2008 to 7,560 in 2030.

3) Of the City's 13 square mile boundary area, approximately eight square miles are submerged in the Bay. Development of bridges that would require fire protection in this area is unlikely in the future. The City FD does not own a rescue boat and does not provide off-shore services.

4) There are no significant development projects or growth plans in the portion of the Pinole fire service area that is outside its bounds in Tara Hills, Bayview or Alhambra Valley.

5) Service demand levels are above-average in the Pinole service area, with 85 incidents annually per 1,000 people compared with the countywide average of 79 incidents per 1,000.

6) The City presently engages in growth planning by preparing a development impact fee nexus study and a three-year capital improvement plan.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

7) Pinole FD operates two staffed fire stations, both of which are in good condition. The location of FS 73 could be more strategic; replacement of the station with one located farther south would be an improvement. Station 73 is not strategically located to optimize response times. No apparatus needs were identified.

8) Completion of an emergency easement at the end of Galbreath Rd. to connect it to the Rancho Rd. area in El Sobrante would reduce travel times for Stations 63 and 69 by several miles, and improve response times in this high fire hazard area.

9) The City's financial management practices include planning for capital needs by annually updating a three-year capital improvement plan and conducting annual audits and three-year budget projections. The City could better plan sustainable increases in employee compensation packages if it prepared long-term budget projections. The City could best evaluate its service configuration options if it prepares fiscal impact analysis.

10) In the urban areas, the City makes best efforts to provide adequate service levels. Pinole FD meets response time guidelines much of the time, but falls short of meeting guidelines 90 percent of the time. Due to its small size, the City FD relies on neighboring providers to marshal adequate resources for fire-fighting. However, the City also contributes similar aid to neighboring providers who similarly lack enough staff or apparatus to staff a full response team for structure firefighting. The City's staffing level of 0.7 sworn staff per 1,000 people is somewhat lower than the countywide average (0.8) and the Bay Area average for urban fire providers (0.9). Training may need to be enhanced; training hours per sworn staff member were below-average.

11) Alhambra Valley and other outlying eastern portions of the Pinole fire service area lack fire hydrants, and experience longer response times due to distance from fire stations and the hilly topography. Growth potential in these areas is constrained by the urban limit line and development of hydrants is infeasible due to relatively low densities in these areas. The City relies on water tanks on its transported engines, and water tenders from neighboring jurisdictions to provide effective fire-fighting service to these areas.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

12) The City's financial ability to provide adequate fire and EMS services is strained and does not appear to be sustainable. The City's expenditures per population served ($145) are relatively low compared with the median among fire providers in the County ($209). Only Crockett-Carquinez FPD and ECCFPD, both of which rely heavily on paid on-call reserves, manage to spend less on a per capita basis.

13) Fire service costs among smaller providers tend to be higher than among larger providers. The City has promoted efficiencies in its operation by enlarging its service area through contract service to ConFire, by sharing dispatch and training facilities with ConFire, and by rotating battalion chief duty shifts with other providers.

14) Like many other service providers, the City has accumulated debt associated with pension and retiree health benefits. Pinole lacked adequate financial reserves at the end of FY 07-08.

15) City spending levels are not sustainable. The City's utility users tax generates 16 percent of general fund revenue and is scheduled to sunset in 2012. The redevelopment agency has positive financial reserves at this time, but its spending authority sunsets in 2015. In addition, the City faces extraordinary costs for its wastewater plant and had historically undercharged for wastewater fees. The City has implemented an expenditure control budgeting plan in an effort to recover. The City plans to finance general fund operating deficits through FY 10-11 with a redevelopment loan and to offer voluntary severance packages.

16) The City cannot sustain the costs of staffing two fire stations.

17) The City FD's salary levels are the second lowest among urban fire providers in the County. As a result, costs would be even higher if another provider were to take on the costs of operating one of the Pinole stations. Optimal short-term solutions might involve contractual service arrangements or a greater reliance on on-call reserves.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

18) The City practices facility-sharing and regional collaboration to economize on costs and improve service levels.

19) In many ways, Pinole operations are functionally consolidated with ConFire and RHFPD. Pinole and RHFPD rely on ConFire for dispatch, radio and training facilities. Pinole participates in closest-resource dispatching, and responds to emergencies in RHFPD, ConFire, and Crockett-Carquinez FPD regardless of boundaries. Pinole shares its battalion chief with ConFire and RHFPD, with the three providers rotating this responsibility on an equal shift basis and training jointly. The three providers also share a ladder truck.

20) Pinole provides and receives automatic aid with other ConFire-dispatched agencies. The City exchanges mutual aid response. Joint training in EMS and classroom training in structure firefighting and initial hazardous materials response is conducted with surrounding jurisdictions.

21) The City is collaborating with other public safety providers in Contra Costa and Alameda counties to attempt to develop a fully interoperable communication system.

22) Consolidation of fire service providers in west Contra Costa County would offer further opportunities for sharing of facilities and resources.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

23) The City demonstrated accountability based on the measures of contested elections, constituent outreach efforts, transparency, and disclosure practices.

24) The City FD demonstrated full accountability and transparency by disclosing financial and service-related information in response to LAFCO requests.

25) Consolidation among west county fire providers is an option to improve the efficiency of service areas, promote facility-sharing and improve service levels.

26) Annexation of Pinole to ConFire or RHFPD are options that would allow for reconfiguration of fire stations in west County.

27) Annexation of unincorporated areas in the City's fire service area to the city limits is an option.

6. CITY OF RICHMOND

The City of Richmond provides fire protection and emergency medical services within the city limits, adjacent portions of the City of El Cerrito, and portions of the unincorporated El Sobrante area. This chapter focuses solely on the City's fire and EMS services germane to this report. The City provides a range of municipal services. LAFCO is conducting a separate sub-regional MSR covering all services provided by the cities in west County.

AGENCY OVERVIEW

The City of Richmond incorporated in 1905 and became a charter city in 1909.

The City's boundary area is 52.6 square miles, 22.6 square miles of which is submerged in the San Pablo Bay, according to the U.S. Census Bureau.

The City's existing SOI encompasses adjacent unincorporated areas, specifically territory in the unincorporated North Richmond and southeastern El Sobrante areas, the southwestern portion of East Richmond Heights, and the portion of unincorporated El Sobrante that lies south of Manor and Rancho Roads. The unincorporated areas within the City's SOI are within the bounds of ConFire.

Fire Service Area History

The City of Richmond Fire Department (FD) has provided fire protection services since the City incorporated. San Pablo County FPD formed in 1926 to provide fire service to neighboring San Pablo. During World War II, four shipyards located in the Richmond area. Richmond and neighboring areas grew dramatically to accommodate the shipyard workforce and about 30,000 new housing units. During the 1940s, San Pablo County FPD processed a number of annexations. Then in 1948, the City of San Pablo incorporated. In the late 1950s and early 1960s, the City of Richmond annexed territory formerly in the San Pablo County FPD. In 1962, the City of Richmond began contracting with both the San Pablo County FPD and El Sobrante FPD for service in portions of the City.[72] The City's arrangement with San Pablo County FPD persisted until 1974, when the City terminated its contract with San Pablo County FPD.[73] After losing City contract revenues, San Pablo County FPD faced financial difficulties and consolidated with El Sobrante FPD.[74] The City reorganized its fire department in 1975 and terminated its contract with El Sobrante FPD.[75] Since then, the District was known as West County FPD.

[72] Board of Equalization indexes for San Pablo County FPD and El Sobrante County FPD.

[73] Memorandum from LAFCO Executive Officer J.S. Connery to LAFCO Commissioners, March 4, 1975. This date for termination of the City's contract is also consistent with Board of Equalization records.

[74] Memorandum from Rodeo Fire District to LAFCO, March 4, 1975.

[75] Memorandum from LAFCO Executive Officer J.S. Connery to LAFCO Commissioners, *Rodeo Fire District Matter*, July 21, 1975.

Both the cities of Pinole and Richmond repeatedly annexed portions of El Sobrante, detaching the areas from West County FPD. West County FPD eventually consolidated into ConFire in 1994, as did the Pinole FPD (which had formerly served Tara Hills, Bayview and Montalvin Manor). Prior to consolidation with ConFire, West County FPD had been dispatched by the City of Richmond, and trained, shared radio channels and shared a common work schedule with the City, but that changed after the consolidation. ConFire began dispatching its own west County service areas. In 2000, ConFire began dispatching City of Pinole FD and RHFPD, and these three providers began operating jointly as a functional battalion.[76] In 2002, the City of Richmond withdrew from automatic aid agreements with ConFire and the City of Pinole FD, primarily due to lack of compensation for being a net donor of aid to San Pablo but also due to a lack of joint training, common dispatching, and common shift schedules. The City of Richmond and ConFire subsequently agreed in 2006 to exchange of payment for imbalanced aid, and the respective agencies presently provide automatic aid to each other.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The City is organized as a council-manager form of local municipal government. The City is governed by a seven-member City Council. Council members are elected at large to alternating four-year terms. The last contested election for a council seat occurred in 2008. Other than the Council, there is no advisory body specifically for oversight of fire and EMS services in the City.

The City conducts outreach with constituents by offering station tours, open houses and fire education programs for school children and seniors. Disaster preparedness training courses are also provided to community members. The Fire Department's (FD) website offers information on disaster preparedness, services and activities. The Richmond FD provides training annually to fifth graders in each school within the City. This training centers around safety awareness, exit drills within the home, and the proper use of the 911 system. The Fire Department also participates in community events, providing fire safety and fire prevention information to the attendees. In addition, Richmond FD conducts periodic CERT/React Training which centers around the concept of self-sufficiency in the event of a major disaster. Training includes use of fire extinguishers, teaching citizens to identify and secure utilities, and basic first aid.

With regard to customer service, complaints may be submitted directly to the Fire Chief's office, at a fire station, or by walk-in, phone calls or email to any Council member. The City does not track the number of complaints received.

The City FD demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO map inquiries and document requests.

MANAGEMENT

The City's Fire Department (FD) staff consists of 95 full-time staff in addition to 11 sworn positions that were vacant at the time this report was drafted. There is no paid on-call staff. The

[76] *Cooperative Agreement for Battalion 7 Operations between Contra Costa County Fire Protection District, Pinole Fire Department and Rodeo-Hercules Fire District*, 2003.

FD is organized into six divisions—Administration, Fire Prevention, Training, Operations, Office of Emergency Services (OES), and Support Services. The Fire Chief oversees administration and the entire department. The Chief manages the organization through a chain-of-command approach to encourage problem-solving at the fire company level. Each division head (except Training) reports directly to the Chief. The Deputy Chief oversees operations, and manages a training director (battalion chief) and the three battalion chiefs who oversee each of the three operational shifts. An emergency services manager coordinates OES. The Fire Marshal oversees fire prevention services.

All FD employees are evaluated annually. New hires undergo an intensive 16-week Academy training and evaluation program and are then evaluated quarterly during their 18-month probationary period. This process includes written evaluations as well as job-related performance evaluations in which skills are demonstrated.

City FD performance is evaluated periodically by the Insurance Services Office (ISO); an ISO evaluation was most recently completed in 2006. The FD evaluates its performance primarily by monitoring response times, fire loss, occupancy inspections, training, and community satisfaction as demonstrated through correspondence and commendations received in the field or communicated to council members. City management monitors FD workload indicators, including service calls, inspections, and plan checks, and performance goals through its annual budget process. Each division is required to report statistics and establish goals for the upcoming budget year.

The City's financial planning efforts include annual budgets, mid-year budget reviews, annual financial audits, and capital improvement plans. The City's most recent audit was completed for FY 07-08. The City produces a five-year capital improvement plan (CIP) annually. The most recent CIP update was completed in FY 08-09, and includes both funded and unfunded capital needs. The City prepares a development impact fee nexus study (last updated 2006). The City prepared a Local Hazard Mitigation Plan in 2005, and an emergency operations plan (last updated in 2008). The City plans to implement a strategic business plan update in the future; this plan is an implementation strategy combining operating and capital improvement plans with the long-term vision expressed in the City's General Plan. The City FD has not prepared a master plan or standards of coverage.

The City FD did not identify any honors, awards and accomplishments achieved since 2003.

SERVICE DEMAND AND GROWTH

The City bounds encompass residential, commercial, industrial, public and institutional, and open space land uses. Low-density residential areas are located mostly in outlying undeveloped portions of the City, generally in the vicinity of El Sobrante. High density uses are typically situated near major transportation routes, shopping and public facilities: by East Shore and John T. Knox Highways, along Carlson and Garrard Boulevards, and southern coastal areas. Commercial activities are located in mixed-use neighborhoods, by the freeways and major roadways, in the City Center, and along the shoreline. Industrial land uses are mainly concentrated in the western portion of the City, close to the shoreline. Public and institutional uses are located throughout the City of Richmond. Open space land is primarily located in the eastern portion of the City, as well as in a couple of smaller areas in the west and northwest.[77]

[77] City of Richmond, *General Plan Land Use Map*, 2006.

The City FD considers its customer base to be the residents and businesses in its service areas as well as those living or traveling through the area, the structures in its service area, and the parks and open spaces. Service demand tends to peak during peak commuter periods, during the evenings until midnight, and in the early morning. Service demand varies within the City's service area. Fire Stations (FS) 64, 66 and 67 responded to the greatest volume of calls in 2007, with 1,983, 2,283, and 2,075 calls respectively. FS 61 (southwest Richmond) and 63 (El Sobrante) fielded 913 and 589 calls respectively. By comparison, the median fire station in the County fielded 1,207 calls.

There were an estimated 42,658 jobs located in the City in 2008, according to ABAG. The economy of the City of Richmond includes heavy and light manufacturing, distribution facilities, service industry, high-tech, bio-tech and medical technologies, retail centers and a multi-terminal shipping port on San Francisco Bay. Richmond also serves as a government center for western Contra Costa County. Major employers include the Kaiser Permanente's Richmond Medical Center hospital and the U.S. Social Security Administration in downtown Richmond, the Chevron refinery, a U.S. Postal Service bulk mail center, West Contra Costa Unified School District, and the City of Richmond. High-risk occupancies include the Chevron refinery, General Chemical, BNSF terminal, and the container port. ABAG projects that the City will experience commercial growth somewhat faster than the countywide average job creation rate. Specifically, the number of jobs in the City is projected to grow by 40 percent between 2010 and 2030. This is comparable to projected job growth in El Cerrito, San Pablo and Martinez, but otherwise faster than other cities in west County.

The estimated residential population in the City bounds was 103,577 in January 2008, according to the California Department of Finance. The City's population density is approximately 3,454 per square mile, compared with the countywide average density of 3,605 in cities. The estimated residential population in the City's fire first-in service area was 102,026 at the time of the 2000 Census; by comparison, the population in the City bounds at that time was 99,216. ABAG projects that the City's residential population will grow by 22 percent between 2010 and 2030. By comparison, the countywide average population growth is projected at 18 percent over the same period. The City's residential growth is expected to be on par with the nearby city of Hercules, and to outpace growth in the neighboring cities of San Pablo, Pinole and El Cerrito.

Point Molate is the former site of a U.S. Navy fuel depot located on the San Pablo Peninsula. The depot closed in 1995 under the U.S. Department of Defense Base Realignment and Closure Act of 1990. The City approved a Point Molate Reuse Plan in 1997, and acquired most of the property in 2003. A waterfront casino, resort and condo complex is proposed on the site. Plans call for 1,100 hotel rooms (each with a bay view), a 150,000-square-foot convention center, a business conference center, 300,000 square feet of retail outlets, outdoor cafes, and attractions, as well as a condominium community. The City has planned for open space and trail uses there as well once remediation on the site is complete.

Another potential growth area is a proposed 30-acre casino site in unincorporated North Richmond, which lies within the City's existing SOI and within the bounds of ConFire. The Scotts Valley Tribe of Pomo Indians purchased a site between Parr Blvd. and Richmond Parkway where it proposes to build a 225,000 square foot, Las Vegas-style casino. The tribe and the City agreed in 2006 that the tribe would provide fire facilities to the City if the project is approved.[78]

[78] City of Richmond and Scotts Valley Band of Pomo Indians, *Municipal Services Agreement*, 2006.

The City encourages growth near major service centers and transportation corridors, as well as around the central city area.[79] The City of Richmond has planned for significant change in land uses and development character in downtown and Macdonald Avenue corridor, key corridors (23rd Street, Harbour Way North, Marina Way, Cutting Boulevard, San Pablo Avenue, Carlson Boulevard, Ohio Avenue), Hilltop, Richmond Parkway, southern shoreline, and San Pablo peninsula.[80]

The City's General Plan was last updated in 1994. The City of Richmond has adopted the following fire protection standards: response time of six minutes, a minimum water requirement of 1,500 gallons per minute, and turn-arounds with a minimum inside turning radius of 34 feet.[81]

FINANCING

The City reported that the current financing level is generally adequate to deliver services. The City would prefer to have an additional truck company at FS 68 to ensure adequate response times in the area. The City has unfunded capital needs at six of its seven stations. The City is not considering a fire safety assessment. No additional financing sources were identified. During the 2008-9 recession, the City has experienced declining sales tax revenue. In FY 08-09, there were budget cuts imposed on the FD. Specifically, the FD has kept ten positions open in FY 08-09, and reduced budgeted operating expenditures by $0.5 million to contribute cost savings.

The City practices appropriate fund accounting in its financial statements.

The City's total FD revenues, including general fund obligations, were $29 million in FY 07-08. Revenue sources include the general fund (95 percent), fees (four percent), and service charges (one percent.[82] Overall, the City's general fund revenues were $129 million in FY 07-08, composed of property taxes (30 percent), sales taxes (25 percent), utility taxes (26 percent), other taxes (seven percent), licenses and permits (three percent), service charges (two percent), and other revenues including interest (seven percent). The City charges a development impact fee of $353 per new single-family dwelling unit. The fee was last increased in 2008, and increases annually based on inflation in the building construction index.

The City's FD expenditures were $28.6 million in FY 07-08. Of this amount, 79 percent was spent on compensation, 14 percent on internal services, one percent on contract expenses, three percent on other capital, and one percent on miscellaneous costs.

The City had $429 million in governmental long-term debt at the end of FY 07-08.[83] The debt consisted of redevelopment-related bonds (39 percent), bonds that financed unfunded pension liabilities (34 percent), lease revenue bonds that partly financed the new Civic Center (23 percent),

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[79] City of Richmond, *City of Richmond General Plan*, 1994, p. LU-2.

[80] City of Richmond, *City of Richmond General Plan update, Economic Development Element*, 2007, pp. 10-11.

[81] City of Richmond, *City of Richmond General Plan*, 1994, p. GM-11.

[82] City of Richmond, *Adopted Fiscal Year 2008-09 Budget*, 2008.

[83] City of Richmond Finance Department, *Comprehensive Annual Financial Report for the Year Ended June 30, 2008*, 2008.

loans (two percent), and capital leases (one percent). The City offers defined benefit pension benefits through the California Public Employees' Retirement System (PERS) to FD and other eligible City employees. The City offers post-retirement health care benefits to firefighters with at least 10 years of service once they reach the age of 50, as well as other City staff. The City's OPEB liability was estimated to be $47 million as of July 1, 2007. The City joined the Public Agencies Post-Retirement Health Care Plan, a multiple employer trust administered by Public Agency Retirement Services, in 2008 and partially funds the liability through a trust.

The City had $9.4 million in unreserved, undesignated general fund balances in addition to $10 million in contingency reserves at the end of FY 07-08, which made up 15 percent of general fund expenditures in that year. In other words, the City maintained 1.8 months of working reserves.

The City is a member of the Municipal Pooling Authority for general, automobile, property, and machinery insurance liability. The City is a member of the East Bay Regional Communications System Authority, which is developing an inter-jurisdictional communications system.

FIRE SERVICE

NATURE AND EXTENT

The City provides fire suppression (structural, vehicle, and vegetation fires) and prevention, Basic Life Support (BLS) for medical emergencies, rescue, hazardous materials response, fire inspection, fire-related permit, and public education services.

The City provides initial response to EMS incidents until American Medical Response (AMR), a privately-owned ambulance company, arrives to provide Advanced Life Support (ALS) and ambulance transport services. The City plans to implement ALS service in 2010.

The City responds to hazardous material incidents.

The City checks fire plans for new development prior to construction. The City FD conducted 5,581 inspections in FY 07-08, including fire inspections, construction inspections, and vegetation management inspections. The Diablo Fire Safe Council is not particularly active in the City's boundary area. The City provides disaster preparedness training to the public through its Community Emergency Response Team (CERT) program. Community members are trained in disaster first aid disaster preparedness, basic firefighting, light search and rescue, damage assessment, and turning off utilities. It is important for community members to have such skills in the event of a major disaster.

Dispatch Services

All 911 calls made from land lines in the city limits are automatically routed to the City of Richmond Police Department (PD). The City of Richmond is the Public Safety Answering Point (PSAP). For medical emergencies, AMR is notified by a direct link to Richmond's computer system

and the company dispatches the nearest ambulance.[84] If warranted, emergency medical dispatch instructions are given so the caller can give pre-arrival aid to the victim. A fire dispatcher located in the PD dispatch facility directly dispatches FD staff based on "run progressions," meaning a pre-ordained pattern to notifying engine companies. The City does not have automatic vehicle locator (AVL) technology.

In the unincorporated El Sobrante area served by Richmond, the County Sheriff is the PSAP for 911 calls. Once the PSAP dispatcher determines a call requires fire department response, the call is relayed to the ConFire Communications Center. ConFire then directly dispatches its staff or the appropriate first responder, as recommended by the computer-aided dispatch system. ConFire-dispatched agencies are equipped with AVL technology, which informs the dispatcher which engine companies are available and allows the dispatcher to identify the closest available resource. The call dispatch information is sent to a mobile data computer on the apparatus, to the printer at the fire station, to the company officer's pager, and verbalized over the appropriate radio channel. ConFire also provides accredited emergency medical dispatch instructions. ConFire dispatches City of Richmond staff by phoning the fire dispatcher. The majority of the time, the City's FS 63 is the closest available unit to the southeastern El Sobrante area and is dispatched as the first responder.

Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP relays the call to the PSAP, and dispatching follows the protocols discussed above. The City of Richmond PSAP has begun to implement taking wireless calls directly; upon full phase-in, those calls will no longer be routed through CHP.

Radios are interoperable with the City of El Cerrito. Richmond and El Cerrito use an 800-megahertz radio communications system ("800 MHz"). ConFire, Pinole and RHFPD use a very high frequency (VHF) system. All West County engines can communicate on either system; firefighters use the system on which the call originated. At major incidents, communication is more challenging, as most engines and chiefs in the County do not have 800 MHz radios. For such events, a communications leader is assigned to bridge the communication barrier.

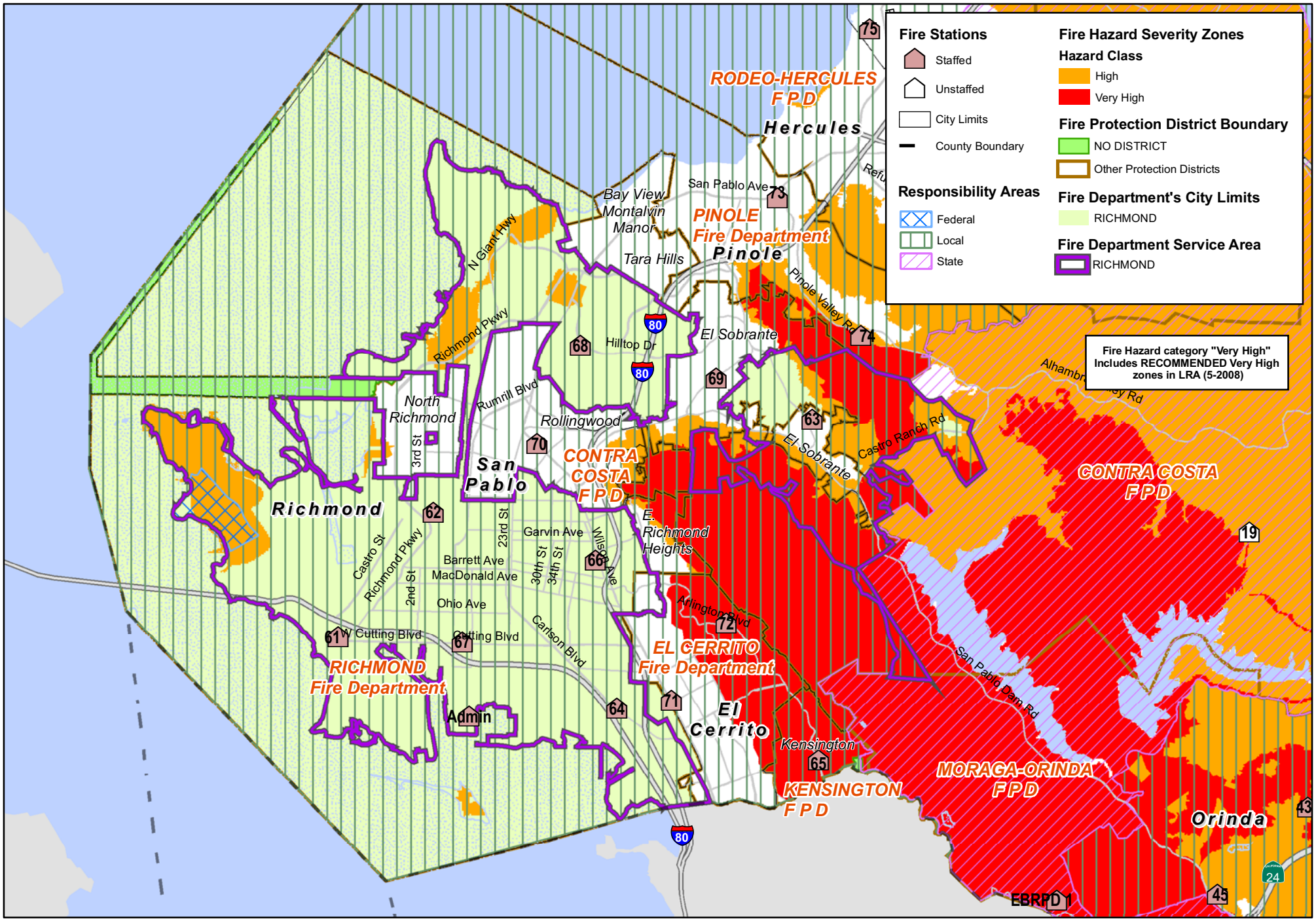
LOCATION

The City's primary service area includes a substantial portion of the city limits, portions of the City of El Cerrito, and the southeastern portion of the unincorporated community of El Sobrante, as shown on Map 6-1. The City of El Cerrito is the first-in service provider to the City of Richmond along a strip located just west of San Pablo Avenue. Two pockets within the City of El Cerrito are served by the City of Richmond: the northwest corner of the City and the southwest corner of the City west of Carlson Blvd. The City is frequently asked to provide service outside its bounds in San Pablo, El Cerrito and north Richmond, and occasionally asked to serve East Richmond Heights and El Sobrante.

[84] Richmond's computer-assisted dispatch (CAD) system is directly linked to the AMR CAD through Message Transmission Network (MTN). MTN uses the microwave-based All County Criminal Justice Information Network to directly link CAD systems and avoid the need for voice communication or re-entry of dispatch information.

Map 6-1

Richmond Fire Department Boundary and Service Area



Map created 04/21/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

Miles
0 0.25 0.5 1

Note: The boundary is the geographic area where the fire provider is legally responsible for providing service. The service area on this map is an approximation of the geographic area where this fire provider was typically the first provider (as of January 2009) to arrive on scene. To minimize response times, actual service areas differ from boundaries as a result of dispatching practices, service contracts, automatic aid agreements, and other agreements.

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

Additional services are provided outside City bounds through mutual aid. Through the California mutual aid plan, the City of Richmond may provide or receive aid throughout the western states. The City most often exchanges mutual aid response with the City of Berkeley and ConFire, and occasionally exchanges response with the East Bay Regional Park District and CAL FIRE.

Overlapping service providers include the various automatic and mutual aid providers discussed above as well as the U.S. Coast Guard and EBRPD. The U.S. Coast Guard responds to off-shore fire and EMS incidents within navigable waters, such as those in the Bay that lie within the City's bounds but not its service area. EBRPD specializes in handling brush fires and EMS incidents in regional parks.

INFRASTRUCTURE

The City operates seven fire stations, all of which are staffed 24 hours a day. All fire stations, except FS 61, need seismic upgrades. FS 66 is aged and obsolete (built in early 1940s); a replacement station is needed although the $4 million project is unfunded. FS 61, 62 and 64 need new roofs. FS 63 was built over a creek, and is shifting and subsiding. FS 68 needs major renovations, gender-segregated restrooms, showers, locker-rooms, and ADA-compliance. To become ADA-compliant, the training center needs restroom upgrades and expanded door width. The City needs an additional fire station to provide appropriate service levels to the planned Point Molate community, if the project is approved. Dispatch could be improved by configuring mobile data terminals for compatibility, by developing a dedicated fire respondent at the PSAP, and by a single provider (Richmond or ConFire) conducting dispatch for west County stations. Automatic vehicle locator (AVL) technology would enhance the City's dispatch and cross-border response abilities, and improve response times. A new fire station would be needed to serve planned growth at Point Molate or North Richmond Heights if proposed casinos should be approved.

Existing equipment includes seven Type 1 engines, seven Type 4 engines, two aerial ladder trucks, a hazardous materials response vehicle, and two rescue vehicles. The City sets aside funds annually toward future capital replacement needs. Apparatus are replaced on a 10-15 year cycle. No apparatus needs were identified.

The City's water resources for fire-fighting purposes include fire hydrants and water bodies. Point Molate needs hydrants and water main upgrades. The water tank at Point Molate needs to be repaired or replaced.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. The City has an ISO rating of 3 in urban areas within five miles of a fire station.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. NFPA guidelines call for career fire departments to respond within six minutes 90 percent of the time, with the response time including three components:

dispatch time of no more than one minute,[85] turn-out time of no more than one minute, and travel time of no more than four minutes.[86] The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, the entire city is classified as urban.[87] The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. The Contra Costa County EMS Agency (LEMSA) has not imposed response time requirements on the City, as the City does not yet offer paramedic services. The City's 90th percentile response time was 7:22 minutes in 2007 for EMS calls. The City's median response time was 4:52 minutes. In other words, the FD is able to respond timely the majority of the time, but falls short of meeting standards. Response times exclude dispatch time.

Median dispatch times from primary PSAP to notifying duty staff were 1:55 minutes for all calls, with shorter times of 1:32 minutes for calls transferred from CHP. Dispatch times were 3:40 minutes 90 percent of the time for all calls, 2:28 minutes for CHP transfers, 3:18 minutes for 911 calls, and 3:59 minutes for calls made to a non-emergency telephone number.[88]

The City reported that its service level is relatively uniform throughout the City bounds. There are no perceptible differences within the City in service levels, except those relating to the distance of a particular property from the nearest fire station, and off-shore incidents.

The City reported service challenges include the lack of connectivity between service areas, and a canyon separating El Sobrante from Richmond. There are access challenges in Carriage Hills where there are radio dead zones and in Point Richmond narrow streets impede the ability to turn around. Operating two separate communication systems is a challenge. Complex boundaries mean that the City often crosses through other jurisdictions to deliver services. Outlying areas—Wildcat Canyon Regional Park—are more than five miles from the nearest fire station and experience longer response times.

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[85] National Fire Protection Association, *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2007. The dispatch time standard is one minute 95 percent of the time.

[86] National Fire Protection Association, *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2001, p. 6.

[87] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

[88] Dispatch times were calculated from a sample of 325 calls over the period of Oct. 5-18, 2008. Dispatch times were calculated for both Code 2 and Code 3 calls.

Table 6-1: City of Richmond Fire Service Profile

Fire Service			
Service Configuration			
Fire Suppression	City of Richmond	PSAP [1]	City of Richmond Police
EMS - Basic Life Support	City of Richmond	Fire/EMS Dispatch	City of Richmond Police
EMS - Paramedic	AMR	Building Review	City of Richmond
Ambulance Transport	AMR	Public Education	City of Richmond
Hazardous Materials	City of Richmond	Weed Abatement	City of Richmond
Fire Investigation	City of Richmond	Academy	City of Richmond
Service Demand			
	All Calls	**Priority "Code 3"**	**Non-Priority "Code 2"**
Annual Calls 2007	11,046	NP	NP
% EMS	76%	NP	NP
% Fire/Haz-Mat	8%	NP	NP
% Alarm	7%	NP	NP
% Other	9%	NP	NP
Service Calls per 1,000	101	NP	NP
% Auto Aid Given	7%	% Auto Aid Received	12%
Wildland Fires	The City responds to less than 20 vegetation fires in its service area annually. In adjacent areas, the 1991 Oakland Hills fire resulted in 25 deaths and destroyed 3,463 homes in Berkeley and Oakland. The City deploys an initial assignment of four engines and a battalion chief to brush fires, with more resources deployed when structures are threatened. CAL FIRE and EBRPD respond to all wildland incidents in the SRA during fire season. The Diablo Fire Safe Council is not particularly active in the City's boundary area.		
Service Adequacy		**Resources**	
ISO Rating	3 [2]	Fire Stations	7
Median Response Time (min) [3]	4:52	Sq. Miles Served per Station [4]	3.8
90th Percentile Response Time (min)	7:22	Total Staff [5]	96
Response Time Base Year	2008	Total Full-time Firefighters	89
Percent Certified as FF1	100%	Total On-call Firefighters	0
Percent Certified as FF2 or more	95%	Total Sworn Staff per Station [6]	12.7
Percent Certified as EMT-1	100%	Total Sworn Staff per 1,000	0.8
Percent Certified as Paramedic/ALS	11%	Staffing Base Year	FY 08-09
Human Resources, FY 08-09[7]			
Bargaining Unit:	International Association of Fire Fighters Local 188		
Schedule:	48 hours on, 96 hours off rotation		
Full-time Firefighter (Top Step at Five Years Experience)			
Base Salary: $91,361	Overtime: $3,467	Qualifications:	Drivers license, physical exam, EMT
Full-time Paramedic (Top Step at Five Years Experience)			
Base Salary:	Overtime:	Qualifications:	NA - no paramedic positions.
Paid On-Call Firefighter			
Rate:		Qualifications:	NA - no positions.

Notes:
(1) Public Safety Answering Point is the agency first answering 911 calls placed from land lines.
(2) The City has an ISO Rating of 3 for urban areas with hydrants.
(3) Response time statistics were calculated for all EMS calls in all areas (including automatic and mutual aid) in 2007.
(4) Primary service area (square miles of land area) per station. Service area excludes Wildcat Canyon Regional Park.
(5) Total staff includes sworn and civilian personnel, and are expressed as full-time equivalents.
(6) Based on ratio of sworn full-time staff to the number of stations. Actual staffing levels of each station vary.
(7) Base salary in FY 08-09 excludes compensation for overtime hours (more than 56 weekly hours). Overtime compensation is minimal planned overtime (72 hours per year), and excludes unplanned overtime hours.

continued

Fire Service, cont.

Human Resources (continued)

Training: Training is conducted by the City in EMS, hazardous materials first responder, hazardous materials incident commander, confined space rescue, electrical safety, and firefighting for structures and wildland areas. The City shares a training officer with El Cerrito, and the departments train jointly in EMS, forcible entry, disentanglement, extrication, ladders, confined space, wildland firefighting, hose handling, tactics, and company and communication procedures. EMS training is taught to the standards and curriculum of the LEMSA. Training standards are consistent with state and federal requirements. Each company is required to complete 2-4 hours of training daily. The City conducts monthly training events. Sworn staff receive an average of 340 hours of training annually.

Service Challenges

Unique aspects of the service area include the lack of connectivity between service areas, and a canyon separating El Sobrante from Richmond. Operating two separate communication systems is a challenge. There are access challenges in Carriage Hills where there are radio dead zones and in Port Richmond narrow streets impede the ability to turn around. Complex boundaries mean that the City often crosses through other jurisdictions to deliver services. Outlying areas—Wildcat Canyon Regional Park—are more than five miles from the nearest fire station and experience longer response times.

Facilities

Station	Location	Condition	Staff per Shift	Principal Apparatus
Station 61	140 W. Richmond Ave. Richmond CA 94801	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 4 engine, 1 rescue unit
Station 62	1065 7th St. Richmond CA 94801	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 4 engine
Station 63	5201 Valley View Rd. El Sobrante CA 94803	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 4 engine
Station 64	4801 Bayview Ave. Richmond CA 94804	Fair	2 Captains, 2 Engineers, 2 Firefighters	1 Type 1 engine, 1 Type 4 engine, 1 Haz-Mat unit, 1 aerial ladder
Station 66	4100 Clinton Ave. Richmond CA 94805	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 4 engine
Station 67	1131 Cutting Blvd. Richmond CA 94804	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 4 engine, 1 rescue unit
Station 68	2904 Hilltop Dr. Richmond CA 94806	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 4 engine, 1 rescue unit
Training Center	3506 Cutting Blvd. Richmond CA 94804	Fair		NA - Training
Headquarters	1401 Marina Way South Richmond CA 94804	Good		NA - Administration

Infrastructure Needs/Deficiencies

All fire stations, except FS 61, need seismic upgrades. FS 66 is aged and obsolete (built in early 1940s); a replacement station is needed although the $4 million project is unfunded. FS 61 and 64 needs new roofs. FS 63 was built over a creek, and is shifting and subsiding. FS 68 needs major renovations, gender-segregated restrooms, showers, locker-rooms, and ADA-compliance. To become ADA-compliant, the training center needs restroom upgrades and expanded door width. A new fire station would be needed to serve planned growth at Point Molate or North Richmond Heights if proposed casinos should be approved. Dispatch could be improved by configuring mobile data teminals for compatibility, by developing a dedicated fire respondent at the PSAP, and by Richmond conducting dispatch for stations. Automatic vehicle locator (AVL) technology would enhance the City's dispatch and cross-border response abilities, and improve response times.

continued

Fire Service, cont.
Facility-Sharing and Regional Collaboration
Automatic Aid [9] The City of Richmond exchanges automatic aid with the City of El Cerrito by verbal agreement. The City provides automatic aid to ConFire, particularly in the Valley View Road area where the City is often the first responder. The City's agreement with ConFire provides for automatic aid exchanges among Richmond FD, Pinole FD, RHFPD and ConFire. The City is frequently asked to provide service outside its bounds in San Pablo, El Cerrito and north Richmond, and occasionally asked to serve East Richmond Heights and El Sobrante. **Mutual Aid** [10] Through the California mutual aid plan, the City may provide or receive aid throughout California. The City most often exchanges mutual aid response with City of Berkeley and ConFire, and occasionally exchanges response with the East Bay Regional Park District and CAL FIRE. Richmond provides hazardous materials response in its boundary area and, when available, in El Cerrito, Pinole and RHFPD service areas.
Current Practices: Richmond FD shares its dispatch and training facilities with El Cerrito FD, El Cerrito shares its training officer with Richmond. The City allows other agencies to train on its forklifts. The City makes its training facility available to other west County service providers. **Opportunities:** The City would like to increase joint training, and is willing to host joint training events at its training facility. As a member of the East Bay Regional Communications System Authority, the City is collaborating with other public safety providers in Contra Costa and Alameda counties to develop a fully interoperable communication system. The project could potentially come to fruition if it can overcome radio shadows and dead zones.
Notes: (8) Automatic aid is automatically-dispatched aid to territory in another provider's boundary. (9) Mutual aid is aid to territory in another provider's boundary that is provided upon request and subject to availability, and is not automatically dispatched.

GOVERNANCE ALTERNATIVES

Three governance alternatives related to fire and EMS services were identified for the City of Richmond: annexation, consolidation of west County fire providers and formation of a subsidiary district.

ANNEXATION

A governance option is for the City to annex unincorporated areas within its fire service area.

The City's existing SOI encompasses adjacent unincorporated areas, specifically territory in the unincorporated North Richmond and southeastern El Sobrante areas, the southwestern portion of East Richmond Heights, and the portion of unincorporated El Sobrante that lies south of Manor and Rancho Roads. The unincorporated areas within the City's SOI are within the bounds of ConFire. Although the City of Richmond sometimes responds to these areas through automatic aid arrangements with ConFire, the City is typically the first responder only to the El Sobrante unincorporated area where the City's FS 63 is located. The City of El Cerrito is typically first responder in East Richmond Heights. Otherwise, ConFire is most often first responder in the remainder of the City's SOI areas outside its bounds. Adjacent territory within the City's SOI is not

within the existing ConFire SOI. In other words, existing SOIs would be consistent with proposals for the City to annex territory in its SOI and detach that territory from ConFire.[89]

The likelihood of annexation of these areas would depend on the community's preferences and the fiscal impact on the City of Richmond.

WEST COUNTY CONSOLIDATION

A governance option is to consolidate west county fire providers to improve the efficiency of service areas, promote facility-sharing and improve service levels. The illogical boundaries of the City of Richmond contribute to illogical and inefficient service areas for both ConFire and the City of Richmond. The City of Richmond serves an oddly configured area due to the nature of the city boundaries. ConFire must service non-contiguous areas surrounded by territory in the City of Richmond. As unincorporated territory in El Sobrante was annexed over the years to the City of Richmond, the ConFire service area in west County became smaller and less efficient to serve.

For further discussion of this option, please refer to Chapter 3.

Another approach would be for RHFPD, the City of Pinole and the western ConFire service areas to form a new district, and for the cities of Richmond and El Cerrito to form subsidiary districts to provide for more logical fire agency boundaries.

SUBSIDIARY DISTRICT

Formation of a subsidiary district is an option whereby the City could more strategically establish its fire service area without conforming to the City's existing boundary, formalize associated property tax transfers, and maintain City Council control over fire operations.

The City would be obligated to serve areas outside its bounds that lie within the subsidiary district. The bounds of such a subsidiary district would likely encompass the city limits and the unincorporated areas where the City of Richmond FD is the closest service provider. Alternatively, such a subsidiary district could potentially include territory in the City of El Cerrito bounds where the City of Richmond is first responder, and could exclude territory in the City of Richmond bounds where the City of El Cerrito is first responder.

For discussion of the process and requirements for forming a subsidiary district, please refer to Chapter 4.

JPA OR SERVICE CONTRACT WITH SAN PABLO

The City of Richmond surrounds the City of San Pablo which, in turn, is within the bounds of ConFire. Illogical boundaries contribute to inefficient fire service areas both for the City of Richmond and for ConFire. ConFire presently subsidizes services to San Pablo where property tax revenues are at least $1.4 million lower than the costs of staffing the San Pablo fire station.

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[89] The ConFire SOI will be updated after the Commission adopts this MSR, and may differ from the existing SOI. The City's SOI will be updated by LAFCO in the coming years, as provided in LAFCO's MSR and SOI update work program.

Reorganization of west County fire providers, which was discussed above, could potentially involve a new district that does not include the City of Richmond. To provide for more logical and efficient service areas and to ensure that San Pablo pays its fair share toward fire and EMS services, one approach is for San Pablo to detach from ConFire and contract for service with the City of Richmond. A variant on this option would be for San Pablo to enter into a JPA with the City of Richmond for fire and EMS services and thereby to formalize a new arrangement.

One advantage to this option from the City of San Pablo's perspective is that it would facilitate the transfer of ConFire's property tax share to the City, and allow the City a greater degree of control over its service levels in exchange for a more equitable financial contribution from the City.

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) Residential population growth in the City boundary area through 2030 is projected to be substantially faster than the countywide average, comparable to Hercules and much more rapid than in neighboring Pinole, San Pablo and El Cerrito. Residential growth areas include Point Molate, Hilltop and Marina Way, among others. In the long-term, growth is expected to increase the population from 103,577 in 2008 to 128,000 in 2030.

2) Commercial growth is projected to be above-average in the City with the job creation rate comparable to growth in neighboring San Pablo and El Cerrito, but not as high as growth projected in the City of Hercules. Commercial growth areas include Point Molate, North Richmond and Hilltop. In the long-term, growth is expected to increase the job base from 42,658 in 2008 to 61,220 in 2030.

3) Of the City's 53 square mile boundary area, approximately 23 square miles are submerged in the Bay. The City FD does not have a rescue boat, and does not provide off-shore services. Development of bridges to the City's west is unlikely in the future. It appears unlikely that the City will provide fire protection and EMS services in the submerged portion of its SOI.

4) A casino is proposed in the City's SOI in an area to which the City sometimes extends fire and EMS services. There are no other significant development projects or growth plans in the portion of the City's service area that is outside its bounds.

5) Service demand levels are above-average in the City' service area, with 101 incidents annually per 1,000 people compared with the countywide average of 79 incidents per 1,000.

6) The City FD presently engages in growth planning by reviewing development plans, conducting a development impact fee nexus study and annually updating its capital improvement plan.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

7) The City operates seven staffed fire stations, six of which need seismic upgrades. One station needs to be replaced. Another was built over a creek, is shifting and needs to be stabilized or replaced. A third station needs major renovations. In addition, three stations need new roofs. Most of these capital needs are unfunded. The City replaces apparatus on a 15-year cycle, and did not identify apparatus needs.

8) The City of Richmond's dispatch times are three times longer than industry standards. Dispatch could be improved by configuring mobile data terminals for compatibility, by developing a dedicated fire respondent at the PSAP, or by consolidating Richmond and ConFire dispatch. The City relies on outdated dispatch processes, and dispatch lacks information on the closest available engine company to an emergency incident. Automatic vehicle locator (AVL) technology would enhance the City's dispatch and cross-border response abilities, and improve response times.

9) The City plans for long-term capital needs by annually updating a five-year capital improvement plan, and by preparing a development impact fee nexus study.

10) The City will likely need additional fire stations if a proposed waterfront resort and casino in Point Molate or a proposed casino in North Richmond is approved. The Point Molate project would also need hydrants and water main improvements.

11) For the most part, the City of Richmond provides adequate service levels. The City meets response time guidelines the majority of the time, but falls short of meeting guidelines 90 percent of the time. The City's staffing level of 0.8 sworn staff per 1,000 people is the same as the countywide average, but slightly lower than the Bay Area average (0.9) for urban fire providers. The City's sworn personnel have appropriate certification levels in firefighting and EMS. The City could increase its EMS service level by implementing a paramedic program, as most of the other urban fire departments in the region have done. The City's training efforts are adequate; training hours per sworn staff member are comparable to the countywide average.

12) Wildcat Canyon and other outlying eastern portions of the City's service area experience longer response times due to distance from fire stations and the hilly topography. Growth potential in these areas is constrained by the urban limit line. The City relies on water tanks on its transported engines, and water tenders from neighboring jurisdictions to provide effective fire-fighting service to these areas.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

13) The City has the financial ability to provide adequate services. The City's fire expenditures per population served ($262) are higher than the median ($209) among fire providers in the County. Nonetheless, there are unfunded capital needs for the City's aging fire stations.

14) The City imposes development impact fees to provide for growth-related fire facility needs. Given that significant growth is projected in the City and the fees are lower than in other

jurisdictions, evaluation of development impact fees would be prudent to ensure that new development does not have negative impacts on service levels.

15) The City implements a number of best management practices in financial planning by conducting annual audits and annually updating five-year capital improvement plans. The City could better plan sustainable increases in employee compensation packages if it prepared long-term budget projections.

16) The City's financial reserves appear to be adequate.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

17) The City shares its dispatch and training facilities, and participates in resource-sharing through automatic and mutual aid agreements.

18) The City's dispatch times are substantially longer than industry standards. The City could reduce response times and improve inter-agency coordination and communication by consolidating fire dispatch operations with ConFire.

19) The City FD is collaborating with other public safety providers in Contra Costa and Alameda counties to attempt to develop a fully interoperable communication system.

20) A number of service providers have identified needs for training facilities. Development of joint training facilities could promote cost savings.

21) Consolidation of fire service providers in west Contra Costa County would offer further opportunities for sharing of facilities and resources.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

22) The City demonstrated accountability based on the measures of contested elections, constituent outreach efforts, transparency, and disclosure practices.

23) The City FD demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

24) Annexation of territory in the City's SOI would promote more logical and efficient fire service boundaries in west County.

25) Consolidation among west county fire providers is an option to improve the efficiency of service areas, promote facility-sharing and improve service levels.

7. CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT

Contra Costa County Fire Protection District (ConFire) provides fire prevention, suppression, and emergency medical response for advanced and basic life support to nine cities and much of the unincorporated territory in the central and western portions of the County.

AGENCY OVERVIEW

FORMATION AND BOUNDARY

ConFire was formed on December 29, 1964 as a county-dependent district.[90] ConFire was formed through the consolidation of the Central Fire District and the Mt. Diablo County Fire District in 1964. Fire districts subsequently consolidated into ConFire include Mountain View FPD, Lafayette FPD, Bay Point FPD, Island FPD, Briones County FPD, Pinole FPD, Riverview FPD, and West County FPD.

The principal act that governs the District is the Fire Protection District Law of 1987.[91] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[92] Districts must apply and obtain LAFCO approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the District at the end of 2000.[93]

The ConFire boundaries encompass the central and northern portions of Contra Costa County, extending from the City of Antioch in the east to the eastern border of the City of Richmond in the west, and as far south as the northern border of the City of Moraga, as shown on Map 7-1. The District has a boundary area of approximately 257 square miles, 12 square miles of which are submerged areas in the Carquinez Strait, Suisun Bay, Honker Bay, and San Joaquin River.

The existing SOI for ConFire extends beyond District boundaries in the unincorporated Avon area (including the Tesoro petroleum refinery and the Monsanto plant)[94] and in the Bogue Ranch

[90] Board of Equalization official date.

[91] Health and Safety Code §13800-13970. In 1966 the District was reorganized under the Fire Protection District Law of 1961.

[92] Health and Safety Code §13862.

[93] Government Code §56824.10.

[94] This annexable portion of the SOI was adopted by LAFCO Resolution dated December 12, 1984, adopting spheres of influence (SOI) for fire protection districts within Contra Costa County. LAFCO amended the ConFire SOI to include the affected territory as part of Resolution No. 90-13.

area.[95] Otherwise, the District's SOI is smaller than its boundary area, as the SOI was not amended for consistency with consolidations and other boundary changes processed since 1984. The existing SOI excludes territory in the District's boundary in the cities of San Pablo, Antioch and Pittsburg, and in the unincorporated communities of Bay Point, East Richmond Heights, El Sobrante, Montalvin Manor, North Richmond, and Tara Hills. LAFCO's rationale for not amending fire district SOIs at that time was that "a proposal to transfer territory from one fire district to another is considered by LAFCO to conform to sphere boundaries, so SOI amendments are not required."[96] When LAFCO adopted SOIs for the various fire districts in 1984, it had adopted a policy providing that "proposals to transfer territory from one fire protection district to another that are agreed to jointly by the governing bodies of such districts…shall be construed as consistent with these fire protection district SOIs."[97] The 1984 policy is no longer operational, as subsequently adopted LAFCO policy requires territory for which an annexation is proposed to be within the adopted SOI of the annexing agency.[98]

Boundary History

ConFire was formed in 1964 as the consolidation of Central and Mount Diablo FPDs, and initially included Clayton, Concord, Pacheco, Pleasant Hill and Walnut Creek. The Mountain View community joined ConFire in 1966 when Mountain View FPD was annexed. The City of Martinez operated an independent fire department until 1967 when voters there approved annexation to ConFire. The Lafayette FPD consolidated in 1968 shortly after the City of Lafayette was formed. The Bay Point and Port Chicago areas also joined in 1968 when Bay Point FPD consolidated with ConFire. Briones FPD consolidated in 1970.

In 1974, the west Pittsburg portion of ConFire detached to become part of the newly formed Antioch-Pittsburg Area FPD (later known as Riverview FPD), which absorbed the fire departments of the cities of Antioch and Pittsburg. Over the years, territory had been detached from the San Pablo County FPD and the El Sobrante County FPD when annexed to the City of Richmond. By 1975, San Pablo County FPD was "going out of business because of financial difficulties" and consolidated with El Sobrante County FPD (also known as West County FPD).[99] The City of Richmond had contracted with El Sobrante County FPD for service to portions of north Richmond until 1975 when it canceled the contract. Also in 1975, Rodeo FPD proposed to consolidate with El Sobrante County FPD, but was denied.

In 1994, the Oakley FPD, Pinole FPD, Riverview FPD, and West County FPD consolidated with ConFire. The Oakley area was detached in 1998 and the Oakley FPD was formed again.

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[95] The Bogue Ranch area was detached from ConFire in 1986. The LAFCO resolution (86-27) has not been located. It is assumed that no SOI action was taken, as that was common practice at that time for fire districts.

[96] LAFCO Resolution No. 01-10.

[97] Contra Costa LAFCO resolution, adopted Dec. 12, 1984.

[98] Contra Costa LAFCO, *Commissioner Handbook Section 2.1: Policies and Standards*, March 14, 2008, p. 4.

[99] Memorandum from LAFCO Executive Officer J.S. Connery to Commissioners, "Fire Protection Alternatives Northwest County Area," Feb. 24, 1975.

Table 7-1: ConFire Boundary History

Reorganization Name	Acres[1]	LAFCO Resolution Number[2]	Date[3]
Formation	NA	NA	12/29/1964 (B)
Detachment to City of Pittsburg	NA *	NA	9/1/1965 (B)
Detachment to City of Martinez	NA *	NA	12/1965 (B)
Clamac Corp. Detachment to City of Martinez	NA *	NA	8/2/1966 (B)
Nettles-Merpeck Detachment to City of Martinez	NA *	NA	8/2/1966 (B)
Nichols Avenue Reorganization (ConFire Annexation)	130.0	NA	5/4/1966 (L)
Seeno Terr Deatchment to City of Pittsburg	NA *	NA	11/28/1966 (B)
Mt. View County FPD Annexation to ConFire	NA [4]	NA	11/2/1966 (L)
Detachment to City of Martinez	NA *	NA	1/4/1967 (B)
Detachment to City of Martinez	NA *	NA	3/15/1967 (B)
Detachment to City of Martinez	NA *	NA	9/6/1967 (B)
MacAlvey Annexation to City of Martinez	NA *	NA	9/6/1967 (B)
Annexation of Bay Point Fire Detachment	NA *	NA	6/13/1967 (B)
Coats Annexation	NA	NA	7/6/1967 (L)
West Alhambra Reoganization (ConFire Detachment)	2.1	NA	10/4/1967 (L)
City of Martinez Annexation to ConFire	NA [5]	NA	11/15/1967 (L)
"Seeno Terr No. 3" Detachment to City of Pittsburg	NA *	NA	5/27/1968 (B)
City of Lafayette Annexation to ConFire	NA [6]	NA	11/6/1968 (L)
Bay Point FPD Annexation to ConFire	NA [7]	NA	11/6/1968 (L)
Annexation from County Service Area F-3	NA *	NA	9/16/1970 (B)
Mello Annexation to ConFire	NA	NA	7/1/1970 (L)
Briones Park Area Annexation to ConFire	NA	NA	9/2/1970 (L)
From Briones and Orinda Fire Districts (Annexation to ConFire)	NA [8]	NA	10/1/1971 (B)
Detachment to City of Pittsburg	NA *	NA	1/4/1971 (B)
Lafayette-Moraga Reorganization (ConFire Detachment)	108.9	NA	12/6/1972 (L)
Challenge Detachment (Annex to City of Pittsburg)	NA *	NA	3/21/1973 (B)
Baker West No. 1 Detachment (Annex to City of Pittsburg)	NA *	NA	3/21/1973 (B)
Baker West No. 2 Detachment (Annex to City of Pittsburg)	NA *	NA	3/21/1973 (B)
Antioch-Pittsburg Area Fire Protection Reorganization (ConFire Detachment)	8,320.0	NA	6/12/1974 (L)
Allied Chemical Fire Reorganization (ConFire Detachment)	1,651.9	NA	9/7/1977 (L)
Walnut Creek FPD Reorganization (ConFire Annexation)	3.5	NA	4/4/1979 (L)
Shell Oil-Consolidated FD Reorganization (ConFire Annexation)	449.2	NA	8/13/1980 (L)
Michael Gee Reorganization (ConFire Annexation)	7.2	81-35	3/10/1982 (L)
Hanna Ranch Boundary Reorganization (ConFire Detachment)	5.9	83-32	1/11/1984 (L)
Castle Hill Bounday Reorganization (ConFire Annexation)	51.3	83-35	3/14/1984 (L)
Bogue Ranch Boundary Reorganization (ConFire Detachment)	NA	86-27	12/16/1986 (L)

continued

Reorganization Name	Acres[1]	LAFCO Resolution Number[2]	Date[3]
County FPD Reorganization (Annexation to ConFire)	NA [9]	94-20	4/13/1994 (L)
FUA-2 Reorganization (ConFire Annexation)	44.6	94-29	10/12/1994 (L)
Castro Ranch Reorganization (ConFire Detachment)	36.7	96-37	5/14/1997 (L)
Moraga-Orinda Reorganization (ConFire Detachment)	19.0	98-25	6/10/1998 (L)
County Fire Districts Boundary Reorganization (ConFire Detachment)	NA [10]	98-46	10/14/1998 (L)
Mt. Pleasant Boundary Reorganization (ConFire Detachment)	14.1	97-30	10/14/1998 (L)
Northwest Area Boundary Reorganization (ConFire Detachment)	5.9	98-45	10/14/1998 (L)
ConFire/OFPD Boundary Reorganization (ConFire Detachment)	620.0	01-10	2/14/2001 (L)

Notes:

(1) "NA" indicates that the acreage is unknown, because the LAFCO resolution does not specify or because the LAFCO archive does not contain a resolution for the particular action. "NA*" indicates an annexation or detachment involving an agency that was later consolidated with ConFire.

(2) "NA" indicates that a LAFCO resolution number is not available.

(3) "L" indicates that the date is according to the LAFCO action date and "B" indicates that the official date is according to the Board of Equalization filing.

(4) The affected area was the entire boundary area of Mt. View County FPD as of July 1, 1966.

(5) The affected area was the entire City of Martinez area as of November 15, 1967.

(6) The affected area was the entire City of Lafayette area as of January 1, 1969.

(7) The affected area was the entire boundary of Bay Point FPD as of January 1, 1969.

(8) The area of Briones County FPD was annexed to ConFire and Orinda FPD, and a portion of Orinda FPD was detached and annexed to ConFire

(9) The affected area was the entire boundary area of the Oakley, Pinole, Riverview and West County FPDs, and a 680-acre portion of the Bethel Island FPD.

(10) The detached area was the entire area of the former Oakley Fire District as of January 1, 1999, plus 680 acres of the Hotchkiss Tract area (annexed to Bethel Island Fire District).

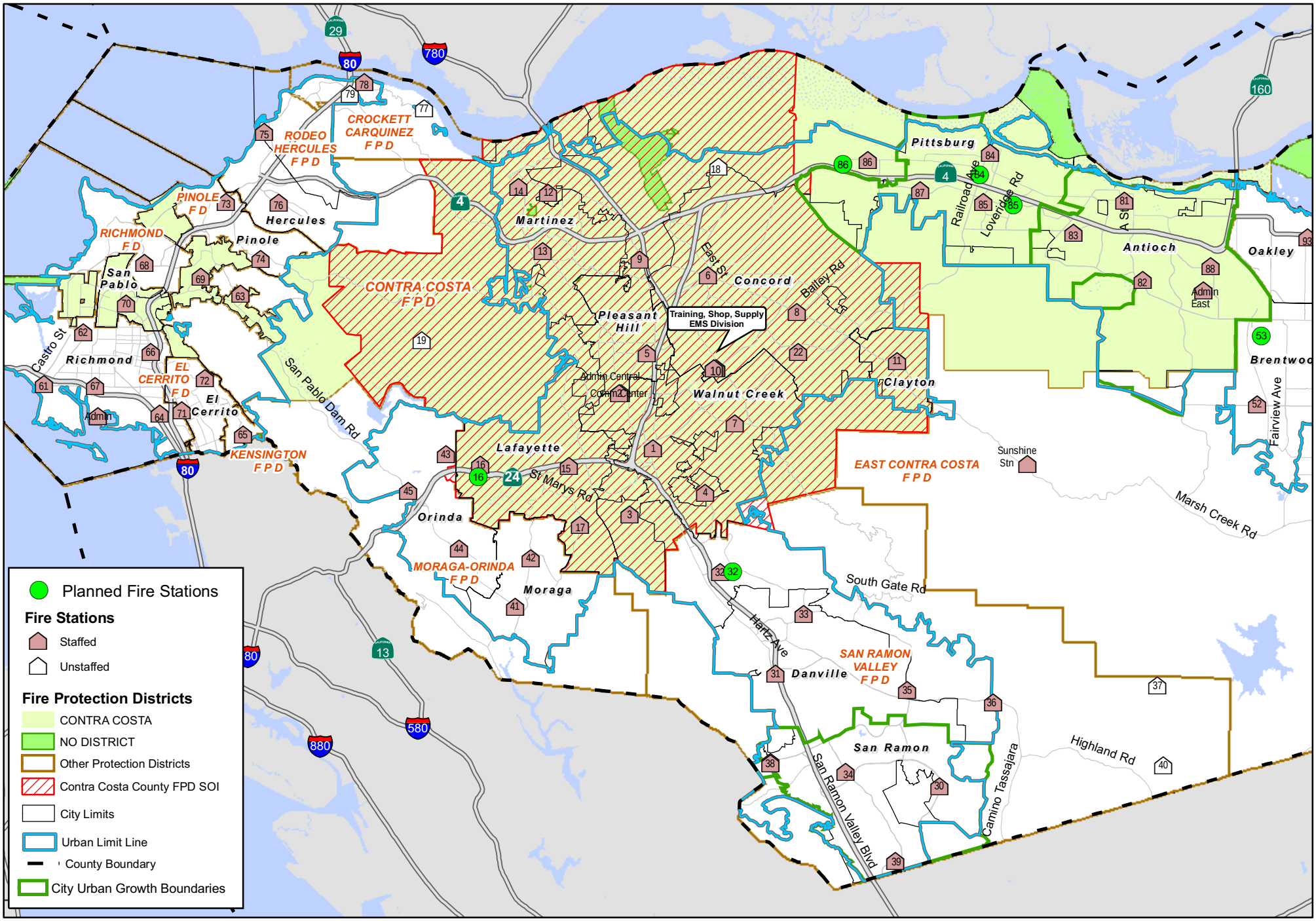
The first boundary change in the LAFCO record for ConFire was the Nichols Avenue Reorganization, which added 130 acres to ConFire in 1966. Of the following 10 boundary changes, only four were found in the LAFCO record, including the 1966 annexation of the Mt. View County FPD boundary area.[100] From 1968 to 1973 there were seven additional boundary changes reflected in the BOE record that were not found in the LAFCO record.[101]

[100] In Table 7-1, post-1966 actions with a date containing a "(B)" are not found in the LAFCO archive; the record of the boundary change comes from State Board of Equalization (BOE) records.

[101] From 1966 to 1973 there are a total of 13 boundary changes that are reflected in BOE records but not found in the LAFCO archive. None of the boundary actions missing from the LAFCO archive from 1966 to 1973 ultimately effect the present-day boundary of ConFire as far as LAFCO is concerned, because they all involve agencies that are subsequently (post-1973) consolidated with ConFire. All boundary changes for ConFire found in the LAFCO record are also contained in the BOE record, with the exception of the 1972 City of Pittsburg Annexation. The action was approved by LAFCO on April 14, 1972, but it appears that it was never filed with the BOE. This action, whether properly filed with BOE or not, would also not ultimately effect the present-day boundary of ConFire, as the entire Riverview FPD area (containing the City of Pittsburg) was consolidated with ConFire by LAFCO Resolution No. 94-20.

Map 7-1

Contra Costa County Fire Protection District Boundary and Sphere of Influence

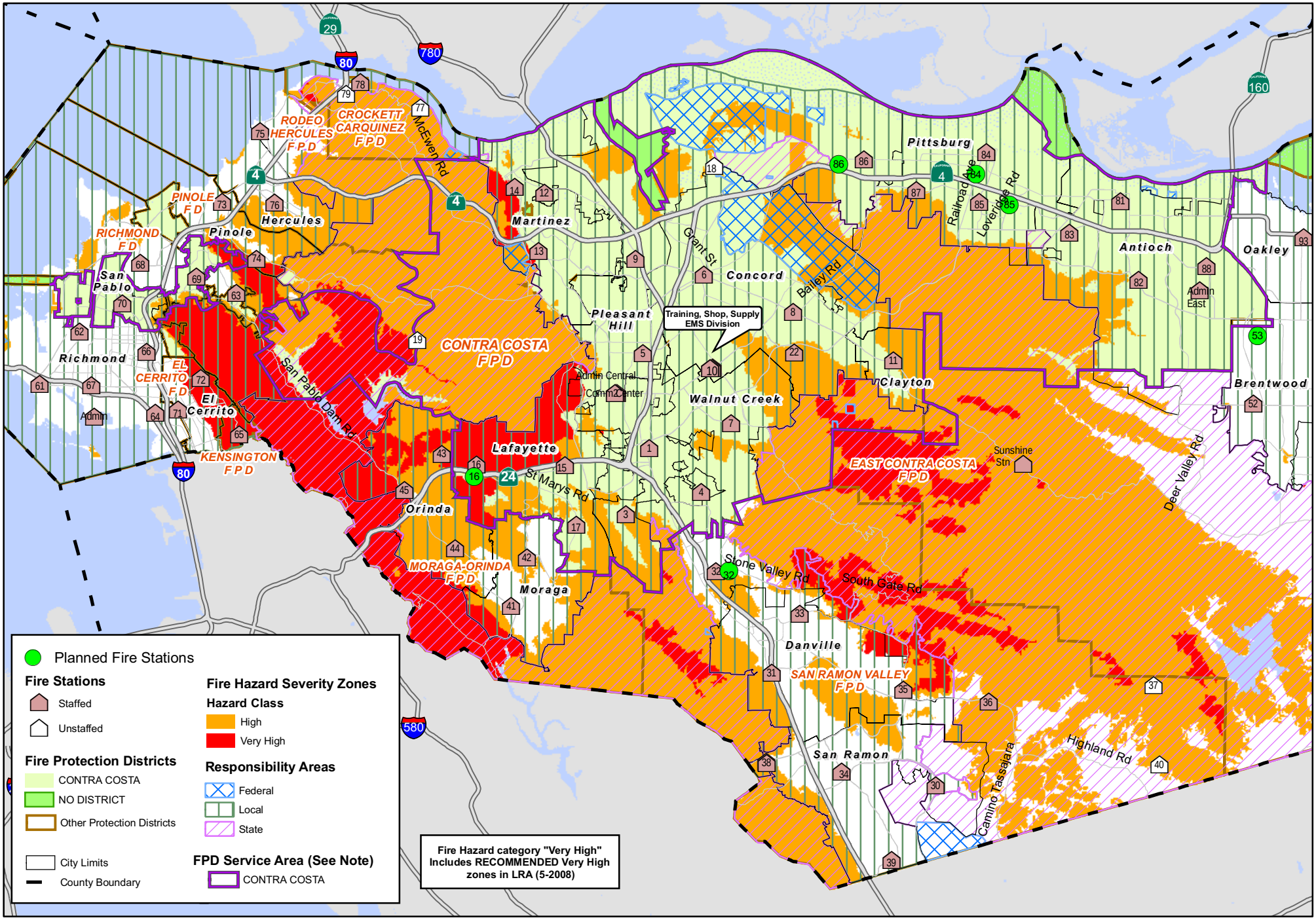


Map created 01/09/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

Map 7-2

Contra Costa County Fire Protection District Boundary and Service Area



Map created 01/09/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

Miles
0 1.5 3 6

Note: The boundary is the geographic area where the fire provider is legally responsible for providing service. The service area on this map is an approximation of the geographic area where this fire provider was typically the first provider (as of January 2009) to arrive on scene. To minimize response times, actual service areas differ from boundaries as a result of dispatching practices, service contracts, automatic aid agreements, and other agreements.

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The District's governing body is the five-member county Board of Supervisors. Board members are elected by district to staggered four-year terms. Board meetings are held weekly. The last contested election for a board seat occurred in 2008 when two seats were contested.

There is also a six-member Advisory Commission. Members are appointed by the Board of Supervisors by supervisorial district. The Advisory Commission advises the governing body, serves as an appeals board on weed abatement matters, and advises the Fire Chief on service matters.

Table 7-2: ConFire Governing Body

Governing Body				
Board of Supervisors	**Name**	**District**	**Began Serving**	**Term Expires**
	John M. Gioia	District I	1999	2010
	Gayle B. Uilkema	District II	1997	2012
	Mary N. Piepho	District III, Chair	2005	2012
	Susan Bonilla	District IV	2007	2010
	Federal D. Glover	District V	2001	2012
Manner of Selection	Elections by district			
Length of Term	Four years			
Meetings	Date: Tuesdays at 9:30 a.m.	Location: 651 Pine St., Room 107 Martinez, CA 94553		
Agenda Distribution	Online and posted			
Minutes Distribution	Video of meetings available online and minutes by request to County Clerk.			
Advisory Fire Commission				
Members	**Name**	**Position**	**Began Serving**	**Term Expires**
	Don Delcollo	District I	2007	2011
	Robert Chapman	District II, Chairman	2005	2009
	Edward Haynes	District III	2005	2009
	John Kelly	District III, Alternate	2006	2009
	Barry Cunningham	District IV	2007	2011
	Dylan Reinhold	District IV, Alternate	2008	2010
	Walter Fields	District V	2006	2009
	Melvin Chappel	District V, Alternate	2008	2009
	Michael Egan	At Large #1	2008	2012
	William E. Granados	At Large #2, Vice Chairman	2006	2010
Manner of Selection	Appointed by BOS			
Length of Term	Four years			
Meetings	Date: 2nd Monday of every other month	Location: 2010 Geary Road, Pleasant Hill, CA 94523		
Agenda Distribution	Faxed to media as per public meeting notice requirements and posted at District work sites.			
Minutes Distribution	Available upon request.			
Contact				
Contact	Fire Chief			
Mailing Address	2010 Geary Road, Pleasant Hill, CA 94523-4619			
Email/Website	www.cccfpd.org			

The District conducts outreach with constituents by offering station tours, fire education programs for school children and other citizens, distribution of brochures and pamphlets on fire safety topics, and broadcast of public service announcements and fire safety tips on cable television. Disaster preparedness training courses are also provided to community members. The District offers home inspections for fire hazards to its residents, and fire safety education to its businesses.

The District maintains a website that contains information on disaster preparedness, fire prevention, public education programs, operations, and statistics; financial information is available in budget and financial reports posted on the County website. Board meeting agendas are available online. Board meetings are broadcast live on the internet, and internet video broadcast is available for some meetings. Copies of taped recordings are available for purchase, and minutes are available from the County Clerk by request.

With regard to customer service, complaints may be submitted by walk-in, phone calls or email to any supervisor or directly to the Fire Chief's Office. The District does not track the number of complaints.

The District demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO map inquiries and document requests.

MANAGEMENT

The District's staff consists of 420 full-time staff and 20 paid on-call staff. The sworn permanent staff includes 351 full-time equivalents (FTEs). The civilian staff is composed of 69 FTEs in dispatcher, mechanic and clerk positions. The Fire Chief is responsible for organizational productivity and accountability. The District is organized into divisions for emergency operations, information services, administrative services, and support services. The command staff meets with the Fire Chief weekly to ensure coordinated management oversight. All major management functions are subject to discussion, and recommendations are presented to the Chief for approval.

There are 13 battalion chiefs who report directly to an assistant chief. Three battalion chiefs cover shifts for Battalion 1 stations in Pleasant Hill, Martinez and Lafayette and the communications center. Three cover Battalion 2 stations in Walnut Creek, Clayton, Concord and Clyde. Three cover Battalion 8 stations in Antioch and Pittsburg. One covers Battalion 7 stations in San Pablo and El Sobrante, rotating shifts with City of Pinole and RHFPD battalion chiefs. One battalion chief is assigned to safety, another to EMS and a third to administration.

Permanent District employees receive annual performance evaluations until they reach the top step in their classification, and not thereafter. New hires are evaluated every six months during their one-year probationary period. The District reported that it was up to date on staff performance evaluations.

District performance is evaluated periodically by the Insurance Services Office (ISO). ISO evaluations were most recently completed in 2004, although there has not been a comprehensive ISO evaluation in the last 10 years. The most recent County performance evaluation was conducted in 2004, and included review of response times, costs per capita, sworn personnel per capita, civilian injuries and deaths in structure fires per capita, and percent of structure fires confined to room of origin. Benchmarking practices involve surveys of 18 Bay Area fire providers; the survey is conducted jointly by the County and the bargaining unit.

The District monitors productivity through tracking of workload indicators on service calls, inspections, investigations, and plan reviews performed. The District establishes performance goals through the annual budget process; for example, its goals in FY 08-09 are to address staffing shortfalls, and to recruit and train cadets to fill 35 vacancies.

Management practices in use by the District include a strategic plan (last updated in 1999), a multi-hazard mitigation plan prepared in concert with ABAG (2007), and a mission statement. Strategic plan objectives not yet accomplished include relocation of two Concord stations, an Antioch station and the San Pablo station, and construction of new stations in Concord, Pleasant Hill, and Antioch. Objectives in the 1999 plan that have been implemented include delivery of ALS services via engine-based paramedics, communication system upgrade, implementation of confined space, trench and structural collapse rescue capabilities, and compensation increases.[102] The District has not prepared a master plan or adopted Standards of Coverage, but intends to update its strategic plan in 2009. The District participated in developing a community wildfire protection plan in 2009.

The District's financial planning efforts include annual budgets, annual financial audits, long-term financial projections, and capital improvement planning. The District's most recent audit was completed for FY 07-08. The District prepared 11-year financial projections most recently in 2004, finding that the District could sustain two percent annual increases in compensation costs if capital costs are deferred.[103] The District prepares a five-year capital improvement plan (CIP), which it most recently updated in FY 08-09. The District prepared a development impact fee (DIF) nexus study in 2005 with a 20-year planning horizon.[104] Development impact fees are levied throughout the District, and updated annually to keep pace with inflation.

In May 2003, the National Academies Emergency Dispatch designated the Contra Costa Regional Fire Communications Center as an Accredited Center of Excellence, the highest distinction the Academy bestows for an emergency medical dispatch communications center. The District's primary accomplishment in recent years (2003-2008) was implementing paramedic staffing on all engine companies, which was completed at all stations in FY 07-08.[105]

SERVICE DEMAND AND GROWTH

The District bounds encompass residential, commercial, mixed-use, agricultural, recreational, open space, and watershed uses.

The District considers its customer base to be the residents and businesses in its service areas as well as those living or traveling through the area, the structures in its service area, and the parks and open spaces. The District experiences the greatest number of service calls during rush hour. High-risk occupancies in the District include oil refineries and petrochemical manufacturers; a large senior residential community (Rossmoor in Walnut Creek) presents unique challenges in terms of EMS delivery, wildland interface, and fire department access.

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[102] ConFire, *Contra Costa County Fire Protection District Strategic Plan: August 10, 1999 through August 10, 2004*, 1999.

[103] Economic & Planning Systems, Inc., *Fiscal Forecast: Contra Costa County Fire Protection District and East Contra Costa Fire Protection Districts*, June 2004, p. 3.

[104] MuniFinancial, *Contra Costa County Fire Protection District Fire Facilities Impact Fee Study and Report*, Oct. 11, 2005.

[105] Contra Costa County, *County of Contra Costa FY 2008-09 Recommended Budget*, p. 338.

Table 7-3: Service Calls by Station, 2007

Station	Location	Calls	Station	Location	Calls
01	Walnut Creek	2,880	16	Lafayette	546
02	Pleasant Hill	1,469	17	Lafayette	475
03	Walnut Creek	2,322	18	Clyde	128
04	Walnut Creek	472	19	Briones	46
05	Pleasant Hill	2,905	22	Concord	795
06	Concord	5,322	69	El Sobrante	1,491
07	Walnut Creek	963	70	San Pablo	3,485
08	Concord	2,279	81	Antioch	2,973
09	Pacheco	2,159	82	Antioch	2,226
10	Concord	1,665	83	Antioch	3,090
11	Clayton	870	84	Pittsburg	1,765
12	Martinez	1,125	85	Pittsburg	3,268
13	Martinez	1,265	86	Pittsburg	2,168
14	Martinez	1,168	87	Pittsburg	1,165
15	Lafayette	1,193	88	Antioch	1,657

Source: Author's calculations from ConFire 2007 CAD database

Note: Service calls reflect each separate incident dispatched to a fire station.

Service demand varies among the station areas, as shown in Table 7-3. The busiest fire stations are FS 06 in Concord and FS 70 in San Pablo. ConFire experiences relatively heavy call volumes at the more urbanized stations in Concord, San Pablo, Walnut Creek, Antioch, and Pittsburg. The Clayton, Martinez and Lafayette fire stations experience a moderate number of calls. Outlying areas in Clyde and the Briones area experience the lowest call volumes. By comparison, the median fire station in the County fielded 1,207 calls.

The estimated number of jobs in 2005 was 233,019 within the District's boundary area and 231,595 within its first-in service area, based on analysis of GIS, Census and 2007 ABAG projections data. The projected job growth rate from 2005 to 2030 is 38 percent, which is somewhat slower than the countywide projected growth of 46 percent over that period. Job creation rates are projected to be fastest in the Antioch and Pittsburg portions of the ConFire service area, slightly faster than the countywide average in Martinez, comparable to the average in Concord and San Pablo, and slower in the remainder of the District.

The estimated residential population in the District bounds was 557,190 at the time of the 2000 Census. The estimated number of residents in 2008 was 598,051, based on analysis of GIS, Census and 2007 ABAG projections data. The residential population density was 2,446 in the District's boundary area in 2008, compared with a countywide density of 1,460. The projected population growth rate from 2008 to 2030 is 16 percent, which is somewhat slower than the countywide projected growth of 20 percent over that period. Residential growth rates are projected to be comparable to countywide growth in Antioch, Concord and Pittsburg, and slower in the remainder of the District.

There are a number of future growth areas in the cities of Antioch, Pittsburg and Concord.

Growth areas in Antioch and vicinity include the eastern waterfront area where industrial uses are planned, a business park site at SR 4 and SR 160, the western gateway where office and high-density residential uses are planned, the 2,600-acre Sand Creek area where residential, golf course, business park and other commercial uses are planned within ConFire bounds. Two growth areas located in adjacent ECCFPD include a 2,100-acre planned community in Roddy Ranch, and the 1,070-acre Ginocchio property within the City's planning area. Adopted policies reflected in the City's General Plan include maintaining a five-minute response time (including three minute running

time) for 80 percent of emergency fire, medical, and hazardous materials calls on a citywide response area basis.

In Pittsburg, there were approximately 1,500 dwelling units in the construction pipeline as of 2008. Vacant commercial and industrial vacant land is located within the Loveridge Sub-Planning Area (centered around Loveridge Avenue and the Pittsburg-Antioch Highway, and including Century Boulevard). Within the City's entire planning area, vacant residential land would yield between 3,785 and 6,885 dwelling units.[106] The City's adopted policies are that a five-minute response time be maintained for 90 percent of emergency calls, that fire stations be within approximately 1.5 miles of all urban development, and that appropriate sites be pursued to construct fire stations for efficient emergency response to all City residents.

The primary growth area in Concord is a 5,000-acre area at the Concord Naval Weapons Station. The station is being closed. The City is planning clustered villages at the site. Planned land uses are primarily open space, recreational, residential, and community facilities; there are also planned commercial office, retail and hotel uses.[107] Under the City's preferred alternative, 13,000 housing units and 29,000 jobs are planned. Jobs and retail development would be located near the North Concord BART station and along SR 4. A fire station located on the site is subject to a mutual aid agreement between the Navy and ConFire. When the Navy conveys the site, the existing fire station will be part of a group of buildings (Administrative Area) transferred from the Navy to the City of Concord or through a public benefit conveyance to ConFire and the County Sheriff. Personnel and equipment presently associated with the station will move to a new fire station being constructed by the Army on land previously transferred by the Navy to the Army.[108] Development impact fees would help finance growth-related capital needs at the site, and property taxes would finance operations.

The County's adopted policies are to ensure that fire stations are located within 1.5 miles of developments,[109] to achieve a maximum running time of three minutes or 1.5 miles from the first-due station, to achieve response times of five minutes 90 percent of the time, to maintain at least three firefighters per station in urban and suburban areas, to consider consolidation of fire agencies when appropriate, and to save costs by sharing support services and facilities.[110]

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The District has planned for future needs through its 2009 CIP, 2005 DIF nexus study and 1999 strategic plan.

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[106] LAFCO, *East Contra Costa County Sub-Regional Municipal Service Review and Sphere Of Influence Updates*, adopted Dec. 2008.

[107] City of Concord, *Draft EIR: Concord Community Reuse Project*, 2008, p. 2-11.

[108] City of Concord, *Draft EIR: Concord Community Reuse Project*, 2008, p. 14-5.

[109] Contra Costa County, *General Plan 2005-2020*, 2005, p. 4-8

[110] Contra Costa County, *General Plan 2005-2020*, 2005, pp. 7-29- 7-30.

FINANCING

The District reported that it has the financial ability to deliver services. However, the District cannot deliver service levels at national standards, specifically four-person crews and five-minute response times, with its existing financial resources. The District reports that it is understaffed. There are unfunded capital needs, and long-deferred capital projects to relocate fire stations and build and staff new stations in areas with heavy service demand or longer response times.

The 2007-9 housing downturn and 2008-9 recession have slowed the pace of revenue growth in the District. The District has adapted thus far by deferring certain capital investments, particularly apparatus replacement plans. Operating revenues grew 12 percent between FY 06-07 and FY 07-08, three percent in FY 07-08, and had been projected to grow two percent in FY 08-09. Mid-year budget projections indicate no revenue growth in FY 08-09 and revenue declines in FY 09-10.[111] The District increased its operating expenditures by 13 percent in FY 07-08 over the prior year, and budgeted a two percent spending reduction in FY 08-09. In addition to softening revenue, the District anticipates that negotiated salary increases will outpace revenue growth, as will continued rapid inflation in pension and health benefit costs. ConFire financial projections prepared in 2004 found that the District could sustain two percent annual increases in compensation costs if capital costs are deferred.[112] By contrast, the District provided a 2.5 percent salary increase to firefighters in FY 08-09, and the labor agreement provides a five percent salary increase in FY 09-10.

The County provides reimbursable financial services to the District, and practices appropriate fund accounting for the District's separate operating, bond, capital projects, and impact fee funds.

The District's total revenues were $101 million in FY 07-08.[113] Revenue sources include property taxes (88 percent), service charges (six percent), intergovernmental revenues (five percent), and miscellaneous sources (one percent).

Table 7-4: ConFire Property Tax Shares, FY 07-08

City/Area	Gross	Net	City/Area	Gross	Net
Antioch	15%	14%	Pittsburg	16%	5%
Clayton	15%	10%	San Pablo	20%	4%
Concord	13%	12%	Pleasant Hill	13%	12%
Lafayette	14%	13%	Walnut Creek	13%	13%
Martinez	13%	13%	Unincorporated	15%	13%

Source: Burr Consulting calculations from Contra Costa County Auditor-Controller FY 07-08 base tax data.

Note: Net is the District's property tax share net of redevelopment activites.

The District's net share of property tax revenues was 12 percent on average. By comparison, the average fire district property tax share countywide was 12 percent in cities

[111] Contra Costa County Administration, Feb. 2009 estimates.

[112] Economic & Planning Systems, Inc., *Fiscal Forecast: Contra Costa County Fire Protection District and East Contra Costa Fire Protection Districts*, June 2004, p. 3.

[113] Contra Costa County, *Fiscal Year 2008-09 Special Districts Budget, 2008*, Schedule 16. Revenues exclude transfers from the ConFire operating fund allocated toward pension bond debt service.

served by fire districts and 13 percent in unincorporated areas. ConFire property tax shares were 12-14 percent in six cities and in the unincorporated areas.

Table 7-5: ConFire Fiscal Issues

City[1]	Revenue[2]	Costs[3]	Net Benefit (Loss)[4]
Total	**$100,070,129**	**$100,070,129**	**$0**
Antioch	17,178,292	13,034,409	-4,143,882
Clayton	1,979,645	2,002,502	22,857
Concord	18,386,846	18,227,059	-159,787
Lafayette	7,237,483	7,709,799	472,315
Martinez	6,709,821	8,597,234	1,887,413
Pinole	20,579	0	-20,579
Pittsburg	4,526,895	9,573,742	5,046,847
Pleasant Hill	6,135,906	4,559,239	-1,576,667
San Pablo	2,213,292	4,432,777	2,219,484
Walnut Creek	17,776,206	17,452,890	-323,316
Unincorporated	17,905,164	14,480,478	-3,424,687

Source: Burr Consulting calculations from Contra Costa County Auditor-Controller FY 07-08 base tax data, County Budget FY 08-09, and ConFire CAD data for 2007 service calls.

Notes:

(1) For revenue purposes, city is the legal city. For expenditure purposes, city was geo-coded to the legal city based on the coordinates of 2007 fire and EMS incidents within District bounds as reflected in the ConFire CAD system.

(2) Property tax revenue by city is based on actuals, and San Pablo contract payments were credited to San Pablo. All other operating revenues were allocated to cities based on their share of within-District service calls.

(3) Operating costs include expenditures for operations, pension obligation bonds, and transfers from the general fund to the capital projects fund. Costs were allocated to stations based on number of duty staff, and to cities based on share of within-District service calls. Impact fee expenditures were excluded, as were expenditures financed from reserves.

(4) The difference between cost and revenue generated in an area.

Due to extensive redevelopment activities, the District's share was particularly low in the cities of San Pablo and Pittsburg, as shown in Table 7-4. Revenues generated in Pittsburg contributed approximately $4.5 million to ConFire in FY 07-08; whereas, ConFire spent approximately $9.6 million to operate fire stations serving Pittsburg, as shown in Table 7-5.[114] The Pittsburg redevelopment agency plans to lend ConFire $10 million to finance replacement of two fire stations and construction of a fire prevention facility, with the loan to be repaid by future development impact fees. Revenues originating in the City of San Pablo contributed approximately $2.2 million to ConFire in FY 07-08; by comparison, ConFire spent approximately $4.4 million to staff fire stations serving San Pablo.[115] In FY 08-09, San Pablo is contributing $0.7 million to ConFire to fund $0.7 million in additional costs for stationing a fourth firefighter at the San Pablo station; the contractual arrangement is subject to annual renewal. San Pablo also contributes $0.2 million for automatic aid reimbursements that ConFire passes through to the City of Richmond for its services

[114] If not for redevelopment activities in Pittsburg, ConFire's property tax revenues there would have been $10.3 million in FY 07-08.

[115] If not for redevelopment activities in San Pablo, ConFire's property tax revenues there would have been $3.6 million in FY 07-08.

in San Pablo. Property tax revenues generated in the unincorporated areas and the cities of Antioch and Pleasant Hill presently subsidize service levels in underfunded areas.

ConFire's service charge revenues include fees paid by the City of Pinole, Crockett-Carquinez FPD (CCFPD), ECCFPD, MOFPD, and RHFPD as reimbursement for their shares of ConFire communications center operating costs. Intergovernmental revenues include Measure H paramedic subsidies and grants. Development impact fee (DIF) revenue in FY 07-08 was $0.4 million. The fire-related development impact fees (DIFs) are $665 per new unit.[116] The fees increase annually by the greater of four percent and actual inflation.

The District's expenditures were $117 million in FY 07-08.[117] Of the $106 million amount (net of transfers), 72 percent was spent on compensation, 12 percent on bonded debt for pension liabilities, nine percent on services and supplies, three percent on autos and trucks, and four percent on other costs.

The District had $126 million in long-term debt at the end of FY 07-08.[118] The debt consisted primarily of pension obligation bonds. The District offers pension benefits to its employees through the CCCERA defined benefit plan. In 2005, ConFire issued $130 million in pension obligation funds to fund its unfunded pension liability as of the end of 2004. The District provides health care benefits to retirees; the unfunded liability for other post-employment benefit (OPEB) liability was $142 million as of FY 08-09.[119] In the past, the District had made annual payments at the time benefits were paid. The District has increased its annual payments to account partly for future liabilities, with the partly pre-funded portion placed in an irrevocable trust. The majority of the unfunded liability remains unfunded as of FY 08-09.

The District Board's adopted policy is to maintain a minimum level of financial reserves of 10 percent of the District's general fund operating budget. ConFire management aims for a 15 percent reserve for contingencies. ConFire had $12.9 million in undesignated and contingency fund balances for its operating fund at the close of FY 07-08. Operating fund reserves were 12 percent of annual expenditures in FY 07-08; in other words, the District maintained 1.5 months of operating reserves. The District also carried fund balances in its development fee and capital funds, with unreserved, undesignated fund balances of $5.9 million at the end of FY 07-08.

The District engages in joint financing arrangements related to workers compensation insurance. The County self-insures its three dependent fire districts. The District is required to rely on the County for certain administrative services; the County provides legal, financial, human resources and information technology support services on a reimbursable basis, although there is no explicit service contract. The District is a member of the East Bay Regional Communications System Authority, which is developing an inter-jurisdictional communications system.

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[116] MuniFinancial, *Contra Costa County Fire Protection District Fire Facilities Impact Fee Study and Report*, Oct. 11, 2005.

[117] Expenditures reflect all ConFire funds (Contra Costa County, *Fiscal Year 2008-09 Special Districts Budget*, 2008).

[118] Contra Costa County, *Comprehensive Annual Financial Report, Fiscal Year Ended June 30, 2008*, 2008.

[119] Buck Consultants, *Governmental Accounting Standards Board (GASB) Statement #45 Valuation Results for Contra Costa County for FY 2007-08 and FY 08-09*, June 16, 2008.

FIRE SERVICE

NATURE AND EXTENT

The District provides fire suppression (structural, vehicle, and vegetation fires) and prevention, Advanced Life Support (ALS) for medical emergencies, rescue, dispatch, initial hazardous materials response, fire inspection, plan review, and education.

The District provides ALS EMS services until AMR, a privately-owned ambulance company, arrives to continue ALS and provide ambulance transport services.

The ConFire Regional Fire Communications Center provides dispatch, emergency medical dispatch (pre-arrival instructions) and radio services not only for the District but also for Crockett-Carquinez FPD (CCFPD), ECCFPD, MOFPD, RHFPD, and City of Pinole. ConFire also provides these services to the City of El Cerrito, dispatching the City to incidents in East Richmond Heights; El Cerrito is dispatched by the City of Richmond for incidents in the city limits and KFPD. ConFire coordinates all mutual aid requests by the local fire providers in the County, as well as requests initiated outside the County.

The District responds to hazardous material incidents to provide initial identification and isolation. The Contra Costa County Health Services Department provides specialized hazardous material response.

ConFire investigates fires that are intentionally set, suspicious fires, unlawful fires, attempted arson, fires causing a serious injury or death, and possession or use of fireworks, incendiary devices, and explosives. ConFire conducted 566 fire investigations in 2007.

The District's primary fire prevention strategies are vegetation management, public education, plan review and fire safety inspections. The District maintains 470 miles of fire trails and inspects thousands of parcels each spring in preparation for wildland fire season.[120] ConFire adopted new defensible space standards designed to help structures survive wildfire events in 2006. The standards apply to approximately 6,000 properties in fire hazard areas within the District where topography, difficulty of access, proximity to open space, and distribution of vegetative fuels compound the challenge of wildfire suppression. Property owners in these areas must maintain 100 feet of defensible space around structures.

ConFire checks fire plans for new development prior to construction to ensure that all new and remodeled buildings and facilities meet requirements. ConFire conducted approximately 4,030 plan reviews during 2007. Plan check services are provided for the 11 cities and all unincorporated areas within ConFire and ECCFPD bounds.

ConFire conducts fire safety inspections within both ConFire and ECCFPD bounds. Enforcement personnel annually inspect over 1,600 individual apartment/residential properties, nearly 154 public and private schools, County and city jails, hotels/motels, over 78 hospital and care

[120] Contra Costa County Fire Protection District, *2007 Report to the Community*, 2008, p. 18.

facilities including 43 mid- and high-rise buildings. Other properties inspected include commercial businesses where processes or operations require permits to operate as per the California Fire Code, i.e., the sales, storage, use, manufacturing of flammable liquids, gases and other hazardous materials. Also included are businesses where vehicle services, engine repair and fueling operations are conducted. On a less frequent basis, the Enforcement Division also inspects carnivals, street fairs and similar outside exhibitions, large tents and canopies used for public assemblies and where cooking is allowed. Fire safety inspections are completed annually on all businesses mandated for inspection and randomly for other businesses, and vegetation inspections are completed annually on thousands of parcels in the District.

The District provides disaster preparedness training to the public through its Community Emergency Response Team (CERT) program and supports CERT programs directly provided by several cities by teaching segments. Community members are trained in disaster first aid disaster preparedness, basic firefighting, light search and rescue, damage assessment, and turning off utilities. It is important for community members to have such skills in the event of a major disaster. The District supported 23 six-week training classes in 2007.

Table 7-6: Primary PSAP by Area

City or Area	Primary PSAP
Antioch	Antioch PD
Clayton	Concord PD
Concord	Concord PD
Lafayette	Sheriff
Martinez	Martinez PD
Pittsburg	Sheriff
Pleasant Hill	Pleasant Hill PD
San Pablo	Richmond PD
Walnut Creek	Walnut Creek PD
Unincorporated Areas	Sheriff

Dispatch Services

All 911 calls made from land lines in the unincorporated areas and the cities of Lafayette and Pittsburg are automatically routed to the Contra Costa County Sheriff, which is the primary Public Safety Answering Point (PSAP) in those areas. The primary PSAP for each city is shown in Table 7-6. Once the PSAP dispatcher determines a call requires fire department response, the call is relayed to the ConFire secondary PSAP. ConFire then directly dispatches its staff or the appropriate first responder, as recommended by the computer-aided dispatch system. For medical emergencies outside MOFPD, AMR is notified by a direct link to ConFire's computer system and the company dispatches the nearest ambulance.[121]

If warranted, emergency medical dispatch instructions are given so the caller can give pre-arrival aid to the victim. The call dispatch information is sent to a mobile data computer on the apparatus, to the printer at the fire station, to the company officer's pager, and verbalized over the appropriate radio channel.

The District participates in closest-resource dispatching (cross-border), along with the cities of Pinole and El Cerrito, Crockett-Carquinez FPD, East Contra Costa FPD, Moraga-Orinda FPD, and Rodeo-Hercules FPD. Although ConFire does not directly dispatch the City of Richmond or SRVFPD, ConFire phones their respective dispatch centers directly to do so.

[121] ConFire's computer-assisted dispatch (CAD) system is directly linked to the AMR CAD through Message Transmission Network (MTN). MTN uses the microwave-based All County Criminal Justice Information Network to directly link CAD systems and avoid the need for voice communication or re-entry of dispatch information.

Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP relays the calls requiring both law enforcement and fire/EMS response (e.g., auto accidents) to the primary PSAP, and dispatching follows the protocol discussed above. EMS calls are often routed directly to ConFire. Many of the primary PSAPs have implemented taking wireless calls directly (e.g., Antioch) and others are beginning to do so (e.g., Martinez, Pleasant Hill, Concord and Walnut Creek); upon full phase-in, those calls will no longer be routed through CHP. The City of Pinole and the County Sheriff have not yet begun taking wireless calls directly due to financial constraints.

Radios are interoperable with all adjacent providers, except the City of Richmond. ConFire, Pinole and RHFPD use a very high frequency (VHF) radio communications system. Richmond and El Cerrito use an 800-megahertz system ("800 MHz"). All West County engines can communicate on either system; firefighters use the system on which the call originated. At major incidents, communication is more challenging, as most engines and chiefs in the County do not have 800 MHz radios. For such events, a communications leader is assigned to bridge the communication barrier.

LOCATION

The District provides service primarily to its boundary area, as shown on Map 7-2.

The District also provides service outside its bounds. ConFire is often the first responder in northwest Brentwood and the westernmost segment of Marsh Creek Rd. The District occasionally responds to northern Alamo in San Ramon Valley FPD. The District both provides and receives automatic aid from the closest available resource, regardless of boundaries. The District contracts with the City of Pinole for automatic aid to unincorporated areas adjacent to the City; the City provided 660 responses to ConFire there in 2007, and received 208 aid responses from ConFire. Besides the City of Pinole, ConFire exchanges automatic aid frequently with other fire providers; the District received 1,257 responses and provided 1,314 responses outside its bounds with partners other than the City in 2007. The cities of Richmond and El Cerrito, MOFPD and ECCFPD are most frequently involved in automatic aid with ConFire.

Through the California mutual aid plan, the District may provide or receive aid throughout California. The District most often exchanges mutual aid response with CAL FIRE, EBRPD and City of Benicia.

Overlapping service providers include the various automatic and mutual aid providers discussed above as well as EBRPD, the U.S. Coast Guard and the Contra Costa County Sheriff's Marine Patrol unit. EBRPD specializes in handling brush fires and EMS incidents in regional parks, although the District is the official first responder for structure fires and EMS incidents. The District is often designated as the first responder in marine areas, and handles incidents until the U.S. Coast Guard arrives. The U.S. Coast Guard responds to boating accidents and emergencies within navigable waters, including the San Joaquin River, Suisun and Honker Bays, and the eastern portion of Carquinez Strait that lie within ConFire bounds and service area. The Contra Costa County Sheriff's Marine Patrol unit responds to fires, boating accidents and EMS incidents in the Delta waterways and marinas.

INFRASTRUCTURE

The District operates 28 fire stations which are staffed 24 hours a day, and two stations staffed by paid on-call reserves. The average fire station is 39 years old. There are 12 stations that were built 50 or more years ago, and are obsolete by District standards. Three of these stations are being replaced. Fire station (FS) 16 (Lafayette) is seismically damaged and aged (built in 1958); company quarters have been housed in a mobile home since the 1989 Loma Prieta earthquake. The replacement station is planned for FY 09-10, and will be locating at the west end of Mt. Diablo Blvd. in Lafayette. FS 84 (Pittsburg) is aged (built in 1969) and is being replaced in 2009 with funding from the City of Pittsburg redevelopment agency. FS 85 (Pittsburg) is aged (built in 1969) with company quarters in a mobile home since 1985; the station is being replaced in 2009. Replacement of other older stations is not funded or planned. For example, FS 70 (San Pablo) has an aged apparatus bay (built in 1965), company quarters have been in a modular structure since 1993; a new or expanded San Pablo station is needed to handle high call volume in the area but is not presently funded.

FS 86 (Bay Point) is not strategically located; a replacement in Bay Point is planned for 2011. A new station is needed in Pleasant Hill to improve response times in Pleasant Hill and Martinez; the land has been acquired (at Alhambra and Devon Avenues) but the estimated $3.2 million construction and $2.5 million operating costs are not funded. A new station is needed in south Antioch to improve response time and serve planned growth. ConFire will need 1-2 stations on the former Concord Naval Weapons Station, with the number depending on the final reuse plan, land availability and the District's ability to relocate other stations.

The District's administrative and training facilities are not located in the same place. The primary administration facility and communications center is located in Pleasant Hill in a structure built in 1966; the facility has not been expanded over the years in spite of substantial increases in ConFire's service area due to consolidations and annexations. The training and EMS administrative facilities are located in Concord, and were built in 1967. The ConFire training facility includes four classrooms, a drill tower, drill grounds, driving area, skid pad, drafting pit, training house, disentanglement area, and confined space area. The facility also houses training and EMS administrative staff, a warehouse, and an apparatus maintenance shop. Some administrative staff members are housed at a new fire station. ConFire and the Contra Costa County Sheriff have proposed located a joint public safety training center on surplus land at the former Concord Naval Weapons Station. If approved, ConFire would move its administrative office, communication center and logistics operations to this location.

ConFire fire prevention units are not co-located. A new consolidated fire prevention facility is planned in Pittsburg and scheduled for construction in FY 09-10; the $4.2 million cost will be funded by a City of Pittsburg redevelopment loan and development impact fees.

Future growth will require development of additional fire stations and staffing levels to provide adequate service. In the long-term, the District anticipates needing a new fire station in Antioch and another in Pittsburg due to projected growth. To accommodate long-term growth, the District

plans to add engine companies to existing stations and continue relocating station to maintain service levels.[122]

Existing primary equipment includes 25 Type 1 engines, five Type 2 engines, 17 Type 3 engines, one Type 4 engine, three water tenders, six quints, four rescue vehicles, and a rescue boat. In addition, the District owns staff vehicles and maintains reserve equipment at its fire stations and storage facility. The District reports its apparatus are replaced on a planned replacement schedule; the District plans on replacing front-line engines after 15 years use, and then using them another five years in reserve use.

The District's water resources for fire-fighting purposes include fire hydrants and water bodies. Hydrants are located in the urban areas. There are no hydrants in outlying areas. In areas without hydrants, the District relies on water tanks, drafting out of water bodies and using water tenders. Fire flow improvement needs identified by the District include southwest Walnut Creek, Lafayette and small pockets in Pittsburg, as well as installation of hydrants in growth areas as they urbanize.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. ConFire has an ISO Rating of 3 in urban areas (within five miles of a station and 1000 feet of a hydrant) and 9 in outlying areas.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. NFPA guidelines call for career fire departments to respond within six minutes 90 percent of the time, with the response time including three components: dispatch time of no more than one minute,[123] turn-out time of no more than one minute, and travel time of no more than four minutes.[124] The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, the entire District is classified as urban.[125] The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. For emergency (Code 3) medical calls, the District is required by the Contra Costa County EMS Agency (LEMSA) to respond within 7.5

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[122] MuniFinancial, *Contra Costa County Fire Protection District Fire Facilities Impact Fee Study and Report*, Oct. 11, 2005, p. 9.

[123] National Fire Protection Association, *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2007. The dispatch time standard is one minute 95 percent of the time.

[124] National Fire Protection Association, *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2001, p. 6.

[125] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

minutes 90 percent of the time. ConFire's goal is to respond within five minutes 90 percent of the time,[126] which is the same as the response time policies adopted by the County.

The District's 90th percentile response time was 8:30 minutes in 2007. The District's median response time was 5:23 minutes. When first response by AMR and automatic aid are considered, the 90th percentile response time was 7:57 minutes and the median was 5:07 minutes. Response times were somewhat faster in Walnut Creek, Concord and Clayton, and somewhat slower in Martinez, Lafayette and at FS 87 in west Pittsburg. In other words, the District is able to respond timely much of the time, but falls short of meeting LEMSA and County standards, and its goals. Response times exclude dispatch time. ConFire's median dispatch time was 1:12 minutes and the 90th percentile was 2:12 minutes for Code 3 calls originating in ConFire.

Service levels are higher in urban and suburban areas and pockets than in outlying areas. Most fire stations are located in the urban areas and are staffed 24 hours daily, although the stations in Clyde and the Briones area are not staffed, and are served by paid on-call reserves. Travel times are longest to the open space and grazing lands. There are longer response times in south Antioch and along the Martinez-Pleasant Hill boundary where additional fire stations are needed.

Unique aspects to the service area include its extensive size and open spaces, responsibility for waterways, and irregular boundaries in west County. The complex boundaries in west County result in inefficient and non-contiguous service areas; ConFire relies on adjacent providers to marshal adequate structure firefighting resources there. The use of a separate dispatch system in the cities of Richmond and El Cerrito slows response times and impedes coordination in west County. The District reported its primary service challenges are that revenue growth has not kept pace with salary and employee benefit costs, that financial resources have not sustained service levels, and that many of the District's capital needs have not been funded for the last 20 years. The Briones station serves an expansive area, is staffed by volunteers, and is distant from other ConFire stations, resulting in slower response and reliability. Outlying areas—Alhambra Valley, Briones and Morgan Territory—are more than five miles from the nearest fire station and experience longer response times.

[126] ConFire, *Contra Costa County Fire Protection District Strategic Plan: August 10, 1999 through August 10, 2004*, 1999.

Table 7-7: ConFire Fire Service Profile

Fire Service			
Service Configuration			
Fire Suppression	ConFire	PSAP [1]	Sheriff and 6 cities
EMS - Basic Life Support	ConFire	Fire/EMS Dispatch	ConFire
EMS - Paramedic	ConFire	Building Review	ConFire
Ambulance Transport	AMR	Public Education	ConFire
Hazardous Materials	County Health	Weed Abatement	ConFire
Fire Investigation	ConFire	Academy	ConFire

Service Demand			
	All Calls	**Priority "Code 3"**	**Non-Priority "Code 2"**
Annual Calls 2007	45,915	37,515	6,935
% EMS	75%	83%	34%
% Fire/Haz-Mat	11%	8%	27%
% Alarm	6%	2%	26%
% Other	8%	7%	13%
Service Calls per 1,000	78	64	12
% Auto Aid Given	3%	% Auto Aid Received	4%

Wildland Fires The District responded to 547 vegetation fires in its service area in 2007. The most significant recent vegetation fire occurred in the Franklin Hills open space area on the north side of SR 4, and spread rapidly toward the City of Martinez, fueled by dry vegetation and high winds. That fire destroyed one residence, and threatened other residences and the Contra Costa Regional Medical Center. The District deploys an initial assignment of four engines and a battalion chief to vegetation fires, with more resources deployed when structures are threatened. CAL FIRE and EBRPD respond to all wildland incidents in the SRA during fire season. The Diablo Fire Safe Council is active in the western portion of the District's boundary area.

Service Adequacy		**Resources**	
ISO Rating	3/9 [2]	Fire Stations	30
Median Response Time (min) [3]	5:23	Sq. Miles Served per Station [4]	7.9
90th Percentile Response Time (min)	8:30	Total Staff [5]	440
Response Time Base Year	2007	Total Full-time Firefighters	351
Percent Certified as FF1	100%	Total On-call Firefighters	20
Percent Certified as FF2 or more	13%	Total Sworn Staff per Station [6]	12.4
Percent Certified as EMT-1	100%	Total Sworn Staff per 1,000	0.6
Percent Certified as Paramedic/ALS	29%	Staffing Base Year	FY 08-09

Notes:
(1) Public Safety Answering Point is the agency first answering 911 calls placed from land lines. The PSAP is the Sheriff in the unincorporated areas, Pittsburg and Lafayette. In the cities of Antioch, Concord, Martinez, Pleasant Hill, and Walnut Creek, the PSAP is the respective police department. The San Pablo PSAP is Richmond, and the Clayton PSAP is Concord.
(2) ConFire has an ISO Rating of 3 for urban areas and 9 for outlying areas without hydrants.
(3) Response time statistics were calculated for Code 3 (priority) calls in District bounds in 2007, and exclude dispatch time.
(4) Primary service area (square miles of land area) per station.
(5) Total staff includes sworn and civilian personnel, and are expressed as full-time equivalents.
(6) Based on ratio of sworn full-time and on-call staff to the number of stations. Actual staffing levels of each station vary.

continued

Fire Service, cont.

Human Resources, FY 08-09 [7]

Bargaining Unit:	International Association of Firefighters Local 1230		
Schedule:	24 hours on, 24 hours off, 24 hours on, 24 hours off, 24 hours on, 96 hours off		
Full-time Firefighter (Top Step at Five Years Experience)			
Base Salary: $84,282	Overtime: $6,773	Qualifications:	EMT certification, high school diploma, drivers license, physical exam.
Full-time Paramedic (Top Step at Five Years Experience)			
Base Salary: $92,687	Overtime: $7,448	Qualifications:	Paramedic certification, high school diploma, drivers license, physical exam.
Paid On-Call Firefighter			
Rate:	$13-15/hour on-call or training	Qualifications:	Drivers license, physical exam.

Training: Training is conducted by the District in EMS, hazardous materials first responder, trench rescue, confined space rescue and firefighting for structures and wildland areas. The District staffs a full-time battalion chief as a chief training officer, four training captains, a full-time EMS coordinator responsible for continuous quality improvement in EMS skills, and an EMS clinical educator. The two EMS nurses develop curriculums, audit calls and teach EMS skills to firefighters. The ConFire Academy is a 16-week program that prepares cadets to meet California State Fire Marshal Firefighter 1 certification standards, and provides District-specific training. Training is conducted at standards oriented toward staff achieving certification, and recognizes NFPA training standards. ConFire produces instructional videos for use in training. Permanent sworn staff receive 237 hours of training in an average year. Reserves are trained in an eight-week academy with Saturday sessions.

The District conducts joint training (specialty rescue, EMS, firefighter safety) with other fire agencies, participates in drills with private industry (e.g., Dow Chemical, Shell Oil, and the Tesoro and Chevron refineries), trains bimonthly with AMR, and conducts joint training with law enforcement agencies within its bounds.

Service Challenges

The primary service challenges are that revenue growth has not kept pace with salary and employee benefit costs, that financial resources have not sustained service levels, and that many of the District's capital needs have not been funded for the last 20 years. The complex boundaries in west County result in inefficient and non-contiguous service areas; ConFire relies on adjacent providers to marshal adequate structure firefighting resources. The use of a separate dispatch system in the cities of Richmond and El Cerrito slows response times and impedes coordination in west County. The Briones station serves an expansive area, is staffed by volunteers, and is distant from other ConFire stations, resulting in slower response and reliability. Outlying areas—Alhambra Valley, Briones and Morgan Territory—are more than five miles from the nearest fire station and experience longer response times. In the wildland interface areas, there is significant accumulated fuel and difficult terrain.

Facilities

Station	Location	Condition	Staff per Shift	Principal Apparatus
Station 1	1330 Civic Dr., Walnut Creek CA 94596	Fair	2 Captains, 2 Engineers, 2 Firefighters	1 Type 1 engine, 1 Type 3 engine,
Station 2	2012 Geary Rd., Pleasant Hill CA 94523	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 3	1520 Rossmoor Pkwy., Walnut Creek CA 94595	Good	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine
Station 4	700 Hawthorne Dr., Walnut Creek CA 94596	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 2 engine
Station 5	205 Boyd Rd., Pleasant Hill CA 94523	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 watertender

Notes:
(7) Base salary in FY 08-09 excludes compensation for overtime hours (more than 56 weekly hours). Overtime compensation is minimal planned overtime (156 hours per year), and excludes unplanned overtime hours.

continued

Fire Service, cont.				
Facilities (continued)				
Station	**Location**	**Condition**	**Staff per Shift**	**Principal Apparatus**
Station 6	2210 Willow Pass Rd., Concord CA 94520	Fair	2 Captains, 2 Engineers, 2 Firefighters	1 Type 1 engine, 1 Type 3 engine,
Station 7	1050 Walnut Ave., Walnut Creek CA 94598	Good	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 8	4647 Clayton Rd., Concord CA 94521	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 9	209 Center Ave., Pacheco CA 94553	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 10	2955 Treat Blvd., Concord CA 94518	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine, 2 rescue vehicles
Station 11	6500 Center Ave., Clayton CA 94517	Excellent	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 12	1240 Shell Ave., Martinez CA 94553	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 3 engine, 1 quint
Station 13	251 Church St., Martinez CA 94553	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 2 engine
Station 14	521 Jones St., Martinez CA 94553	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 15	3338 Mt. Diablo Blvd., Lafayette CA 94549	Good	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine
Station 16	4007 Los Arabis Dr., Lafayette CA 94549	Poor	1 Captain, 1 Engineer, 1 Firefighter	1 Type 2 engine
Station 16	*West end of Mt. Diablo Blvd., Lafayette CA 94549*	*Planned 2010*	*1 Captain, 1 Engineer, 1 Firefighter*	*1 Type 2 engine*
Station 17	620 St. Mary's Rd., Lafayette CA 94549	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 18	145 Sussex St., Clyde CA 94520	Fair	Unstaffed with 10 on-call	1 Type 1 engine
Station 19	1019 Garcia Ranch Rd., Martinez CA 94553 (Briones area)	Fair	Unstaffed with 10 on-call	1 Type 1 engine, 1 watertender
Station 22	Crystal Ranch Pkwy., Concord CA 94521	Excellent	1 Captain, 1 Engineer, 1 Firefighter	1 Type 2 engine, 1 quint
Station 69	4640 Appian Way, El Sobrante CA 94803	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine, 1 rescue vehicle
Station 70	13928 San Pablo Avd., San Pablo CA 94806	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 4 engine
Station 81	315 W. 10th St., Antioch CA 94509	Good	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 82	196 Bluerock Dr., Antioch CA 94509	Excellent	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 rescue vehicle
Station 83	2717 Gentrytown Dr., Antioch CA 94509	Good	1 Captain, 1 Engineer, 1 Firefighter	1 Type 2 engine, 1 quint
Station 84	200 E. 6th St., Pittsburg CA 94565	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 quint, 1 rescue boat
Station 84	*Railroad Ave./Civic Ave., Pittsburg CA 94565*	*Planned 2009*	*1 Captain, 1 Engineer, 1 Firefighter*	*1 quint, 1 rescue boat*

continued

Fire Service, cont.

Facilities (continued)

Station	Location	Condition	Staff per Shift	Principal Apparatus
Station 85	2555 Harbor St., Pittsburg CA 94565	Poor	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 85	*Loveridge Rd. at E. Leland Rd., Pittsburg CA 94565*	*Planned 2009*	*1 Captain, 1 Engineer, 1 Firefighter*	*1 Type 1 engine, 1 Type 3 engine*
Station 86	3000 Willow Pass Rd., Bay Point CA 94565	Fair	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 86	*Gobel Drive Bay Point CA*	*Planned 2011*	*1 Captain, 1 Engineer, 1 Firefighter*	*1 Type 1 engine, 1 Type 3 engine*
Station 87	800 W. Leland Dr., Pittsburg CA 94565	Excellent	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine, 1 watertender
Station 88	4288 Folsom Dr., Antioch CA 94531	Good	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Training	2945 Treat Blvd. Concord, CA 94518	Fair	NA	NA - Training facility
Admin & Comm	2010 Geary Rd., Pleasant Hill CA 94523	Fair	NA	NA - Administration and Communications Center

Infrastructure Needs/Deficiencies

FS 16 (Lafayette) is seismically damaged and aged (built in 1958); company quarters have been housed in a mobile home since the 1989 Loma Prieta earthquake. The replacement station is planned for FY 09-10, and will be located at the west end of Mt. Diablo Blvd. in Lafayette. FS 84 (Pittsburg) is aged (built in 1969) and is being replaced in 2009 with funding from the City of Pittsburg redevelopment agency. FS 85 (Pittsburg) is aged (built in 1969) with company quarters in a mobile home since 1985; the station is being replaced in 2009. FS 86 (Bay Point) is not strategically located; a replacement in Bay Point is planned for 2011. FS 70 (San Pablo) has an aged apparatus bay (built in 1965), company quarters have been in a modular structure since 1993; a new or expanded San Pablo station is needed to handle high call volume in the area but is not presently funded.

The District's administrative and training facilities are not located in the same place. ConFire fire prevention units are not co-located. A new consolidated fire prevention facility is planned in Pittsburg and scheduled for construction in FY 09-10; the $4.2 million cost will be funded by a City of Pittburg redevelopment loan and development impact fees. A new station is needed in Pleasant Hill to improve response times in Pleasant Hill and Martinez; the land has been acquired but the estimated $3.2 million construction cost is not funded. A new station is needed in south Antioch to improve response time and serve planned growth. In the long-term, the District anticipates needing a new fire station in Antioch and another in Pittsburg due to projected growth. To accommodate long-term growth, the District plans to add engine companies to existing stations and continue relocating station to maintain service levels. Fire flow improvements are needed in southwest Walnut Creek, Lafayette and small pockets in Pittsburg.

Facility-Sharing and Regional Collaboration

Automatic Aid [8]

The District both provides and receives automatic aid from the closest available resource, regardless of boundaries. Under this arrangement, ConFire is frequently called to serve west Oakley and north Brentwood. On the Benicia-Martinez Bridge, ConFire handles northbound lanes and City of Benicia handles southbound lanes. ConFire frequently receives automatic aid from the City of Pinole in Tara Hills, Bayview, Montalvin Manor and Alhambra Valley, from the City of El Cerrito in East Richmond Heights, and from the City of Richmond in the Valley View Road and San Pablo areas. The ConFire Battalion 7 battalion chief covers one-third of the duty shifts for west County areas served by ConFire, the City of Pinole and RHFPD, sharing the responsibility with the City of Pinole and RHFPD; the battalion chief participates in joint training and drills with the City of Pinole and RHFPD.

Notes:
(8) Automatic aid is automatically-dispatched aid to territory in another provider's boundary.

continued

Fire Service, cont.
Facility-Sharing and Regional Collaboration
Mutual Aid [9] Through the California mutual aid plan, the District may provide or receive aid throughout California. The District occasionally exchanges response with East Bay Regional Park District, CAL FIRE and City of Benicia.
Current Practices: ConFire shares its dispatch and radio facilities with other providers by coordinating dispatch for several first responders in the County. ConFire coordinates mutual aid requests and assignment in the County. The ConFire and SRVFPD communications centers serve as back-up to each other. The District shares its three radio towers. The District's training facility is available to other fire providers. The District participates in joint training with other providers. The District participates in the East Bay Incident Management Team and the Diablo Fire Safe Council. **Opportunities:** ConFire could extend dispatch services to the cities of Richmond and El Cerrito, or a CAD interface between the ConFire and Richmond systems could be installed to better coordinate response. As a member of the East Bay Regional Communications System Authority, the District is collaborating with other public safety providers in Contra Costa and Alameda counties to develop a fully interoperable communication system. ConFire and the County Sheriff could share administrative and training facilities at space expected to become available at the Concord Naval Weapons Station. There may be opportunities to combine apparatus maintenance functions with other providers.
Notes: (9) Mutual aid is aid to territory in another provider's boundary that is provided upon request and subject to availability, and is not automatically dispatched.

GOVERNANCE ALTERNATIVES

Ten governance alternatives related to fire and EMS services were identified.

Detachment of western ConFire service areas in San Pablo, El Sobrante, Tara Hills, Bayview, Alhambra Valley, and East Richmond Heights is a government structure option. Such areas could potentially be served by an independent fire district serving either all of west County or serving all portions except the cities of Richmond and Pinole.

The City of San Pablo could potentially be detached from ConFire to provide incentives for the City to contribute equitable financing toward fire and EMS services if a JPA were to be formed in west County. This option was discussed in Chapter 3.

Detachment of East Richmond Heights from ConFire could potentially be achieved if the City of El Cerrito were to form a subsidiary fire district. The City of El Cerrito presently serves the area in exchange for ConFire dispatch and radio services.

Detachment of southeastern El Sobrante and other areas surrounded by the City of Richmond from ConFire could potentially be achieved if the City of Richmond were to form a subsidiary fire district. The City of Richmond presently serves the southeastern El Sobrante area and provides responses to the remainder of El Sobrante, San Pablo and North Richmond through an aid agreement with ConFire.

Annexation of ConFire service areas within ECCFPD bounds is an option. ConFire serves pockets in northwest Brentwood, west Oakley and east of Clayton.

Annexation of the southernmost portion of Antioch, which contains the proposed Roddy Ranch development, to ConFire is an option. The area is presently within the bounds and service area of ECCFPD. Due to growth in the area, a new station is planned which would allow ConFire to provide faster service to the area and for the entire City of Antioch to be within the bounds of a single fire provider.

Detachment of ConFire's service area in north Alamo is an option if Alamo voters approve incorporation on March 3, 2009. Annexation of this area to SRVFPD would allow for the entire Alamo community to be served by the same provider.

Government structure options include annexation of Brentwood and Oakley or annexation of the entire ECCFPD area to ConFire; however, barriers to this option include lower revenue per capita in these cities and ECCFPD compared with the existing ConFire boundary area. The primary incompatibility is that ECCFPD lacks adequate funds to support ConFire service levels and compensation. ECCFPD presently funds stations staffed by two personnel, whereas ConFire staff stations with three personnel. ECCFPD salaries are substantially lower than ConFire salaries. Consolidation advantages include synchronization of policies, procedures, training, and merit pay practices across the two agencies. ConFire staff supports consolidation with other fire agencies and annexations so long as there is a baseline funding level, such as the equivalent of a net 12 percent property tax share, and reported that the source of funds was of less concern than the funding

level.[127] Based on that standard, ECCFPD would need an additional $6 million in revenue (FY 07-08) in order to consolidate with ConFire without having negative fiscal impacts on ConFire. If voters in ECCFPD were to approve an assessment of about $162 per home (FY 07-08 dollars), consolidation could occur without negative fiscal impacts on ConFire. Related governance options are discussed in Chapter 10 in the Governance Alternatives section.

Annexation of Orinda to ConFire and detachment of that area from MOFPD may be an emerging government structure option.

Another government structure option is consolidation of all fire providers within the County. This option may be infeasible due to variations in funding and service levels between the various providers. ConFire staff suggested that this option may be feasible if dependent fire districts were to become independent.

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) Residential population growth in the ConFire boundary is projected to be comparable to the countywide average in Antioch, Concord and Pittsburg, and slower in the remainder of the District. Residential growth is projected to be slowest in San Pablo, Lafayette and Pleasant Hill. Residential growth areas include Sand Canyon, the western Antioch gateway, and the Concord Naval Weapon Station reuse area. In the long-term, growth is expected to increase the population from 598,051 in 2008 to 693,584 in 2030.

2) Commercial growth is projected to be fastest in the Antioch and Pittsburg portions of the ConFire service area, slightly faster than the countywide average in Martinez, comparable to the average in Concord and San Pablo, and slower in the remainder of the District. In the long-term, growth is expected to increase the job base from 240,908 in 2008 to 320,588 in 2030. Commercial growth areas include the Loveridge area in Pittsburg, the eastern waterfront area in Antioch, Sand Creek, and the North Concord BART station vicinity.

3) Service demand levels are average in the District, with 78 incidents annually per 1,000 people compared with the countywide average of 79 incidents per 1,000.

4) ConFire presently engages in growth planning through its development impact fee nexus study (20-year planning horizon) and five-year capital improvement plan. The District collaborates with land use authorities, particularly the cities of Antioch and Pittsburg, in crafting mitigation measures for new projects. In the long-term, the District anticipates needing a new fire station in Antioch and another in Pittsburg due to projected growth. To accommodate long-term growth, the District plans to add engine companies to existing stations and continue relocating stations to maintain service levels. The District has not prepared a master plan or standards of cover analysis; doing so could improve its long-term

[127] Correspondence from CCCFPD Fire Chief to LAFCO Executive Officer, March 19, 2009.

planning of optimal fire station locations and the impacts of anticipated development on response times. ConFire reported that it is preparing in 2009 an update to its strategic plan.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

5) ConFire operates 28 staffed fire stations, and two unstaffed stations. Four stations are in excellent condition, six in good condition, 18 in fair condition, and two in poor condition. FS 16 (Lafayette) and 85 (Pittsburg) are in poor condition; replacement of FS 16 is unfunded and replacement of FS 85 is planned for 2009. Twelve stations were built 50 or more years ago, and are obsolete by District standards; three are being replaced and replacement of the other nine stations is not funded or planned.

6) To improve response times in Pleasant Hill and Martinez, a new station is needed in Pleasant Hill. Although land has been acquired, the construction and operating costs are not funded. Expansion or replacement of FS 70 (San Pablo) is needed to handle high call volume; the project is not funded.

7) ConFire's administrative and training facilities are not located in the same place. ConFire and the County Sheriff have proposed a joint facility on surplus land at Concord Naval Weapons Station; the project is not funded. ConFire fire prevention units are not co-located; a new fire prevention facility in Pittsburg is planned for 2010.

8) ConFire replaces apparatus on a regular cycle after 15-20 years use.

9) To serve future growth, ConFire anticipates needing a new fire station in Antioch and another in Pittsburg. To accommodate long-term growth, the District plans to add engine companies to existing stations and continue relocating stations to maintain service levels.

10) ConFire plans for capital needs through its five-year capital improvement plan, its 20-year development impact fee nexus study, and 11-year financial projections.

11) The ConFire service area contains areas in the extremely high fire hazard severity zone (San Pablo Dam Road, west Lafayette and southeast Concord) and in the high fire hazard severity zone (Briones, Clyde, Avon, portions of Lafayette, east Walnut Creek, east Clayton, and outlying areas south of Pittsburg). To protect these vulnerable areas, the District conducts inspections, vegetation management, hydrant testing, and public education campaigns. ConFire adopted defensible space standards in 2006 requiring property owners in vulnerable areas to clear vegetation near structures.

12) In the urban areas, ConFire provides adequate service levels. ConFire meets response time guidelines much of the time, but falls short of meeting guidelines 90 percent of the time. Emergency call processing time does not meet the industry guideline of less than 60 seconds 90 percent of the time. ConFire's staffing level of 0.6 sworn staff per 1,000 people is lower than the countywide average (0.8), as well as the Bay Area average for urban fire providers (0.9). Based on staff certification levels, ConFire staff credentials and skills appear to be adequate. Training hours per sworn staff member are lower than the countywide average, and could be enhanced.

13) Fire flow improvements are needed in southwest Walnut Creek, Lafayette and small pockets in Pittsburg.

14) The District identified its primary service challenge as financial, with revenue growth over the years not sustaining service levels and with significant unfunded capital needs. The complex boundaries in west County result in inefficient and non-contiguous service areas. The use of a separate dispatch system in the cities of Richmond and El Cerrito slows response times and impedes coordination in west County.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

15) ConFire has the financial ability to provide services, but not to deliver service levels at national standards of four-person crews and five-minute response times. The District is understaffed, has unfunded capital needs and long-deferred capital projects to relocate fire stations and improve services in areas with heavy demand or long response times.

16) The District's expenditures per population served ($198) are somewhat lower than other providers in the County (median of $209). The District reported that the 2008-9 recession has slowed revenue growth and increased future pension obligations. ConFire has adequate financial reserves. The District has significant long-term debt, most of which funded pension liabilities, as well as OPEB liability.

17) The District has implemented development impact fees to ensure that new development does not have negative impacts on service levels.

18) ConFire relies on property taxes for 88 percent of its revenue, and receives an average share of property taxes compared with other fire districts in the County. Its share of property taxes is 12 percent in cities, the same as the countywide average. Due to extensive redevelopment activities, ConFire's share was lower in Clayton (10 percent), Pittsburg (five percent) and San Pablo (four percent).

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

19) ConFire practices facility-sharing and regional collaboration to economize on costs and improve service levels.

20) ConFire participates in closest-resource dispatching, and responds to emergencies regardless of boundaries. The District exchanges mutual aid response with the EBRPD, CAL FIRE, and City of Benicia.

21) The District shares its dispatch, radio and training facilities with other service providers. ConFire coordinates mutual aid in the County. The District participates in joint training with other providers.

22) Facility sharing opportunities include extension of ConFire dispatch service to the cities of Richmond and El Cerrito, or installation of a CAD interface to coordinate response. ConFire could potentially share administrative and training facilities with the County Sheriff at the Concord Naval Weapons Station. The District is participating in a collaboration among other public safety providers in Contra Costa and Alameda counties to develop a

fully interoperable communication system. There may be opportunities to combine apparatus maintenance functions with other providers.

23) There is potential for combining the service areas of ConFire's Lafayette station with MOFPD's east Orinda fire station less than two miles away. MOFPD and ConFire should reevaluate deployment in this area.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

24) ConFire demonstrated accountability based on the measures of contested elections, constituent outreach efforts, transparency, and disclosure practices.

25) The District demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

26) Detachment of western ConFire service areas in San Pablo, El Sobrante, Tara Hills, Bayview, Alhambra Valley, and East Richmond Heights is a government structure option. Such areas could potentially be served by an independent fire district serving either all of west County or serving all portions except the cities of Richmond and Pinole.

27) Detachment of the City of San Pablo from ConFire is an option. Detachment would enhance incentives for the City to contribute equitably to financing fire and EMS service levels and enhance local control. The City could potentially be served by a contractual arrangement, a joint powers authority or a consolidated west County fire district.

28) Detachment of East Richmond Heights from ConFire could potentially be achieved if the City of El Cerrito were to form a subsidiary fire district. The City of El Cerrito presently serves the area in exchange for ConFire dispatch and radio services.

29) Detachment of the southeastern El Sobrante area and other areas surrounded by the City of Richmond from ConFire could potentially be achieved if the City of Richmond were to form a subsidiary fire district. The City of Richmond presently serves the southeastern El Sobrante area and provides responses to the remainder of El Sobrante, San Pablo and North Richmond through an aid agreement with ConFire.

30) Annexation of ConFire service areas within ECCFPD bounds is an option. ConFire serves pockets in northwest Brentwood, west Oakley and east of Clayton.

31) Annexation of the southernmost portion of Antioch, which contains the proposed Roddy Ranch development, to ConFire is an option. The area is presently within the bounds and service area of ECCFPD. Due to growth in the area, a new station is planned which would allow ConFire to provide faster service to the area and for the entire City of Antioch to be within the bounds of a single fire provider.

32) Detachment of ConFire's service area in north Alamo is an option if Alamo voters approve incorporation on March 3, 2009. Annexation of this area to SRVFPD would allow for the entire Alamo community to be served by the same provider.

33) Government structure options include annexation of Brentwood and Oakley or annexation of the entire ECCFPD area to ConFire; however, barriers to this option include lower revenue per capita in these cities and ECCFPD compared with the existing ConFire boundary area.

34) Annexation of Orinda to ConFire and detachment of that area from MOFPD may be an emerging government structure option.

35) Another government structure option is consolidation of all fire providers within the County. This option may be infeasible due to variations in funding and service levels between the various providers.

AGENCY SOI UPDATE

The existing SOI for ConFire is generally smaller than its boundary area, as the SOI was not amended for consistency with consolidations and other boundary changes processed since 1984. The existing SOI excludes territory in the District's boundary in the cities of San Pablo, Antioch and Pittsburg, and in the unincorporated communities of Bay Point, East Richmond Heights, El Sobrante, Montalvin Manor, North Richmond, and Tara Hills.

AGENCY PROPOSAL

ConFire has not provided an SOI proposal to date, as the topic has not been considered officially by its governing body. District staff prefers that the SOI generally cover the most logical future service area for the District. ConFire finds service delivery in west County challenging due to inadequate property tax revenues generated in San Pablo, relatively high service demand, complex boundaries, and challenges in coordinating response with the City of Richmond due to differences in dispatching, communications and operational practices. ConFire staff generally expressed openness to exploring governance options that would improve the District's financial health and service levels. ConFire staff viewed the alternative of annexing urban areas in East Contra Costa FPD as fiscally negative for the existing service area, given relatively low financing and service levels in the areas interested in annexation to ConFire.

ConFire staff supports consolidation with other fire agencies and annexations so long as there is a baseline funding level, such as the equivalent of a net 12 percent property tax share, and reported that the source of funds was of less concern than the funding level.[128]

SOI OPTIONS

Given the considerations addressed in the Municipal Service Review, four options (including a number of sub-options) are identified for the ConFire SOI:

[128] Correspondence from CCCFPD Fire Chief to LAFCO Executive Officer, March 19, 2009.

SOI Option #1 – Central and Eastern Service Area

The first option involves several separate policy decisions:

a) Expanding the ConFire SOI to include eastern boundary areas in the cities of Antioch and Pittsburg that appear to have been inadvertently excluded from the SOI,

b) Continue to exclude from the SOI western boundary areas—the City of San Pablo and the unincorporated communities of Bay Point, East Richmond Heights, El Sobrante, Montalvin Manor, North Richmond, and Tara Hills—that could be detached as part of a West County fire consolidation,

c) Expanding the ConFire SOI to include its service area southeast of Clayton that is presently outside ConFire bounds and within the ECCFPD bounds,

d) Expanding the ConFire SOI to include the southernmost portion of the City of Antioch bounds and sphere of influence (Roddy Ranch) presently within ECCFPD bounds,

e) Reducing the ConFire SOI to exclude a small area that would be within the proposed city of Alamo so that the proposed city could choose to be entirely within the SRVFPD bounds,

f) Reducing the ConFire SOI to exclude the Bogue Ranch area that was already detached from ConFire and annexed to SRVFPD, and two Orinda parcels that were already detached from ConFire and annexed to MOF)PD, and

g) Reducing the ConFire SOI to exclude the Avon area that is not within any fire district's bounds and that is served by a private fire brigade specialized in oil refinery fire protection.

Choosing this option would signify that LAFCO anticipates areas of ConFire in West County may be detached as part of a West County fire consolidation, that the area served by ConFire southeast of Clayton (within ECCFPD bounds) may be detached from ECCFPD and annexed into ConFire, that the proposed Town of Alamo boundaries and City of Antioch would be best served by a single provider, and that the Bogue Ranch area belongs within the SRVFPD SOI. Additionally, it would signal that the cities of Orinda, Brentwood and Oakley may not initiate detachment from their existing fire protection districts at this time.

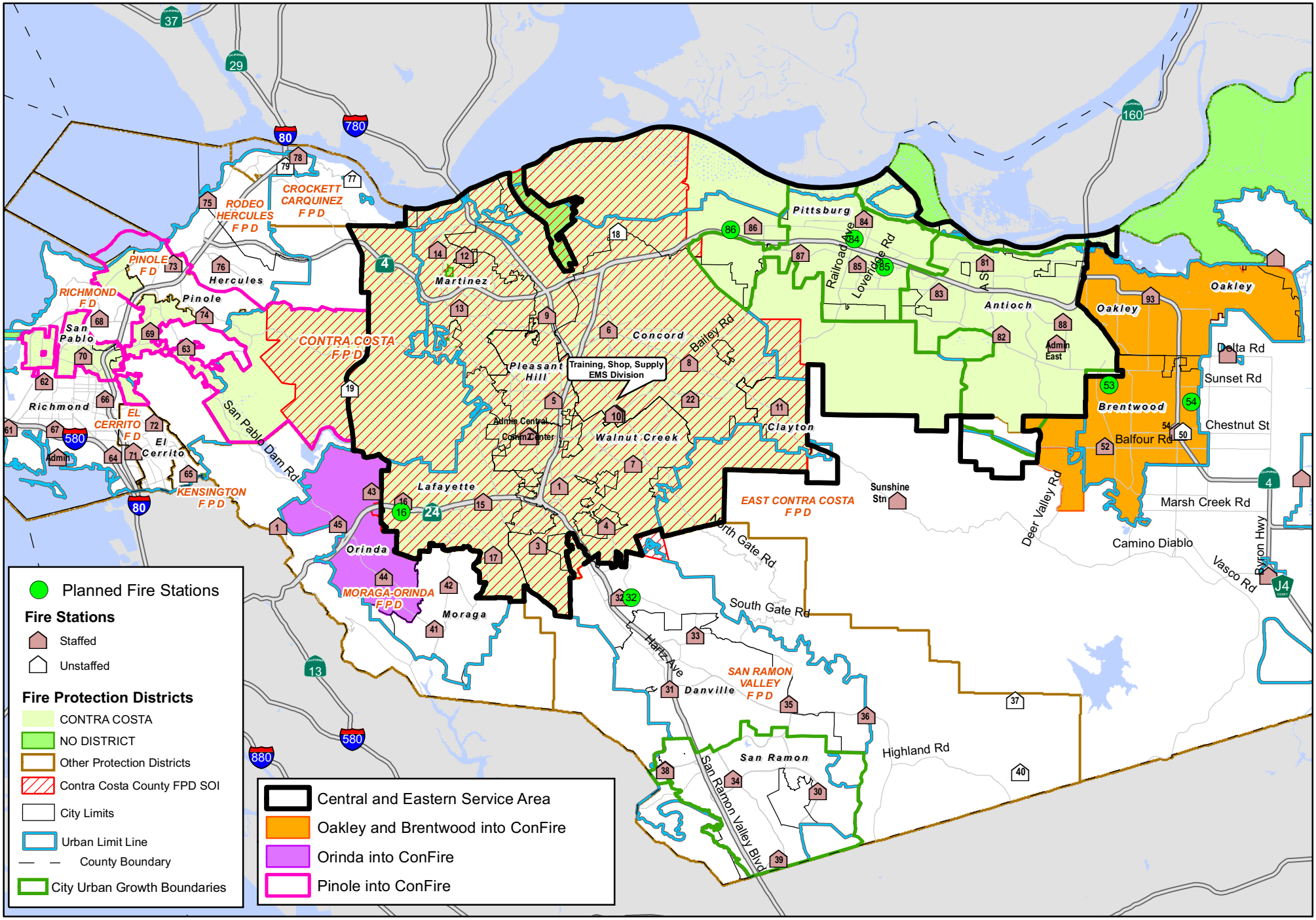
SOI Option #2 – Orinda into ConFire

Updating the ConFire SOI to include the City of Orinda would signify that LAFCO anticipates the City of Orinda may initiate detachment from MOFPD and annexation into ConFire.

SOI Option #3 – Oakley and Brentwood into ConFire

Updating the ConFire SOI to include the cities of Oakley and Brentwood would signify that LAFCO anticipates the cities of Oakley and Brentwood may initiate detachment from ECCFPD and annexation into ConFire. In August 2008, the Brentwood City Council directed its staff to prepare a reorganization application to detach from ECCFPD and annex to ConFire. The following month, the City of Oakley directed its staff to do the same. This SOI option would facilitate the agencies initiation of such a reorganization.

Map 7-3 Contra Costa County Fire Protection District Boundary and Sphere of Influence Options



Map created 08/10/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
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SOI Option #4 – ECCFPD into ConFire

Updating the ConFire SOI to include the entire ECCFPD boundary area would signify that LAFCO would allow initiation of consolidation of ECCFPD with ConFire.

SOI Option #5 – Pinole into ConFire

Updating the ConFire SOI to include the City of Pinole would signify that LAFCO anticipates that the City of Pinole will eventually cease providing fire protection services, and the area may initiate annexation into ConFire. Furthermore, adopting such an SOI would signify that LAFCO does not believe consolidation of West County fire providers is in the best interest of the County.

RECOMMENDATION

The recommended SOI update for ConFire is the central and eastern service area option.

SOI ANALYSIS AND DETERMINATIONS

Table 7-8: ConFire SOI Analysis

Issue	Comments
SOI update recommendation	The recommended SOI update for ConFire is to include the central and eastern service areas within the SOI (SOI Option #1). Such an SOI would exclude areas within ConFire bounds in West County and the proposed Town of Alamo boundaries in ConFire, and would otherwise include the existing ConFire boundary area. It would include service areas outside existing bounds in east Clayton and south of Antioch (Roddy Ranch).
Services provided	The District provides fire prevention, suppression, and emergency medical response for advanced and basic life support, and dispatch services. Ambulance transport is provided by AMR, a privately-owned ambulance company.
Present and planned land uses in the area	The existing SOI encompasses a variety of land uses, as it includes the cities of Martinez, Pleasant Hill, Concord, Lafayette, Walnut Creek and Clayton. Other cities within the District boundary but not the SOI include Pittsburg, Antioch and San Pablo. Land uses in the potential SOI expansion areas are low-density residential and open space in the vicinity of Russellmann Park (southeast of the City of Clayton), and a proposed subdivision in Roddy Ranch south of Antioch.

Location of facilities, infrastructure and natural features	The District has 28 staffed fire stations, and two unstaffed stations. Fire stations are located throughout the western, central and eastern portions of the ConFire boundary area. Natural features that affect fire services include the extensive size of the District and various areas of open space, responsibility for waterways, and irregular boundaries in west County. The complex boundaries in west County result in inefficient and non-contiguous service areas, and the use of a separate dispatch system in the cities of Richmond and El Cerrito slows response times and impedes coordination in west County.
Projected growth in the District/Recommended SOI	There are a number of future growth areas in the cities of Antioch and Pittsburg, located within the existing ConFire bounds. A significant growth area outside of ConFire bounds is Roddy Ranch, located within ECCFPD in the southern Antioch City limits.
Present and probable need for public facilities and services in the area	There is a present and probable need for public facilities and services as the areas already receive fire and EMS services from an existing provider.
Opportunity for infill development rather than SOI expansion	The SOI update would have no effect on infill development as all affected areas already receive fire and EMS services.
Service capacity and adequacy	Revenue growth has not kept pace with salary and employee benefit costs, financial resources have not sustained service levels, and many of the District's capital needs have not been funded for the last 20 years. The Briones station serves an expansive area, is staffed by volunteers, and is distant from other ConFire stations, resulting in slower response and reliability. Outlying areas—Alhambra Valley, Briones and Morgan Territory—are more than five miles from the nearest fire station and experience longer response times.
Social or economic communities of interest	Communities of interest within the existing SOI include the incorporated cities of Martinez, Pleasant Hill, Concord, Lafayette, Walnut Creek and Clayton, the Briones Regional Park, and the Concord Naval Weapons Station. Communities of interest within the existing bounds, but outside of the SOI, include the incorporated cities of Pittsburg, Antioch and San Pablo, the unincorporated communities of El Sobrante, East Richmond Heights and North Richmond, and the Black Diamond Mines Regional Preserve. Communities of interest within proposed SOI expansion areas include the vicinity surrounding Russellmann Park (southeast of the City of Clayton), the Roddy Ranch area in the southern portion of the City of Antioch. Communities of interest in proposed SOI reduction areas are those located within the western portion of ConFire bounds, in the northwestern portion of the proposed City of Alamo, and the area of Bogue Ranch.

Effects on other agencies	Potential ConFire SOI reduction areas would affect SRVFPD in the area of Alamo and Bogue Ranch, and would affect all west county fire providers in the event of a consolidation of a portion of ConFire with other west county agencies. The potential SOI expansion areas for ConFire would affect ECCFPD.
Potential for consolidations or other reorganizations when boundaries divide communities	Consolidating all west county fire providers was identified as a governance alternative.
Willingness to serve	A willingness to serve the recommended SOI update area has been demonstrated by the District providing fire service to its eastern boundary area and the vicinity of Russellmann Park, and the District indicating that it would be willing to serve the entirety of the City of Antioch.
Potential effects on agricultural and open space lands	There would be no effect on agricultural and open space lands as the areas in question are already within the District boundary, or are currently being served by an existing fire and EMS provider.
Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.

8. CROCKETT-CARQUINEZ FIRE PROTECTION DISTRICT

Crockett-Carquinez Fire Protection District (CCFPD) provides fire protection and emergency medical response to the unincorporated communities of Crockett, Valona, Tormey and Port Costa.

AGENCY OVERVIEW

FORMATION AND BOUNDARY

CCFPD was formed on November 30, 1965 as a county-dependent district through the consolidation of the Crockett County FPD and the Carquinez County FPD.[129] Predecessor agencies—Tenney Terrace Fire District (formed in 1926) and Crockett-Crolona Fire District (formed in 1909—consolidated in 1932 to form the Crockett County Fire District.[130] Carquinez County FPD voted at that time to remain independent, but subsequently consolidated in 1965. There have been no changes to the CCFPD boundary since its 1965 formation.

The principal act that governs the District is the Fire Protection District Law of 1987.[131] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[132] Districts must apply and obtain LAFCO approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the District at the end of 2000.[133]

The land area of the CCFPD boundary extends south, east and west of the unincorporated community of Crockett, and includes the Port Costa area in the east, as shown on Map 8-1. The District has a boundary area of approximately 10 square miles, of which 3.3 square miles is in Carquinez Straight and is submerged. The C&H Sugar Refinery and the adjacent cogeneration facility are outside the District's bounds.

The existing CCFPD SOI includes the entire boundary area and the C&H Sugar refinery "island" in the District.[134] The CCFPD SOI was affirmed by LAFCO on April 14, 2004.[135]

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[129] Contra Costa County Board of Supervisors Resolution No. 4622. Date recorded according to LAFCO archive.

[130] Correspondence from the Office of the District Attorney to Val Miller, May 12, 1931; correspondence from Mr. H.C. Welle to J.D. Keith, July 13, 1932.

[131] Health and Safety Code §13800-13970. In 1966 the District was reorganized under the Fire Protection District Law of 1961.

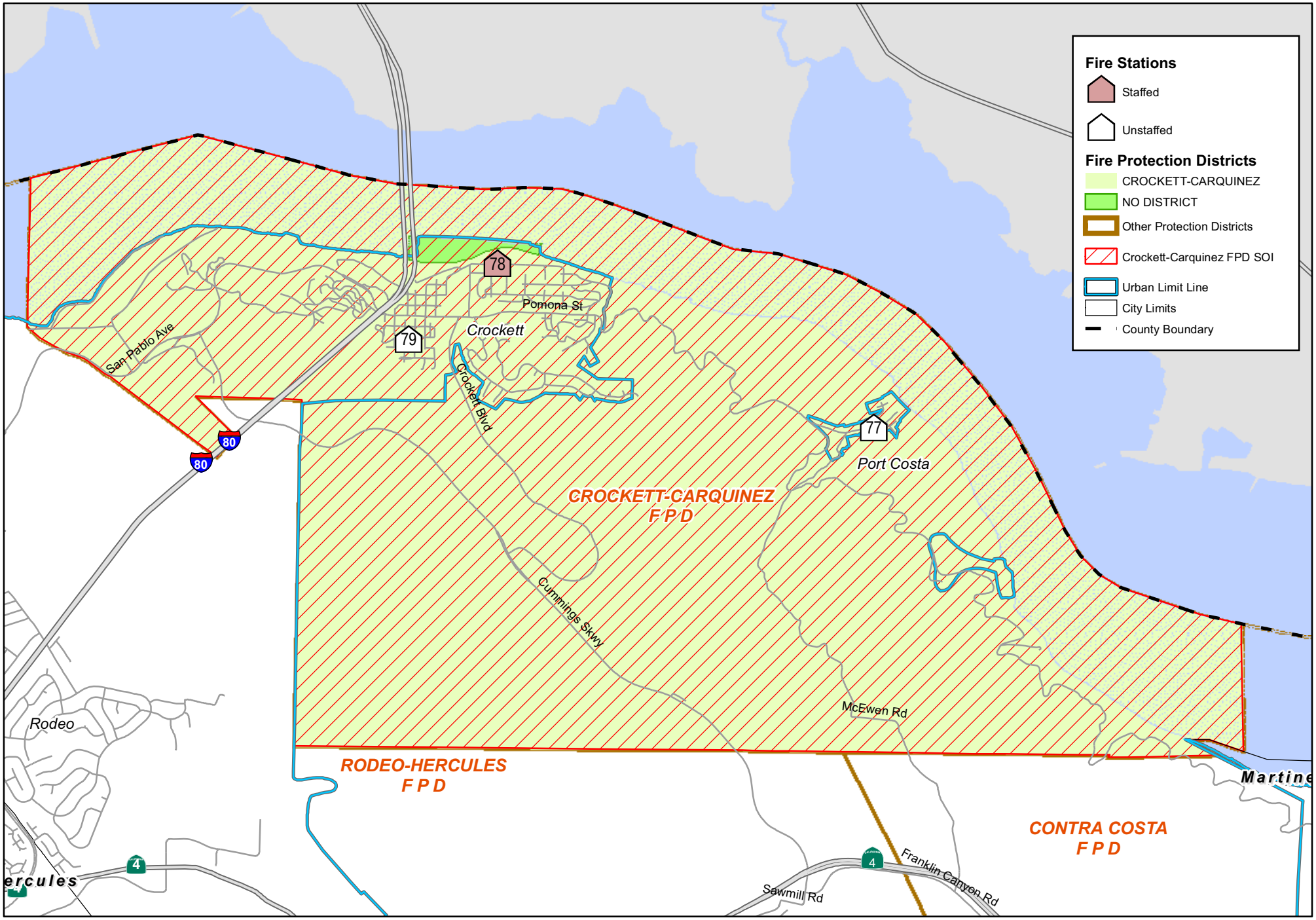
[132] Health and Safety Code §13862.

[133] Government Code §56824.10.

[134] The SOI was adopted by LAFCO Resolution dated December 12, 1984, and has not been amended since then.

Map 8-1

Crockett-Carquinez Fire Protection District Boundary and Sphere of Influence



Map created 01/09/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

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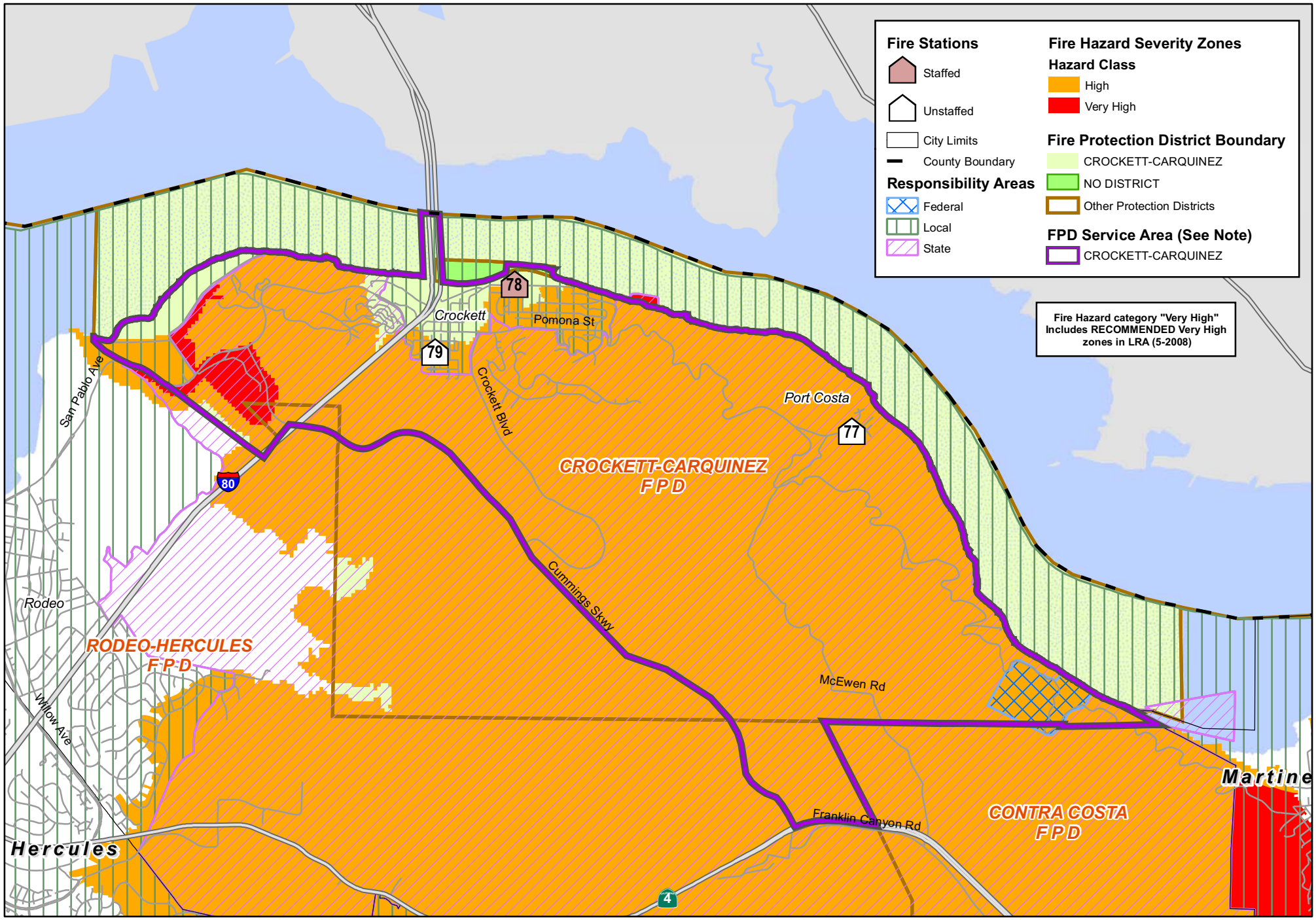
Map 8-2

Crockett-Carquinez Fire Protection District Boundary and Service Area



Map created 04/21/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

Miles
0 0.25 0.5 1

Note: The boundary is the geographic area where the fire provider is legally responsible for providing service. The service area on this map is an approximation of the geographic area where this fire provider was typically the first provider (as of January 2009) to arrive on scene. To minimize response times, actual service areas differ from boundaries as a result of dispatching practices, service contracts, automatic aid agreements, and other agreements.

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The District's governing body is the five-member county Board of Supervisors. Board members are elected by district to staggered four-year terms. Board meetings are held weekly. The last contested election occurred in 2008 when two seats were contested. There is also a six-member Advisory Commission. Vacancies on the Advisory Commission are filled by appointment; there were three vacancies at the time this report was drafted.

Table 8-1: CCFPD Governing Body

Crockett-Carquinez Fire Protection District				
Governing Body				
Board of Supervisors	**Name**	**District**	**Began Serving**	**Term Expires**
	John M. Gioia	District I	1999	2010
	Gayle B. Uilkema	District II	1997	2012
	Mary N. Piepho	District III, Chair	2005	2012
	Susan Bonilla	District IV	2007	2010
	Federal D. Glover	District V	2001	2012
Manner of Selection	Elections by district			
Length of Term	Four years			
Meetings	Date: Tuesdays at 9:30 a.m.	Location: 651 Pine St., Room 107, Martinez, CA 94553		
Agenda Distribution	Online and posted			
Minutes Distribution	Video of meetings available online and minutes by request			
Croquett-Carquinez Advisory Fire Commission				
Members	**Name**	**Position**	**Began Serving**	**Term Expires**
	Duane Burlison	Secretary (2008)	2004	2010
	Frank	Chair (2008)	2004	2010
	Don Robinson	Member	1979	2010
	Vacant	Member		
	Vacant	Member		
	Vacant	Alternate		
Manner of Selection	Selected by supervisorial district 2. Supervisorial district 2 advertises vacancies and accepts applications. Appointments are confirmed by the Board.			
Length of Term	Four years			
Meetings	Date: Third Thursday of each month at 7 p.m.	Location: Station 78, 746 Loring Ave.		
Agenda Distribution	Posted on community bulletin board			
Minutes Distribution	Available upon request from Commission Secretary (via Chief)			
Contact				
Contact	Fire Chief			
Mailing Address	746 Loring Avenue, Crockett, CA 94525-1236			
Email/Website	http://crockettfire.com/			

The District conducts community events (e.g., parades) through its firefighters association on a voluntary basis. Board meeting agendas are available online. The County also broadcasts Board of Supervisors meeting live on the internet and provides taped sessions for purchase.

With regard to customer service, complaints may be filed with the Fire Chief, Advisory Commission, County Administrator's Office or the County Supervisor's Office. In FY 07-08, there were approximately 12 complaints filed concerning weed abatement. These complaints were referred to the weed abatement officer. One complaint was filed concerning hosing off the apparatus ramp and two complaints related to use of the C&H steam whistle to alert firefighters. The latter is currently under discussion between residents and C&H refinery.

The District demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO map inquiries and document requests.

MANAGEMENT

The District's staff consists of one part-time, on-call fire chief, four part-time on-call assistant chiefs and 58 paid on-call staff. The chief handles purchasing, finances, budgets, and supervises the assistant chiefs. The assistant chiefs are responsible for administrative matters, training officer, Fire Marshal, and maintenance. A battalion chief handles vehicles.

The District does not conduct employee performance evaluations.

District performance is evaluated periodically by the Insurance Services Office (ISO); an ISO evaluation was most recently completed in 2003. The District did not identify other efforts to evaluate is performance. The District does not monitor productivity or track its workload.

The District reported that its financial planning efforts include annual budgets and annual financial audits. The District's most recent audit was completed for FY 07-08. The District does not prepare a capital improvement plan (CIP), and there is no development impact fee charged or associated study for the District's service area.

The District did not identify any awards, honors or other accomplishments between 2004 and 2008.

SERVICE DEMAND AND GROWTH

Land uses within the District bounds encompass residential, commercial, industrial, and open space.

The District considers its customer base to be the structures within the District boundaries and individuals living or traveling in and through the District. The District experiences the greatest level of service demand during daytime hours.

There is greater demand for services at the Crockett station (FS 78) which received 412 calls for service in 2007 than at the Port Costa station (FS 79) which received 50 service calls. By comparison, the median fire station in the County fielded 1,207 calls.

Local business activities include a sugar refinery and mostly consist of small businesses. The major employer in the area is the C&H Sugar refinery and adjacent cogeneration facility, although the refinery has its own fire brigade and is located outside District bounds. The District also protects a gas and ethanol storage facility in the Tormey area. ConocoPhillips owns a large vacant

property within District bounds, although most of the refinery site is located across the District boundary in Rodeo-Hercules FPD. The estimated number of jobs in 2005 was 1,095, based on analysis of GIS, Census and 2007 ABAG projections data. The projected job growth rate from 2005 to 2030 is 41 percent, which is slightly lower than the countywide projected growth of 46 percent over that period. CCFPD contends that the ABAG job projections overstate growth significantly in its area, and that its major employer is projected to downsize through mechanization in the future.

The estimated residential population in the District bounds was 3,486 at the time of the 2000 Census. The District's population density was approximately 451 per square mile in 2000, compared with the countywide density of 1,317. The estimated number of residents in 2008 was 3,641, based on analysis of GIS, Census and 2007 ABAG projections data. The projected population growth rate from 2008 to 2030 is 8 percent, which is lower than the countywide projected growth of 20 percent over that period.

The District reported that it does not anticipate significant growth within its bounds in the future. Much of the land within the District is owned by East Bay Regional Park District and outside the urban limit line, and there are sewer constraints that limit growth potential in the Port Costa area. The District expects that future growth would be limited to infill projects.

The County's adopted policies are to ensure that fire stations are located within 1.5 miles of developments,[136] to achieve a maximum running time of three minutes or 1.5 miles from the first-due station, to achieve response times of five minutes 90 percent of the time, to maintain at least three firefighters per station in urban and suburban areas, to consider consolidation of fire agencies when appropriate, and to save costs by sharing support services and facilities.[137]

CCFPD is not a land use authority, and does not hold primary responsibility for implementing growth strategies.

No growth areas within the District's bounds were identified.

FINANCING

The District reported that the current financing level is adequate to deliver services, although additional funding would be needed to provide for paid staffing. The District reported its service challenges are primarily financial. The District considered an assessment in the 1990s, although it was rejected by local voters.

The County practices appropriate fund accounting for each of its three dependent fire districts. District accounting is reported in the aggregate within the County's financial statement and budget.

The District's total revenues were $660,000 in FY 07-08. Revenue sources include property taxes (82 percent), intergovernmental revenue such as aid from the County (10 percent), licenses and permits (seven percent), and interest (one percent). A firefighter association occasionally conducts fundraisers to finance small purchases. Expected revenues in FY 08-09 are seven percent lower than

[136] Contra Costa County, *General Plan 2005-2020*, 2005, p. 4-8

[137] Contra Costa County, *General Plan 2005-2020*, 2005, pp. 7-29- 7-30.

in the prior year, according to the County's adopted budget. Neither the District nor the County levies a development impact fee to fund growth-related fire facility needs in Crockett or Port Costa.

The CCFPD share of property taxes is 12 percent. By comparison, the average fire district property tax share countywide was 13 percent in unincorporated areas.

The District's expenditures were $740,000 in FY 07-08. Of this amount, 22 percent was spent on compensation, 23 percent on services and supplies, 36 percent on capital equipment, and 20 percent on other charges. Capital expenditures of $270,000 in FY 07-08 were spent on fire trucks, and financed primarily from reserves. The District's goal is to replace vehicles every 10-15 years, and to replace trucks and water tenders every 30 years.

The County reported no long-term debt associated with CCFPD at the end of FY 07-08. All District staff work on a part-time on-call basis, and do not receive pension or retiree health care benefits. As a result, the District has no unfunded liability associated with pension or retiree health care.

The District does not have a formal policy on maintaining financial reserves. It had $500,000 in unreserved, undesignated funds at the close of FY 07-08. The amount is equivalent to 95 percent of ongoing expenditures (net of the one-time truck purchase) in FY 07-08. In other words, the District maintained 11 months of working reserves.

The District engages in joint financing arrangements related to workers compensation insurance. The County self-insures its three dependent fire districts.

FIRE SERVICE

NATURE AND EXTENT

The District provides fire suppression (structural, vehicle, and vegetation fires) and prevention, Basic Life Support (BLS) for medical emergencies, rescue, initial hazardous materials response, fire inspection, education, and permit services. The District does not provide swift water rescue services. ConFire provides dispatch, emergency medical dispatch (i.e., pre-arrival instructions for the caller to assist the victim) and information service by contract. The County provides legal, financial, human resources and information technology support services on a reimbursable basis, although there is no explicit contract.

CCFPD provides BLS until American Medical Response (AMR), a privately-owned ambulance company, arrives to perform Advanced Life Support and provide ambulance transport services.

The District's primary fire prevention strategy is weed abatement. There are no active Fire Safe Councils operating in the District's service area. The District conducts public education events, such as CPR and first aid classes, on a regular basis and upon request from community groups.

The District responds to hazardous material incidents to provide initial identification and isolation. The Contra Costa County Health Services Department provides specialized hazardous material response.

The Fire Marshal checks fire plans for new minor developments prior to construction; any major developments would be referred to ConFire. The District conducts annual inspections of commercial, industrial and institutional facilities within its bounds.

Dispatch Services

All 911 calls made from land lines are automatically routed to the Contra Costa County Sheriff. Radio dispatch services are provided by ConFire; hence, the County is the Public Safety Answering Point (PSAP). Once the PSAP dispatcher determines a call requires fire department response, call personnel are notified through pagers and the steam whistle at the sugar refinery. For medical emergencies, the PSAP calls AMR and the company dispatches the nearest ambulance.

Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP relays the calls requiring both law enforcement and fire/EMS response (e.g., auto accidents) to the primary PSAP, and dispatching follows the protocol discussed above. EMS calls are often routed directly to the secondary PSAP (ConFire). The Sheriff has not yet begun to implement taking wireless calls directly.

LOCATION

The District provides service to most of the land area within its bounds. It does not provide service to the submerged 3.3 square miles of its boundary area in Carquinez Strait, with the exception of the bridges. Its primary service area extends into Rodeo-Hercules FPD, as shown on Map 8-2.

The District also provides service outside its bounds. The District provides fire protection service by contract to a cogeneration facility and public-access fishing pier, which are located adjacent to a sugar refinery in Crockett. Although the site is surrounded by territory in District bounds, it has not been annexed to the District.

Through an automatic aid agreement, the District provides service in the bounds of Rodeo-Hercules FPD, serving a small portion of the bounds located in the vicinity of Cummings Skyway and I-80, the northeastern corner of the RHFPD boundary area (east of Cummings Skyway and north of Highway 4) as well as westbound lanes of I-80 between Cummings Skyway and Willow Avenue. Rodeo-Hercules FPD serves territory within the bounds of CCFPD, specifically those areas south of Cummings Skyway between I-80 and Highway 4. As a participant in closest-resource dispatching, the District provides and receives response from the closest available fire engine within the county regardless of boundaries.

The District provides mutual aid service to the City of Vallejo upon request to the City's Fire Station 2 area, and estimates it responds to approximately 12 incidents in the City each year. Due to financial troubles, the City closed this fire station and has back-filled from another station. However, CCFPD has not experienced any discernible increase in mutual aid calls as a result. The City of Vallejo also provides mutual aid upon request to CCFPD. The District is also a participant in the California mutual aid plan.

Overlapping service providers include the U.S. Coast Guard and EBRPD. The U.S. Coast Guard responds to off-shore fire and EMS incidents within navigable water, such as those in the Carquinez Strait that lie within CCFPD bounds but not its service area. EBRPD specializes in

handling brush fires and EMS incidents in regional parks, although CCFPD is the official first responder for structure fires and EMS incidents.

INFRASTRUCTURE

The District operates three fire stations: FS 77 in Port Costa is a single-engine unstaffed station that was built in 1990, and is reported to be in good condition. FS 78 in Crockett was built in 1957, is reported to be in fair condition, and is staffed by a three-person crew from 7 p.m. to 7 a.m. FS 79 in Crockett was built in 2002, is reported to be in excellent condition and is staffed 24 hours a day by an AMR paramedic. Otherwise, the stations are staffed by on-call firefighters. The District's infrastructure needs include repairs at FS 78.

Existing equipment includes eight engines (five Type 1 and three Type 3), a truck (Type 1) and a water tender (Type 2). The District reports that some of its apparatus are aged, and that financing presents a challenge to replacing trucks and water tenders within the target of no more than a 15-year service life. Apparatus is replaced on an extended schedule due to the relatively low usage and replacement costs. After 20 years of primary service, engines are used as reserves for another 10 years. Trucks, water tenders and other unique apparatus are replaced after 30 years of primary service.

The District's water resources for fire-fighting purposes include fire hydrants and water bodies. There are fire hydrants in approximately 10 percent of the service area. There are limits on the District's ability to draft water from the Bay due to railroad access issues. The District did not identify any problems with water pressure in its service area.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. The District has an ISO rating of three in urban areas within five miles of a fire station and nine in outlying areas.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. NFPA does not have response time guidelines for volunteer fire departments.[138] The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, the entire district is

[138] National Fire Protection Association, *NFPA 1720: Standard for Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*, 2001. The only response time standard in the final guidelines is that a volunteer fire department be prepared to initiate fire-fighting within two minutes of assembling resources at the scene. An earlier draft of NFPA 1720 had contemplated response time standards of 9 minutes in urban areas (>1000 people/square mile), 10 minutes in suburban areas (500-1000 people/square mile), 14 minutes in rural areas (<500 people/square mile), and no standard for travel distances of eight miles or more.

classified as urban.[139] The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. For medical calls, many of the providers face response time requirements by the Contra Costa County EMS Agency (LEMSA). The District and its primary response zone are not subject to LEMSA response time requirements.[140]

The District's median response time for Code 3 calls was 6:52 minutes, and its 90th percentile response time was 10:47 minutes in 2007. Response times in Port Costa (11:53 minutes at 90th percentile) were somewhat slower than in Crockett (10:59 minutes). When first response by AMR and automatic aid are considered, the 90th percentile response time was 9:41 minutes and the median was 5:54 minutes. Response time excludes dispatch time. ConFire's median dispatch time was 1:26 minutes and the 90th percentile was 2:46 minutes for Code 3 calls originating in CCFPD. The District reported that FS 77 in Port Costa receives a number of fires reported from Benicia. These are bond fires set by fishermen along the beach below the bluff, and cannot be easily seen from above the bluff. As a result, response times for these calls are extended.

Service levels differ between urban and rural areas within the District. In the urban areas, there are personnel at the two fire stations at least part of the time, and there are fire hydrants. In the Port Costa area, the fire station is not staffed and is purely on-call. In most of the District's service area, there are no fire hydrants.

The District reported its service challenges are primarily financial.

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[139] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

[140] Contra Costa County Health Services, *Contra Costa County Code 3 Response Time Standards*, 2008.

Table 8-2: CCFPD Fire Service Profile

Fire Service			
Service Configuration			
Fire Suppression	CCFPD	PSAP [1]	Sheriff
EMS - Basic Life Support	CCFPD	Fire/EMS Dispatch	ConFire
EMS - Paramedic	American Medical Response	Building Review	CCFPD (minor) and ConFire
Ambulance Transport	American Medical Response	Public Education	CCFPD
Hazardous Materials	County Health Department	Weed Abatement	CCFPD
Fire Investigation	CCFPD	Academy	None
Service Demand			
	All Calls	**Priority "Code 3"**	**Non-Priority "Code 2"**
Annual Calls	445	326	119
% EMS	52%	60%	52%
% Fire/Haz-Mat	21%	17%	21%
% Alarm	7%	1%	7%
% Other	20%	22%	20%
Service Calls per 1,000	122	89	33
% Auto Aid Given	18%	% Auto Aid Received	14%
Wildland Fires	There are 10-20 annually. Significant fires occurred in 2007 when 50 acres burned southwest of Valona, and in 1983, 350 acres around Port Costa. The District deploys two wildland units and a water tender on the first alarm, with additional resources deployed by other fire departments. Fire Safe Councils are not active in the area.		
Service Adequacy		**Resources**	
ISO Rating	3/9 [2]	Fire Stations in District	3
Median Response Time (min) [3]	6:52	Sq. Miles Served per Station [4]	2.0
90th Percentile Response Time (min)	10:47	Total Staff [5]	58
Response Time Base Year	2007	Total Full-time Firefighters	0
Percent Certified as FF1	50%	Total On-call Firefighters	58
Percent Certified as FF2 or more	6%	Total Sworn Staff per Station [6]	19.3
Percent Certified as EMT-1	50%	Total Sworn Staff per 1,000	15.9
Percent Certified as Paramedic/ALS	12%	Staffing Base Year	2008

Notes:
(1) Public Safety Answering Point is the agency first answering 911 calls placed from land lines.
(2) CCFPD has an ISO Rating of 3 for areas within 1,000 feet of a hydrant and a rating of nine in areas without a hydrant.
(3) Response time statistics were calculated for Code 3 (priority) calls in District bounds in 2007, and exclude dispatch time.
(4) Primary service area (square miles of land area) per station. Service area excludes submerged areas in Carquinez Strait.
(5) Total staff includes sworn and civilian personnel.
(6) Based on ratio of sworn full-time and on-call staff to the number of stations. Actual staffing levels of each station vary.

continued

Fire Service, cont.

Human Resources

Bargaining Unit:	None		
Schedule:	No fixed schedule, on-call		
Full-time Firefighter			
Base Salary:	Overtime:	Qualifications:	NA - no positions.
Full-time Paramedic			
Base Salary:	Overtime:	Qualifications:	NA - no positions.
Paid On-Call Firefighter			
Rate:	$10 per hour for response and training	Qualifications:	Must pass physical, prefer those available during daytime hours.

Training: Training is conducted by the District chief and an assistant chief, with on-call firefighters trained to the FF1 level, which usually takes a few years or more. The District's guideline is 100 hours of training per year, with 25 hours mandatory. The average on-call firefighter trains 70 hours per year. On-call firefighters also attend outside classes.

Service Challenges

Primary challenge is financial constraints. There are access challenges in Port Costa, which can be isolated at times due to landslides. On McEewen there are narrow, windy and steep roads. East-west corridors are lacking.

Facilities

Station	Location	Condition	Staff per Shift	Apparatus
Station 77	49 Canyon Lake Dr. Port Costa, CA 94569	Good	Unstaffed	Type 1 engine
Station 78	746 Loring Ave. Crockett, CA 94525	Fair	Three (7 p.m. - 7 a.m.) None (7 a.m. - 7 p.m.)	Two Type 1 engines Two Type 3 engines One Type 2 water tender Type 1 truck
Station 79	1425 Lillian St. Crockett, CA 94525	Excellent	Unstaffed by CCFPD AMR paramedic housed	Two Type 1 engines One Type 3 engine

Infrastructure Needs/Deficiencies

Station 78 needs repairs (curb, boiler). No additional facilities are needed. Some apparatus are aged. The District's apparatus are typically in service for 30 years; whereas ISO recommends 10-15-year service as primary apparatus; however, financing constraints in the small District limit the ability to replace apparatus on that timeline. The District will eventually replace its water tender and truck, which will cost nearly double its annual budget.

Facility-Sharing and Regional Collaboration

Automatic Aid[7]

The District provides and receives automatic aid with Rodeo-Hercules FPD on Cummings Skyway and provides aid for westbound responses on I-80 between Cummings Skyway and the Willow Ave. ramp. As a ConFire-dispatched agency, the District both provides and receives automatic aid from the closest available resource, regardless of boundaries.

Mutual Aid[8]

The District provides and receives mutual aid with the City of Vallejo.
Through the California mutual aid plan, the District may provide or receive aid throughout the State.

Current Practices:

Station 79 is shared with AMR in that its paramedic is housed there between calls. CCFPD occasionally uses City of Vallejo's training facility and Rodeo-Hercules FPD's burn trailer.

Opportunities:

Sheriff could potentially use a CCFPD station. CCFPD is interested in using ConFire's contained facilities unit for training. The Conoco Phillips site on vacant land could potentially be used as a training ground.

Notes:
(7) Automatic aid is automatically-dispatched aid to territory in another provider's boundary.
(8) Mutual aid is aid to territory in another provider's boundary that is provided upon request and subject to availability, and is not automatically dispatched.

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) Residential population growth in the CCFPD boundary is projected to be relatively slow compared with neighboring areas. In the long-term, growth is expected to increase the population from 3,641 in 2008 to 3,927 in 2030.

2) Commercial growth is projected to be average in CCFPD with the job creation rate projected to be comparable to the countywide average. In the long-term, growth is expected to increase the job base from 1,118 in 2008 to 1,549 in 2030.

3) There are no significant development projects or growth plans in the portion of the Crockett-Carquinez FPD service area that is outside its bounds in RHFPD.

4) Service demand levels are above-average in the District, with 122 incidents annually per 1,000 people compared with the countywide average of 79 incidents per 1,000.

5) CCFPD does not presently engage in growth planning.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

6) CCFPD operates two partially staffed fire stations, and an unstaffed station. Two stations are in good to excellent condition. The primary station in Crockett was built in 1957, and needs boiler and curb improvements.

7) The District does not plan for long-term capital needs, prepare a capital improvement plan, or participate in development impact fee nexus studies. The District does not presently anticipate needing an additional fire station. CCFPD does not anticipate expand fire station capacity to serve future growth, as minimal future growth is anticipated.

8) In the urban areas, CCFPD provides minimally adequate service levels. RHFPD has the most aggressive response time requirements and goals among fire service providers in the County, with its goals in line with industry standards. CCFPD faces challenges in meeting response time guidelines due to the relatively long turnout times associated with on-call fire service. Due to its small size, CCFPD relies on neighboring providers to marshal adequate resources for fire-fighting. CCFPD's staffing level is relatively high due to the large number of on-call firefighters who are not on duty most of the time. CCFPD could increase its EMS service level by ensuring that all sworn personnel achieve EMT certification. Training could also be enhanced; training hours per sworn staff member are lower than the countywide average.

9) Port Costa and other outlying eastern portions of CCFPD lack fire hydrants, and experience longer response times due to distance from fire stations and the hilly topography. Growth potential in these areas is constrained by the urban limit line and development of hydrants is

infeasible due to relatively low densities in these areas. CCFPD relies on water tanks on its transported engines, and a water tender to provide effective fire-fighting service to these areas.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

10) CCFPD has the financial ability to provide minimally adequate services. The District's expenditures per population served ($145) are lower than other providers in the County (median of $209). Nonetheless, the District relies on cost-saving measures to economize on expenses, has no debt and has adequate financial reserves.

11) CCFPD relies on property taxes for 83 percent of its revenue, and receives a slightly below-average share of property taxes compared with other fire districts in the County.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

12) CCFPD practices facility-sharing and regional collaboration to economize on costs and improve service levels.

13) In some ways, CCFPD operations are functionally consolidated with ConFire. CCFPD relies on ConFire for dispatch, radio and training facilities. CCFPD participates in closest-resource dispatching, and responds to emergencies in RHFPD and ConFire regardless of boundaries.

14) The District provides and receives automatic aid with RHFPD, and with other ConFire-dispatched agencies. The District exchanges mutual aid response with the City of Vallejo. Joint training with surrounding jurisdictions is conducted as the on-call firefighters schedules permit.

15) Consolidation of fire service providers in west Contra Costa County would offer further opportunities for sharing of facilities and resources.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

16) CCFPD demonstrated accountability based on the measures of contested elections, and disclosure practices. As a County-dependent district, accountability is constrained by a lack of local control; however, the District does have a local advisory body. Due to limited financial resources and staffing, the District does not conduct constituent outreach efforts. The District has limited transparency, although basic financial information is available online through the County's website.

17) The District demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

18) Detachment of territory served by RHFPD in Crockett-Carquinez FPD and annexation of the area to RHFPD is a government structure option. The boundary between RHFPD and

Crockett-Carquinez FPD predates construction of Cummings Skyway, which has become the effective dividing line between the districts in terms of their actual first-in service areas.

19) Consolidation among west county fire providers is an option to improve the efficiency of service areas, promote facility-sharing and improve service levels. This option has been entertained in the past, but encountered opposition from the cities of Richmond and El Cerrito. A feasible option is consolidation of RHFPD, Pinole, and adjacent ConFire service areas. Crockett-Carquinez FPD could potentially be included at its existing service levels. RHFPD is the only existing independent special district among these providers, and places a high value on local governance and accountability. Consolidation could take the legal form of annexation of these areas to RHFPD, along with renaming of the District. Alternatively, it could be accomplished by forming a new district into which the districts would be consolidated and other areas annexed.

GOVERNANCE ALTERNATIVES

There are several government structure options to be considered in updating the CCFPD SOI.

CCFPD has considered various governance options over the years, particularly consolidation with neighboring providers in the western portion of the County. In many ways, RHFPD is already functionally consolidated with the City of Pinole, and ConFire's western service areas (i.e., El Sobrante, San Pablo, Tara Hills and Bayview). Each of these providers has a relatively small service area with only two stations each. To marshal adequate resources for a structure fire response team and to backfill stations when there are simultaneous incidents, the three providers operate jointly as a battalion. They share dispatch, rotate battalion chief responsibilities, respond jointly to marshal adequate resources for a structure fire response team, and respond to incidents regardless of boundaries.

A broader consolidation of west county providers would promote more logical fire service areas and efficiency of response. The illogical boundaries of the City of Richmond contribute to illogical and inefficient service areas for ConFire, as ConFire must service non-contiguous areas surrounded by territory in the City of Richmond. However, such a consolidation appears to be politically infeasible at this time, as discussed in Chapter 4.

Assuming existing service levels in Crockett-Carquinez FPD, a consolidated entity would have no reason to oppose inclusion of this low-density district with relatively isolated areas served by on-call firefighters. Its inclusion would offer potential benefits as recruitment grounds for the consolidated district and as added assurance of containment of wildland fire threats in Crockett-Carquinez FPD that could potentially impact the RHFPD area.

Detachment of territory served by RHFPD in Crockett-Carquinez FPD bounds is a government structure option. The boundary between RHFPD and Crockett-Carquinez FPD predates construction of Cummings Skyway, which has become the effective dividing line between the districts in terms of their actual first-in service areas. The affected area east of I-80 is mostly within the Carquinez Straight Regional Park which is uninhabited. Financing does not appear to be a barrier to this reorganization option as the transferrable property tax share would be higher than the average share presently received in RHFPD bounds.

Detachment of submerged territory in the Carquinez Strait from CCFPD is not a feasible option. The area is served by the U.S. Coast Guard. CCFPD provides only landside services and lacks a boat. However, the District serves the bridges crossing Carquinez Strait.

AGENCY SOI UPDATE

SOI OPTIONS

Given the considerations addressed in the MSR, two options are identified for the CCFPD SOI:

SOI Option #1 –Consolidation

If LAFCO determines that consolidation of RHFPD, Pinole, western ConFire service areas, and Crocket-Carquinez FPD may be initiated, then the SOI should be reduced to a zero SOI to indicate the District will eventually be dissolved. The successor agency would be either RHFPD or a new fire district.

SOI Option #2 – Adjust the SOI to Match the Service Area

If LAFCO determines that consolidation may not be initiated and alignment of the District's bounds with its actual service area may be initiated, then the SOI should be expanded to include the Crockett-Carquinez FPD service area in the western portion of the RHFPD boundary area, and reduced to exclude the RHFPD service area in Crockett-Carquinez FPD bounds. The Carquinez Strait should remain within the consolidated SOI to ensure continued landside service to the bridges connecting Crockett and Vallejo.

RECOMMENDATION

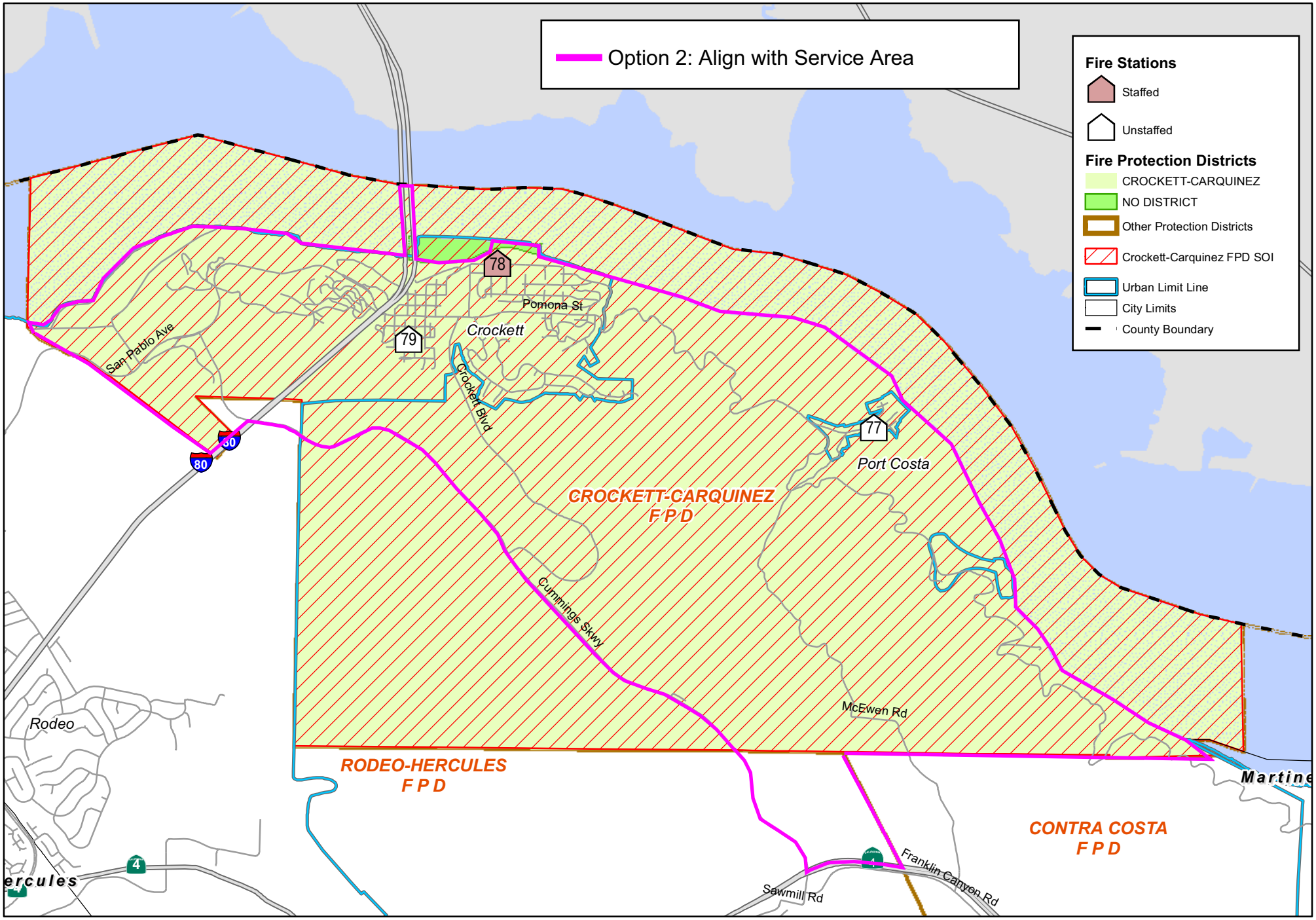
It is recommended that the SOI be reduced to a zero SOI and that the territory be placed in the consolidated SOI for RHFPD along with Pinole, and western ConFire service areas, and that the consolidated SOI be reduced to exclude off-shore areas served by the U.S. Coast Guard with the exception of the Carquinez Strait (i.e., SOI Option #1).

The intent of an SOI is to identify the probable areas for an agency's services in the foreseeable future. Pursuant to the Contra Costa LAFCO policies relating to an SOI, LAFCO discourages inclusion of land in an agency's SOI if a need for services provided by that agency within a 5-10 year period cannot be demonstrated.[141] Territory included in an agency's SOI indicates the probable need for service has been established, and that the subject agency is determined by LAFCO to be the most logical service provider. SOIs generally will not be amended concurrently with an action on the related change of organization or reorganization. A change of organization or reorganization will not be approved solely because an area falls within the SOI of any agency.

[141] Contra Costa LAFCO, *Contra Costa LAFCO Policies and Standards*, Section 2.1, pp. 3-4.

Map 8-3

Crockett-Carquinez Fire Protection District Boundary and Sphere of Influence



Map created 01/09/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

0 0.25 0.5 1 Miles

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SOI ANALYSIS AND DETERMINATIONS

Table 8-3: CCFPD SOI Analysis

Issue	Comments
SOI update recommendation	Zero SOI, to signal consolidation of CCFPD with RHFPD, Pinole FD and the western portion of ConFire may be initiated.
Services provided	CCFPD provides fire and emergency medical services. CCFPD contracts with ConFire for dispatch and radio services. American Medical Response, a privately owned ambulance company, provides paramedic and ambulance transport services.
Present and planned land uses in the area	Present land uses within the District are residential, commercial, industrial, and open space. Commercial activities mostly consist of small businesses. Industrial facilities include a gas and ethanol storage facility in the Tormey area and a sugar refinery located outside District bounds but within the existing SOI. ConocoPhillips owns a large vacant property within District bounds, although most of the refinery site is located within the RHFPD boundary. There are no new planned land uses within the existing SOI for the foreseeable future.
Location of facilities, infrastructure and natural features	The District has one fire station manned during evening hours, which is located in the community of Crockett. The District also has one unmanned station in Crockett and another in Port Costa. Natural features that affect fire services include the Carquinez Straight, which is included within the District up to the county line, and the Crockett Hills to the south, east and west of the community of Crockett.
Projected growth in the District/Recommended SOI	The District reported that it does not anticipate significant growth within its bounds in the future, and that future growth would likely be limited to infill projects.
Present and probable need for public facilities and services in the area	There is a present and probable need for public facilities and services in the recommended SOI as the areas presently receive fire and EMS services.
Opportunity for infill development rather than SOI expansion	The SOI update would have no effect on infill development as all affected areas already receive fire and EMS services.
Service capacity and adequacy	The MSR did not identify any capacity or service adequacy issues that would prevent CCFPD from continuing to serve its service area.
Social or economic communities of interest	Communities of interest include the unincorporated communities of Crockett and Port Costa. Economic communities of interest include the C&H Sugar refinery and Crockett Cogeneration plant within the existing SOI of the District. Other communities of interest within the District are the Carquinez Straight Regional Park and shoreline.
Effects on other agencies	Adopting a zero SOI for CCFPD would affect RHFPD, Pinole FD and ConFire, as it would signal consolidation of CCFPD with these agencies.

Potential for consolidations or other reorganizations when boundaries divide communities	The recommended SOI is consistent with the option of consolidating CCFPD with RHFPD, Pinole FD and ConFire. Alternatives identified in the MSR include consolidation of all west county fire providers and reorganizing CCFPD bounds to match its existing service area.
Willingness to serve	A willingness to serve has been demonstrated by the District historically providing fire service to its existing service area.
Potential effects on agricultural and open space lands	There would be no effect on agricultural and open space lands as the areas in question are already being served by an existing fire and EMS provider.
Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.

9. EAST BAY REGIONAL PARK DISTRICT

The East Bay Regional Park District (EBRPD) provides fire protection and emergency medical services to the regional parks within Contra Costa and Alameda counties, and serves as the first-in responder to designated non-park SRA land by contract with CAL FIRE. Alameda is the principal LAFCO and has jurisdiction over the District.[142] Alameda LAFCO adopted public safety MSR determinations covering EBRPD in 2004. EBRPD is also included in this MSR for comprehensive fire and EMS coverage in Contra Costa County.

AGENCY OVERVIEW

FORMATION AND BOUNDARY

EBRPD was formed on August 7, 1933 as an independent special district. The District was formed to acquire and maintain regional parkland in Contra Costa and Alameda counties. The EBRPD Fire, Police and Aquatics departments together make up the District's Department of Public Safety, which was created in 1934.

The boundary of the District is coterminous with both Contra Costa and Alameda counties.[143] The District's SOI is coterminous with its boundary. The service area for EBRPD includes District regional parklands, East Bay Municipal Utility District (EBMUD) owned lands, the San Francisco Water Department Watershed, the East Shore State Park (owned by the State of California, but operated by EBRPD), and the Middle Harbor and Port View Parks operated by the Port of Oakland.

The EBRPD boundary encompasses a total of 1,745 square miles in both Contra Costa and Alameda counties, according to County Assessor data on acreage of parcels. In Contra Costa County, the boundary land area of the EBRPD is 720 square miles. The District owns or operates 65 regional parks, recreation areas, wilderness, shorelines, preserves and land banks spanning 98,369 acres, as of November 2008.[144]

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[142] For a multi-county district, the LAFCO in the "principal county" has exclusive jurisdiction (Government Code §56387) unless it cedes its jurisdiction on a particular proposal to a LAFCO in another county and that LAFCO accepts (Government Code §56388). Principal county is defined as the county with the greatest portion of the entire assessed value in the district (Government Code §56066).

[143] Since the City of Livermore annexed to the District in 1992, the District's territory has encompassed all of Alameda and Contra Costa counties.

[144] EBRPD, *2009 Proposed Budget*, p. 8.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The District has a seven-member governing body. Board members are elected by geographic district to four-year terms. The last contested election for a board seat occurred in 2008 in Contra Costa County. EBRPD also has a Park Advisory Committee made up of 21 citizen-members, appointed by the EBRPD Board of Directors. Advisory Committee members are appointed for two-year terms and may serve a total of four consecutive terms, or eight years.

EBRPD updates constituents through its website, a bimonthly activities newsletter, community outreach programs, and through the Park Advisory Committee. Board meeting agendas and minutes are posted in multiple locations, and on the District's website. The District also posts other public documents and notifications on its website.

With regard to customer service, complaints related to fire protection and EMS services may be submitted through phone calls, email, letters and in-person. The District reports that no complaints were filed in regard to fire service in CY 2007.

The District demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's document requests, telephone interviews and in-person meetings.

MANAGEMENT

The District's fire department is composed of fire services and aquatics services. Staff consists of 14 permanent firefighters and 45 industrial firefighters (paid on-call staff), five permanent lifeguards and more than 125 temporary lifeguards. Industrial firefighters report to an Industrial Lieutenant, who reports to an Operations Captain. The Operations/Fuels Captain reports to the Assistant Fire Chief and the Fire Chief, and the Operation/Training Captain reports directly to the Fire Chief. The Fuels Management Captain reports to the Assistant Fire Chief. Both the Assistant Fire Chief and the Assistant Chief for Aquatic Services report to the Fire Chief.

All District employees are evaluated annually. New hires and personnel on one-year promotion probation are evaluated quarterly. EBRPD annually provides performance goals for each department. The management reviews performance evaluations and written objectives with each division.

To monitor workload, the District tracks public safety and fire responses, park activities such as recreation programs, and maintenance project hours. These indicators are used to re-focus program efforts to reach goals and to provide planning benchmarks for future activity. The assessment of overall workload is required to operate and manage current parks and trails, and is used to plan the financing and construction of new facilities.

The District reported that its financial planning efforts include annual budgets, annual financial audits, a capital improvement plan, and a capital plan for Measure WW funds. The District produces a five-year capital improvement plan (CIP) annually, with the most recent CIP completed in 2008. The District also reported that the most recent audit was completed for CY 2007.

Planning documents include the 1982 Report of the Blue Ribbon Urban Interface Fire Prevention Committee, the 1983 Fuel Break Management Plan, various Prescribed Fire and Smoke

Management Plans, the 1997 Master Plan, and a 2007 Master Plan Map. The District will begin updating the written policy portion of the Master Plan in 2009.

EBRPD is in the process of completing a Wildfire Hazard Reduction and Natural Resources Management Plan and Environmental Impact Report (EIR) which will guide its fuels management program for the next two decades. The District identified the pending completion of this planning effort as a significant accomplishment.

SERVICE DEMAND AND GROWTH

The District bounds encompass a wide variety of land uses; however, the District's fire and EMS responsibilities are primarily within the 65 regional parks, where the primary land use is open space, recreation and natural resource management.

The District considers its customer base to be park visitors and the structures adjacent to regional parks in wildland interface areas. Service demand is highest during warm weather months, when park visitation and wildfire conditions peak, typically from June through mid-November. The District estimates that there are roughly 14 million park visitors per year, or nearly 38,330 per day.

The estimated number of jobs in District bounds in 2005 was 1.1 million, based on analysis of GIS, Census and 2007 ABAG projections data.[145] The projected job growth rate from 2005 to 2030 is 46 percent in Contra Costa County and 81 percent in Alameda County.

The estimated residential population in the District bounds was 2.4 million at the time of the 2000 Census.[146] The District's population density was approximately 1,642 per square mile in 2000. The estimated number of residents in District bounds in 2008 was 2.6 million, based on analysis of GIS, Census and 2007 ABAG projections data. The projected population growth rate from 2008 to 2030 is 20 percent in both Contra Costa and Alameda counties. In Contra Costa, significant residential growth is anticipated in the cities of Brentwood and Oakley in east county, Richmond in west county, and San Ramon in the southern portion of the county.

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. In 2004, the citizens of Alameda and Contra Costa counties passed Measure CC, a multi-year parcel tax measure, that funds wildfire hazard reduction efforts and other park improvement projects. Measure WW, approved in November 2008, will allow the District to continue acquiring more parkland, for the purpose of preserving important habitat, wildlife, trail corridors, outdoor recreation areas, and improve San Francisco Bay shoreline access.[147] Seventy-five percent of the $500 million bond extension will fund regional park acquisition and capital projects. Of the 67 capital projects identified for Measure WW funding, 36 are located in Contra Costa County, with 13 of these projects involving the acquisition of new parkland.[148] The District

[145] This includes 379,030 jobs in Contra Costa County and 730,270 jobs in Alameda County.

[146] This includes 948,816 in Contra Costa County and 1,443,741 in Alameda County.

[147] EBRPD, *Adopted Budget 2008*, p. 281.

[148] EBRPD, Measure WW Regional Open Space, Wildlife, Shoreline and Parks Bond Extension Project List, 2008.

anticipates that these acquisitions will increase the fire service workload and demand in the coming years.

FINANCING

The District reported that the current financing level is not adequate to deliver services, and indicated that additional funding is needed to provide for paid staffing to provide adequate service levels to meet both existing and future demand.

The District practices appropriate fund accounting as required.

The District's total revenues were $174 million in CY 07. Revenue sources include property taxes (68 percent), grants and governmental aid (9 percent), service charges (8 percent), interest (5 percent), assessments (3 percent), rents and leases (1 percent), and miscellaneous sources (7 percent). The District's general fund is primarily funded by property taxes and service charges, and is the principal funding source for the EBRPD fire department.

The District's expenditures were $143 million in CY 07. Of this amount, 54 percent was spent on compensation, 12 percent on services and supplies, 18 percent on debt service, 14 percent on capital projects and the remainder on miscellaneous costs. Fire department expenditures were $3.4 million in CY 07, of which 68 percent was spent on compensation, 3 percent on supplies, 13 percent on services, 4 percent on equipment, and 11 percent on capital projects, including fire breaks.

The District reported $155 million in long-term debt at the end of CY 07. The District offers health benefits to retirees; the associated OPEB liability was $39 million, of which $3.5 million was funded at the end of 2007. The District offers pension benefits to employees through CalPERS; employee pension funds were fully funded at the end of 2007.

The District had $70 million in unrestricted net assets at the close of CY 07, of which $5.3 million was designated for economic uncertainties and disaster recovery. The contingency reserves were equivalent to six percent of general fund expenditures in CY 08.

The District participates in various joint financing arrangements, including a Joint Powers Authority with EBMUD for providing police service on EBMUD properties. The District receives general and automobile liability insurance coverage through its membership in the California Public Entity Insurance Authority. The District receives excess workers compensation insurance through the Local Agency Workers' Compensation Excess Joint Powers Authority. District employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan. The District has issued grants to local governments to assist with the acquisition and improvement of park spaces. The District also participates in the East Bay Regional Communications System Authority in order to develop a fully interoperable communication system.

FIRE SERVICE

NATURE AND EXTENT

As designated by the State of California, EBRPD park lands are predominantly State Responsibility Area (SRA) for fire protection, meaning CAL FIRE has the legal responsibility to provide fire protection to much of the District's lands. Some park lands—such as Pt. Pinole, Wildcat Canyon, Claremont Canyon, Leona Open Space, and land immediately northwest of Lake Chabot—are designated as Local Responsibility Area (LRA), meaning local fire jurisdictions have the legal responsibility to provide fire protection in those areas. Under such a configuration, the role of EBRPD is to provide a strong secondary wildland fire response in support of CAL FIRE in the SRA and to the local fire jurisdiction in the LRA. In reality, the primary responsibility of EBRPD is to suppress wildland fires as the first-in responder to the SRA (by contract with CAL FIRE), and is often the first on scene to parkland fires and EMS calls in the LRA as well.[149] The District provides fire suppression, prevention, and Basic Life Support (BLS) for medical emergencies, rescue, and initial hazardous materials response to incidents within the parks. In 2007, the District responded to 28 wildland fires, three vehicle fires and two dumpster fires on park lands.

The District's two helicopters provide Advanced Life Support (ALS) and aerial medevac services. Ground ALS and ambulance transport services are provided by American Medical Response (AMR), a privately owned ambulance company. EBRPD also provides assistance-by-hire, including staffing of CAL FIRE stations several weeks out of the year at the State's request, and participation on county engine strike teams for out-of-county fire assignments.[150]

The District's primary fire prevention strategy is maintaining fire-resistant communities through interaction with local fire safe councils and the Hills Emergency Forum, to educate homeowners on maintaining defensible space around private property, providing fuel breaks, and reduced fuel zones.[151] The District has also implemented a cattle grazing program to reduce the grassland fuel loads in the East Bay hills and other more rural parks.[152]

Dispatch Services

All 911 calls made from land lines are automatically routed to the Contra Costa County Sheriff; hence, Contra Costa County is the Public Safety Answering Point (PSAP). Radio dispatch services are provided by the District and Contra Costa County FPD (ConFire). Once the dispatcher determines a call requires fire department response, EBRPD firefighters are dispatched for fires, medical responses and hazmat incidents within the parks. Permanent and industrial firefighters are

[149] The agreement with CALFIRE includes a pre-identified response of District fire resources into non-park, SRA lands located west of I-680 and north of I-580. By the contract, CALFIRE will also respond to fires on District lands in the LRA when requested by EBRPD.

[150] The District reported that in 2008 it was dispatched to 35 fires outside of the District, on an "assistance by hire" basis.

[151] In accordance with the guidelines established by Public Resources Code §4291

[152] EBRPD, *Adopted Budget 2008*, p. 20.

dispatched for fires outside the parks, with industrial firefighters providing backfill as needed. For medical emergencies, the PSAP calls AMR and the company dispatches the nearest ambulance.

Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP relays the call to the PSAP, and dispatching follows the protocol discussed above.

LOCATION

The District provides service to its primary responsibility area, the CAL FIRE SRA west of I-680 and north of I-580, by contract with CAL FIRE. Local fire jurisdictions such as Richmond Fire Department and Berkeley Fire Department have the legal responsibility to provide fire protection on LRA lands within the District, with EBRPD providing a strong secondary responsibility, although EBRPD is often first on scene to parkland fires.

INFRASTRUCTURE

Of the 10 fire stations operated by the District, five are located in Contra Costa County, including two in Martinez, one in Richmond, one in Antioch, and one in Orinda. Of the stations serving Contra Costa County, one is staffed 10 to 12 hours per day (during daylight hours) and the rest are equipped with fire apparatus and are typically unstaffed, but are staffed on red flag days (10 to 20 days per year). Equipment owned by the District includes four Type 3 engines, 10 Type 4 engines, one Type 2 urban rescue engine, one watertender, and two helicopters (stationed at the Hayward Airport).[153] The District reports that it is in need of an additional watertender, and it plans to acquire one within the next 18 to 24 months.

Of the stations serving Contra Costa County, the District reported that four are in poor condition, two are in fair condition, and one is in good condition.[154] There are no significant planned improvements for any existing stations, because the District is planning to construct one or two new stations within the next 5-10 years, and demolishing (or converting to other uses) one or two existing stations. Because existing stations were co-located with other Park District facilities, the stations are not necessarily located optimally from a fire protection standpoint. The goal of the District is to locate the new station(s) in areas more optimally positioned for fire service, instead of rehabilitating old stations that are in non-optimal locations. A possible new station location is in the Concord area, in conjunction with the development of the former Concord Naval Weapons Station. Over this same time frame the District also plans to add one new permanent fire officer position and approximately five new industrial firefighter positions.

The District also reported the need for an expanded system of fuel breaks within the District. Although fuel breaks had been constructed as early as the 1920s, many were not maintained and re-growth of vegetation has occurred. The District's goal is to reestablish and continue maintaining the existing fuel break system, and over the next two decades expand the fuel break system to double its

[153] The Type 2 urban rescue engine was supplied to the District by State OES, with the agreement that the District will use it on county engine strike teams for out-of-county fire assignments.

[154] Although Station 1 was reported to be in good condition relative to design parameters, its functionality is limited due to a lack of sleeping quarters. On 12 occasions over summer 2008 CALFIRE requested the District perform overnight fire-watches at Station 1, which required the firefighters to sleep on air mattresses.

size. The District estimates that approximately 1,340 acres of fuel break are needed in Contra Costa County. The most urgent need for more effective fuel breaks is along the western boundary of parks adjacent to residential areas extending from Point Pinole to Redwood Park, and along major interior access roads, such as Shasta and Wildcat Canyon Roads to Inspiration Point in Tilden Park, and the road from Skyline Boulevard to Round Top in Sibley Park. The District reported that fuel breaks are urgently needed in parklands adjacent to residential areas in the Carquinez and Martinez areas.

The District's water resources for fire-fighting purposes include water bodies, storage tanks and a limited system of fire hydrants within the parks. East Bay Municipal Utilities District has an extensive system of hydrants within the wildland-urban interface that is available to all fire agencies, including EBRPD.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. The regional parks are generally within areas with an ISO rating of 9 due to access limitations and lack of fire hydrants.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. NFPA guidelines call for career fire departments to respond within six minutes 90 percent of the time, with the response time including three components: dispatch time of no more than one minute,[155] turn-out time of no more than one minute, and travel time of no more than four minutes.[156] The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, nearly the entire district is classified as urban.[157] The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. The District did not identify a specific response time goal, but responds to all incidents as quickly as possible. The District's 90th percentile response time was 18 minutes and its median response time for all calls (Code 2 and Code

[155] National Fire Protection Association, *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2007. The dispatch time standard is one minute 95 percent of the time.

[156] National Fire Protection Association, *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2001, p. 6.

[157] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

3) was 12 minutes in 2007.[158] The District met response time guidelines for suburban/rural areas the majority of the time, but does not meet the guidelines 90 percent of the time due to the remote location of many incidents. Response times exclude dispatch time.

Service challenges relate to the remote nature of many park areas, and the inherent delays in reporting and responding to incidents. There may be delay in the reporting of incidents due to the lack of cellular phone reception or landline telephones, and often individuals reporting incidents cannot provide a precise incident location. Also, access to incidents often requires foot travel on narrow trails and vehicle travel on dirt roads and truck trails.

The District also reported that retaining Firefighter I and Firefighter II positions is a significant service challenge. Over the past 10 years, 19 of the 21 firefighters hired by the District are no longer with the District due to turnover. Many new firefighters only stay with the District for one or two years during training, and then leave for higher paying jobs with other districts.

[158] The District reported that response times range from two minutes for incidents in Tilden Park (near Station 1), to one hour for incidents in backcountry park areas. On very high danger days, the District stations helitack-trained firefighters with the helicopters, to achieve faster response times. Helicopters are able to reach any park location in 15 minutes or less, and can support on-ground firefighters with water drops within an additional 15 minutes.

Table 9-1: EBRPD Fire Service Profile

Fire Service			
Service Configuration			
Fire Suppression	EBRPD (wildland)	PSAP [1]	County Sheriff
EMS - Basic Life Support	First-in fire provider & EBRPD	Fire/EMS Dispatch	ConFire and EBRPD
EMS - Paramedic	First-in fire provider and AMR	Building Review	Responsible fire district or city
Ambulance Transport	American Medical Response	Public Education	Responsible fire district or city
Hazardous Materials	EBRPD and by contract	Weed Abatement	EBRPD
Fire Investigation	First-in fire provider	Academy	EBRPD

Service Demand	**All Calls**	**Priority "Code 3"**	**Non-Priority "Code 2"**
Annual Calls, 2006-8	761	NP	NP
% EMS	59%	NP	NP
% Fire/Haz-Mat	41%	NP	NP
% Alarm	NR	NP	NP
% Other	NR	NP	NP
Service Calls per 1,000	0.05	NP	NP
% Auto/Mutual Aid	13%	NP	NP

Wildland Fires There were 28 wildland fires on District lands in 2007, of which 21 were grass fires. The remaining seven incidents were in brush and tree stands. The last significant brush fire that burned for more than one day was the 2004 Martinez Fire. The District deploys an initial assignment of one engine, one water tender, one type-three helicopter and one Fire Officer to brush fires.

Service Adequacy		**Resources**	
ISO Rating	9 in most parks [2]	Fire Stations	10
Median Response Time (min)	12.0	Sq. Miles Served per Station [3]	15.4
90th Percentile Response Time (min)	18.0	Total Staff [4]	59
Response Time Base Year	2007	Total Full-time Firefighters	14
Percent Certified as FF1	100%	Total Call Firefighters	45
Percent Certified as FF2 or more	24%	Total Sworn Staff per Station [5]	5.9
Percent Certified as EMT-1	100%	Total Sworn Staff per 1,000	0.4
Percent Certified as Paramedic/ALS	3%	Staffing Base Year	FY 08-09

Human Resources			
Bargaining Unit:	Local 2428, American Federation of State, County and Municipal Employees (AFL-CIO)		
Schedule:	Four 10-hour days per week		
Full-time Firefighter I (Top Step at Five Years Experience)			
Base Salary: $40,165	Overtime: $28.97/hour	Qualifications:	Meet State of California Firefighter 1 qualifications and be certified as an EMT-1.
Full-time Paramedic (Top Step at Five Years Experience)			
Base Salary: NA	Overtime: NA	Qualifications:	NA - no positions
Paid On-Call Firefighter (2008)			
Rate:	$43.83/hour on-call or training	Qualifications:	Same as full-time firefighter
Average:	195 hours per year		

Training: Training is primarily conducted by the District, but the District also contracts with state certified instructors when necessary. Permanent and Industrial firefighters receive 72 hours of refresher training every year. Regular training exercises consist of weekly drills during the summer and a week-long refresher session each spring. In addition, every two years all firefighters must complete a 32-hour EMT recertification course, and on the intervening year must complete 8 hours of CPR/AED recertification training.

Notes:
(1) Public Safety Answering Point is the agency first answering 911 calls placed from land lines.
(2) Most of the regional parks are in outlying portions of fire districts with a split ISO rating, and are rated 9 due to lack of hydrants.
(3) Primary service area (square miles) per station.
(4) Total staff includes sworn and non-sworn personnel.
(5) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.

continued

Fire Service, cont.

Service Challenges

Service challenges relate to the remote nature of many park areas, and the inherent delays in reporting and responding to incidents. Other service challenge is retaining Firefighter I and Firefighter II positions.

Facilities Serving Contra Costa Parks

Station	Location	Condition	Staff per Shift	Apparatus
Station 1	Tilden Corporation Yard 2501 Grizzly Peak Blvd. Orinda, CA 94563	Good	1 Captain, 1 Lieutenant, 3 Firefighters 10-12 hours/day	1 Type 3 engine 1 Type 4 engine 1 Watertender 1 Type 2 urban rescue engine
Station 2[6]	Redwood Regional Park 7901 Redwood Rd. Oakland, CA 94619	Fair	Unstaffed	1 Type 3 engine 1 Type 4 engine
Station 3	Ozol Property 700 Carquinez Scenic Dr. Martinez, CA 94553	Fair	Unstaffed	1 Type 4 engine
Station 6	Briones 5363 Alhambra Valley Blvd. Martinez, CA 94553	Poor	Unstaffed	1 Type 4 engine
Station 8	Contra Loma W. End of Frederickson Ln. Antioch, CA 94509	Poor	Unstaffed	1 Type 4 engine
Station 9	Wildcat Canyon/Alvarado 5755 McBride Ave. Richmond, CA 94806	Poor	Unstaffed	1 Type 4 engine
Station 10/Admin	Chabot, Nike Base 17930 Lake Chabot Rd. Castro Valley, CA 94546	Poor	Unstaffed	1 Type 3 engine 1 Type 4 engine

Infrastructure Needs/Deficiencies

District fire stations have significant deficiencies, as many are merely unstaffed storage sheds for equipment. The District is reluctant to undertake major improvements to old stations, and instead would prefer to construct one or two new stations (and demolish older stations). No existing fire stations have sleeping quarters, and the District is often requested to perform overnight fire-watches by CAL FIRE. The District also identified reestablishing historic fuel break locations, and creating new fuel breaks as a need. The District estimates that 1,340 acres of fuel break are needed in Contra Costa.

Facility-Sharing and Regional Collaboration

Automatic Aid[7]

None.

Mutual Aid[8]

EBRPD has a mutual aid agreement with CAL FIRE for responding to incidents in non-park SRA lands. CAL FIRE also responds via mutual aid agreement to incidents in EBRPD LRA lands. EBRPD is often the first on scene to parkland fires and EMS calls in the LRA as well.

Current Practices:

As a member of the East Bay Regional Communications System Authority, the District is collaborating with other public safety providers in Contra Costa and Alameda counties to develop a fully interoperable communication system.

Opportunities:

The District identified working with the City of Concord to locate a new station at the former Concord Naval Weapons Station as an opportunity for collaboration.

Notes:

(6) Although not physically located in Contra Costa County, the close proximity of Station 2 allows it to serve the County when the need arises.

(7) Automatic aid is automatically-dispatched aid to territory in another provider's boundary.

(8) Mutual aid is aid to territory in another provider's boundary that is provided upon request and subject to availability, and is not automatically dispatched.

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) Residential population growth in the EBRPD boundary is projected to be about 20 percent from 2008 to 2030, from 2.6 million to 3.1 million.

2) Jobs are projected to grow by 46 percent in Contra Costa County and 81 percent in Alameda County, from 2008 to 2030.

3) Service demand is anticipated to increase in the future, as both the number of visitors to regional parklands increases, and the amount of parkland served by the District increases.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

4) EBRPD operates one regularly staffed fire station. Of the stations serving Contra Costa County, one is in good condition, two are in fair condition, and four are in poor condition. EBRPD has not planned any significant improvements to existing stations, as the District plans to construct one or two new stations within the next 5-10 years (and demolishing or converting to other uses one or two existing stations).

5) EBRPD plans for capital needs through a five-year CIP, which is prepared annually along with the budget.

6) The primary EBRPD fire service area (by mutual aid agreement with CAL FIRE) contains extensive areas in the high and very high fire hazard severity zone. To protect these areas, the District increases staffing during red flag periods, and conducts overnight fire-watches at the request of CAL FIRE. The District also conducts public education campaigns, to teach local property owners about vegetation management.

7) EBRPD provides service levels to a suburban/rural standard the majority of the time, but falls short of meeting guidelines 90 percent of the time.

8) Service challenges identified by the District relate to the remote nature of many park areas, the inherent delays in reporting and responding to incidents, and staff retention.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

9) EBRPD reported that the current financing level is not adequate to deliver services, and indicated that additional funding is needed to provide for paid staffing to provide adequate service levels to meet both existing and future demand.

10) The District reported that retaining Firefighter I and Firefighter II positions is a significant service challenge, as many new firefighters only stay with the District for one or two years during training, and then leave for higher paying jobs with other districts.

11) The District's general fund is primarily funded by property taxes and service charges, and is the principal funding source for the EBRPD fire department.

12) EBRPD project funding will rely heavily on Measure WW funds, approved by voters in November 2008. Seventy-five percent of the $500 million bond extension ($375 million) will fund regional park acquisition and capital projects, including 36 projects in Contra Costa County.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

13) The District exchanges mutual aid response with CAL FIRE for incidents in non-park SRA lands and incidents in EBRPD LRA lands. EBRPD is often the first on scene to parkland fires and EMS calls in the LRA as well.

14) The District participates in a collaboration among other public safety providers in Contra Costa and Alameda counties to develop a fully interoperable communication system.

15) The District identified working with the City of Concord to locate a new station at the former Concord Naval Weapons Station as an opportunity for collaboration.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

16) EBRPD demonstrated accountability based on the measures of constituent outreach efforts, transparency, and disclosure practices.

17) The District demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

10. EAST CONTRA COSTA FIRE PROTECTION DISTRICT

East Contra Costa Fire Protection District (ECCFPD) provides fire protection and BLS emergency medical response to the cities of Oakley and Brentwood, a portion of the City of Antioch and the unincorporated communities of Bethel Island, Byron, Discovery Bay, and Knightsen.

AGENCY OVERVIEW

FORMATION AND BOUNDARY

ECCFPD was formed on November 1, 2002 as a county-dependent district.[159] ECCFPD was formed through the consolidation of the Bethel Island, East Diablo and Oakley Fire Protection Districts, to "allow more cost-effective application of existing resources to provide a higher level of fire protection and emergency medical response services" to the eastern portion of Contra Costa County.[160]

The principal act that governs the District is the Fire Protection District Law of 1987.[161] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[162] Districts must apply and obtain LAFCO approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the District at the end of 2000.[163]

The boundaries of ECCFPD extend from Bethel Island and the City of Oakley in the north to the Contra Costa-Alameda County line in the south, and from the Contra Costa-San Joaquin county line in the east to the City of Clayton in the west, as shown on Map 10-1. Areas within ECCFPD include the cities of Oakley and Brentwood, a portion of the City of Antioch, and the unincorporated communities of Bethel Island, Byron, Discovery Bay, Knightsen, and other areas of unincorporated Contra Costa County. The ECCFPD boundary area overlaps the City of Clayton SOI but not its bounds.[164] The District has a boundary area of approximately 238 square miles.

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[159] Board of Equalization Official Date.

[160] LAFCO Resolution No. 02-24.

[161] Health and Safety Code §13800-13970.

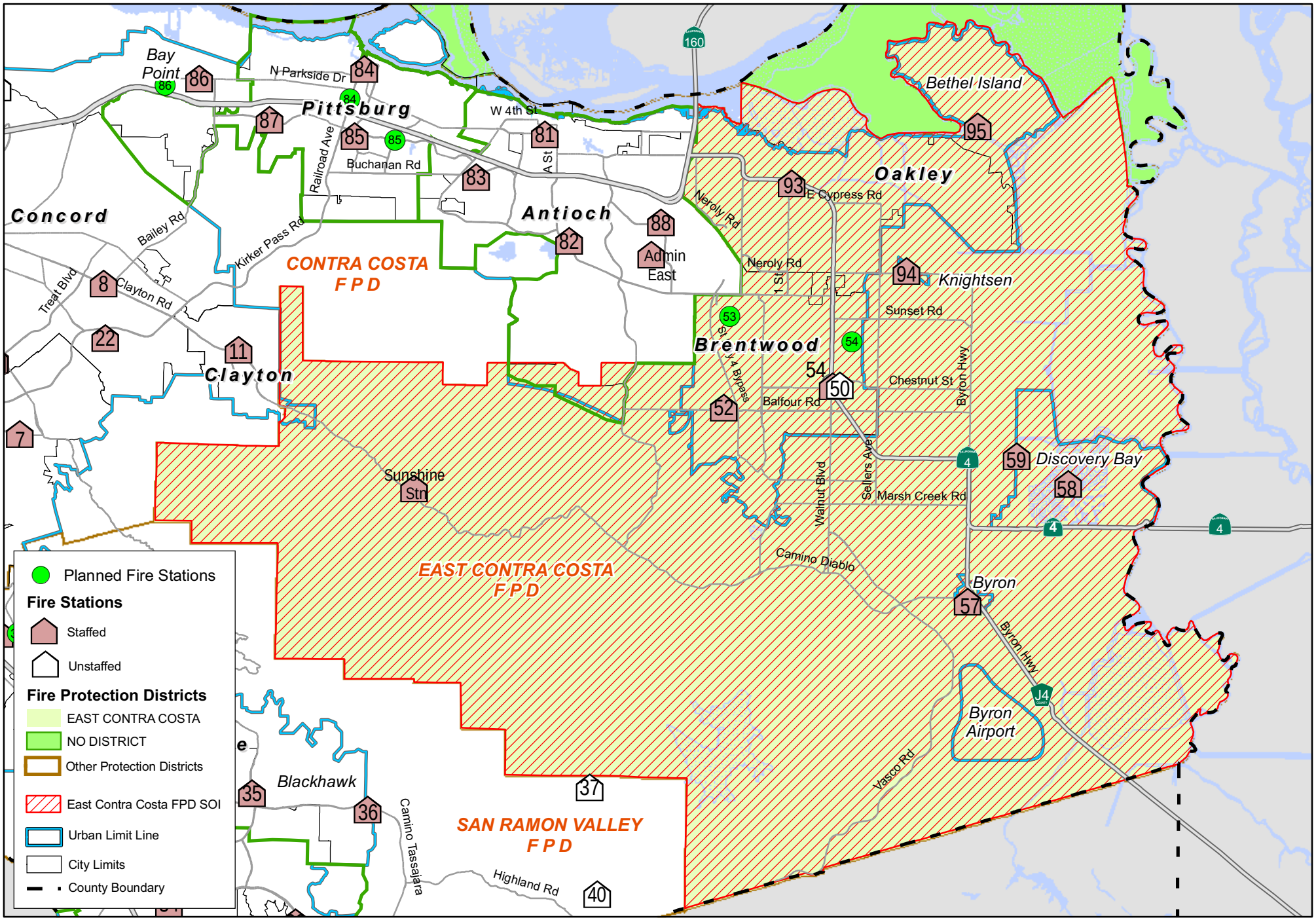
[162] Health and Safety Code §13862.

[163] Government Code §56824.10.

[164] In this overlap area, ConFire is typically the first responder.

Map 10-1

East Contra Costa Fire Protection District Boundary and Sphere of Influence

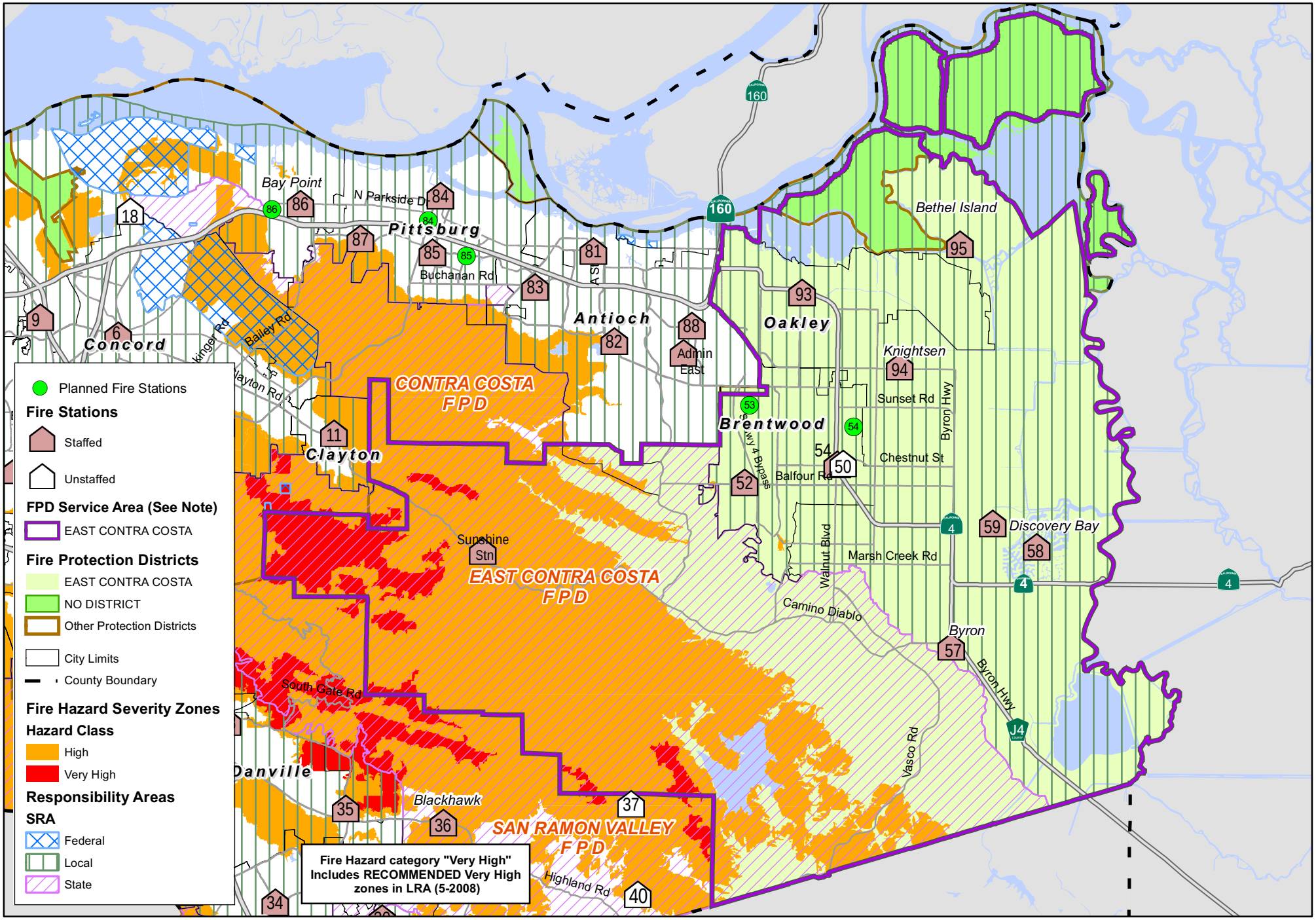


Map created 01/09/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

Map 10-2

East Contra Costa Fire Protection District Boundary and Service Area



Map created 01/09/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

Miles
0 1 2 4

Note: The boundary is the geographic area where the fire provider is legally responsible for providing service. The service area on this map is an approximation of the geographic area where this fire provider was typically the first provider (as of January 2009) to arrive on scene. To minimize response times, actual service areas differ from boundaries as a result of dispatching practices, service contracts, automatic aid agreements, and other agreements.

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

The SOI for ECCFPD is coterminous with its bounds. The SOI was established at formation to encompass "all of the territory presently within the Bethel Island, East Diablo and Oakley Fire Protection Districts."[165] The District's SOI was affirmed by LAFCO on April 14, 2004.[166]

Boundary History

East Diablo FPD had originally been formed in 1986 upon consolidation of its three predecessor districts: Brentwood County FPD (originally formed in 1930), Byron FPD (originally formed in 1929), and Eastern FPD (originally formed in 1967). Eastern FPD resulted from a 1967 detachment from the former Eastern Contra Costa County FPD, which had been formed in 1946 and originally encompassed Tassajara, Lafayette, San Ramon, and Moraga. When Eastern FPD was originally formed, it was named Marsh Creek FPD and had changed its name one year later.

Oakley FPD was originally formed in 1999 when the area was detached from ConFire. A previous Oakley FPD had originally been formed in 1933, had annexed Knightsen in 1957, and was consolidated into ConFire in 1994 along with the Antioch-Pittsburg Area FPD (also known as Riverview FPD), El Sobrante County FPD (also known as West County FPD), Pinole FPD, and a portion of Bethel Island FPD. The County had originally proposed that Orinda FPD be consolidated as well, although Orinda voters rejected consolidation due to concerns about negative impacts on their service levels. Oakley FPD had relied on on-call firefighters rather than staffed stations.[167] During the five-year period when it was part of ConFire, the Oakley area was served by a separate Oakley Reserve unit of ConFire. According to a 1998 report prepared by a fire review committee appointed by former Supervisor Canciamilla, the reorganization was premature, lacked the support of the local community, did not achieve service level improvements or economic benefits, and had "resulted in a severe degradation of the morale of the paid, on-call firefighters within the Oakley Reserve Division." The County initiated detachment of Oakley and Hotchkiss Tract from ConFire to "separate the dissimilar fire district operations (i.e., the fully staffed, fully paid ConFire and the paid on-call Oakley Reserve Division)."[168]

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[165] LAFCO Resolution No. 02-24 set the coterminous SOI for ECCFPD. Bethel Island FPD had an annexable SOI adopted in 1984; however, this area was apparently not included in the SOI for ECCFPD. Similarly, Oakley FPD had an annexable SOI adopted in 1984; however, this area was apparently not included in the SOI for CCCFPD in 1994 (when Oakley was consolidated), and was not included in the Oakley FPD SOI when it was re-formed in 1998. Upon re-formation, the SOI for OFPD was "established" by LAFCO Resolution No. 98-46, but the resolution does not explain what the SOI area consisted of.

[166] Contra Costa LAFCO MSR and SOI Update for fire protection districts within Contra Costa County.

[167] As the 1994 consolidation has been initiated by the County in its capacity as governing body for the six affected fire districts, LAFCO did not have the authority to deny the consolidation or to add or remove any of the agencies being consolidated pursuant to former Government Code §56839 (presently Government Code §57081). At the time, LAFCO had questioned whether the 1994 consolidation would improve service levels for all of the affected fire districts, according to a 1998 LAFCO Executive Officer Report.

[168] LAFCO Executive Officer, *Staff Report: County Fire Protection Districts Boundary Reorganization (LAFC 98-46)*, Oct. 7, 1998

Bethel Island FPD was formed in 1946.[169] In 1994, 680 acres of Bethel Island FPD were detached and annexed to ConFire, in the area of Hotchkiss Tract.[170] In 1999, this same 680 acre-area was detached from ConFire and annexed back into Bethel Island FPD.[171]

There have been no boundary changes for ECCFPD since its formation in 2002.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The District's governing body is the five-member county Board of Supervisors. Board members are elected by district to staggered four-year terms. Board meetings are held weekly. The last contested election for a board seat occurred in 2008 when two seats were contested.

Table 10-1: ECCFPD Governing Body

East Contra Costa Fire Protection District				
Governing Body				
Board of Supervisors	**Name**	**District**	**Began Serving**	**Term Expires**
	John M. Gioia	District I	1999	2010
	Gayle B. Uilkema	District II	1997	2012
	Mary N. Piepho	District III, Chair	2005	2012
	Susan Bonilla	District IV	2007	2010
	Federal D. Glover	District V	2001	2012
Manner of Selection	Elections by district			
Length of Term	Four years			
Meetings	Date: Tuesdays at 9:30 a.m. Location: 651 Pine St., Room 107, Martinez, CA			
Agenda Distribution	Online and posted			
Minutes Distribution	Video of meetings available online and minutes by request			
Contact				
Contact	Fire Chief			
Mailing Address	134 Oak Street, Brentwood CA 94513			
Email/Website	www.eccfpd.org			

Although the other county-dependent FPDs—ConFire and Crockett-Carquinez FPD—have appointed advisory commissions, there is presently no such advisory body for ECCFPD. The District and the cities of Brentwood and Oakley have discussed reorganizing the District's Board so that its members are appointed by the governing bodies of the respective land use authorities; however, the affected agencies had not implemented such a governing body change at the time this report was drafted.

District staff attends community meetings in the cities and unincorporated communities served. District staff speaks to community groups about disaster preparedness, services and operations. Board meeting agendas are available online. Board meetings are broadcast live on the internet and some are available as internet video broadcast. Taped recordings are available for purchase.

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[169] Board of Equalization Official Date April 22, 1946.

[170] LAFCO Resolution No. 94-20.

[171] LAFCO Resolution No. 98-46.

Regarding customer service, complaints may be filed by phone through the District or by walk-ins into the office. The District does not track the number and type of complaints, and could not provide the number filed within CY 2007 or FY 07-08. Residents may submit weed abatement complaints online.

The District demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO map inquiries and document requests.

MANAGEMENT

The District's staff consists of 55 full-time staff and 25 paid on-call staff. The sworn permanent staff includes 53 full-time equivalents (FTEs), and the civilian staff is composed of two FTEs. The Fire Chief is responsible for organizational productivity and accountability, and is directly responsible for finance and personnel. The District is organized into divisions for operations, administration, EMS and training, and fire prevention. Three battalion chiefs report directly to the Fire Chief; battalion chiefs are responsible for operations, fleet, training, and reserves.

All permanent District employees are evaluated annually. The District reported that it was up to date on staff performance evaluations.

District performance is evaluated periodically by the Insurance Services Office (ISO). ISO evaluations were most recently completed before the 2002 consolidation. ISO evaluated the District in 2008, although the results had not been released at the time this report was drafted. The District monitors productivity through tracking of workload indicators on service calls, and inspections performed. The District establishes performance goals through the annual budget process; for example, its goals include reducing its turnout time in FY 08-09 from 75 to 60 seconds on average and filling 20 paid-on-call personnel positions.

Management practices in use by the District include a master plan (2006), a multi-hazard mitigation plan prepared in concert with ABAG (2007), and a mission statement. The master plan estimated future facility and staffing needs to accommodate growth and provide urban service levels, concluding that the District would eventually need 10 fire stations each with three personnel, including a paramedic.[172] The District has not adopted Standards of Coverage. Prior to the 2002 consolidation, there were several studies conducted on service levels and configurations in the District.

The District's financial planning efforts include annual budgets, annual financial audits and long-term financial projections. The District's most recent audit was completed for FY 07-08. The District prepared an 11-year financial projection in 2004.[173] The District does not prepare a capital improvement plan (CIP). However, the City of Brentwood prepares a long-term (five-year) CIP in which it plans for fire station needs; the City's CIP is updated annually. The District does not have a current development impact fee (DIF) nexus study. Development impact fees are levied throughout

[172] Citygate Associates, *Fire Service and EMS Master Plan for the East Contra Costa Fire Protection District*, 2006.

[173] Economic & Planning Systems, Inc., *Fiscal Forecast: Contra Costa County Fire Protection District and East Contra Costa Fire Protection Districts*, June 2004, p. 3.

the District. The City of Brentwood updates its fire DIF annually as part of its CIP update process. The City of Oakley updated its fire DIF most recently in 2001. In the unincorporated areas, the fees were established in 1989 for Bethel Island and in 1987 elsewhere. At that time, the fees were established by the predecessor fire districts based on fire facilities construction and financing plans that had been prepared for five-year planning horizons. Neither original nor subsequent fire facilities plans were provided by ECCFPD. The District reported that a new DIF nexus study has been drafted, and is expected to be released in 2009.

The District's Vasco Safety Task Force received an award from the BOS in 2008. The District's primary accomplishments in recent years (2003-2008) were implementing consolidation of three districts and improving service levels. Service level improvements during FY 07-08 included reducing its turnout time by 15 seconds on average, hiring seven new reserve firefighters and promoting three driver operators.[174]

SERVICE DEMAND AND GROWTH

The District bounds encompass residential, commercial, mixed-use, agricultural, recreational, open space, and watershed uses. The predominant uses are agricultural and open space. Agricultural uses are situated throughout the District, with the agricultural core located west of Discovery Bay and Byron, and pasture lands throughout Morgan Territory, Marsh Creek, the Knightsen area, and northern Bethel Island. The District contains expansive open space, including Morgan Territory Regional Park, Vasco Caves Regional Park, Contra Loma Regional Park, Round Valley Regional Preserve, Black Diamond Mines Regional Preserve, and the northern portion of Mount Diablo State Park. Open space uses are also in southern Brentwood, northern Oakley, northern Bethel Island, southern Byron, and Discovery Bay. Watershed uses surround Los Vaqueros Reservoir. The primary land use in the cities of Oakley and Brentwood shifted from agricultural to residential in recent years. The City of Oakley contains mostly high-density residential land uses,[175] while the City of Brentwood is dominated by low-density residential developments.[176] There are low-density residential developments in Discovery Bay and Bethel Island communities as well. Commercial developments are located in the downtown areas of both cities, along the SR 4 Bypass, along Highway 4 and Main Street in Oakley, and along Bethel Island Road. Mixed-use developments are also located in downtown areas and along Brentwood Boulevard.

The District considers its customer base to be the residents and businesses in its service areas as well as those living or traveling through the area, the structures in its service area, and the parks and open spaces. The District experiences the greatest number of service calls during rush hour, but that service demand is generally steady without significant fluctuations or peak demand. High-risk occupancies in the District include marinas, gasoline docks, and Byron Airport.

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[174] Contra Costa County, *County of Contra Costa FY 2008-09 Recommended Budget*, p. 343.

[175] City of Oakley, *Oakley 2020 General Plan*, 2002, p. 2-29.

[176] City of Brentwood, *City of Brentwood General Plan 2021*, 2001, p. 1-6.

Table 10-2: Service Calls by Station, 2007

Station	Location	Calls 2007
FS 52	Brentwood	1,383
FS 54	Brentwood	1,618
FS 57	Byron	324
FS 58	Discovery Bay	442
FS 59	Discovery Bay	502
FS 93	Oakley	1,761
FS 94	Knightsen	691
FS 95	Bethel Island	391
Sunshine	Marsh Creek	257

Service demand varies among the station areas, with substantially more calls at the more urbanized stations in Brentwood and Oakley than in outlying areas, such as Byron, Discovery Bay, Knightsen, Bethel Island and Marsh Creek, as shown in Table 10-2. By comparison, the median fire station in the County fielded 1,207 calls.

Local business activities in the District include farms, marinas, local school districts, a cabinet manufacturer, grocery stores, upscale shops at the Streets of Brentwood, and other local-serving retail and service businesses. The estimated number of jobs in ECCFPD in 2008 was 17,480, based on analysis of GIS, Census, Department of Finance, and 2007 ABAG projections data. The projected job growth rate from 2005 to 2030 is 112 percent, which is substantially faster than the countywide projected growth of 46 percent over that period.

The estimated residential population in the District bounds was 67,846 at the time of the 2000 Census. The estimated number of residents in 2008 was 106,386, based on analysis of GIS, Census Department of Finance, County Assessor, and 2007 ABAG projections data. The residential population density was 447 in the District's boundary area in 2008, compared with a countywide density of 1,460. The projected population growth rate from 2008 to 2030 is 49 percent, which is substantially higher than the countywide projected growth of 20 percent over that period. Oakley contends that the ABAG population projections understate growth significantly, and that the City's residential population will be near 60,000 by 2030 rather than 40,000 as ABAG projected. If the City is correct, the District's growth and future needs will outpace the ABAG projections.

There are numerous growth areas in the City of Brentwood, as it has been the fastest-growing part of the County and is projected to continue to grow rapidly in the long-term. The City reported that it had 5,046 residential units and about 625,000 square feet of retail, office and industrial space approved for new development. Future residential growth areas include Trilogy at the Vineyards (1,750 units), Palmilla (579 units) and Rose Garden (511 units), and Barrington (494 units). Commercial development in the city will occur in the interchange area at Lone Tree Way and San Creek Road, near Balfour Road and Marsh Creek Road and Vasco Road intersection. A portion of the potential Ginocchio development project is in the Brentwood planning area; the project is also within the City of Antioch's planning area. Examples of current commercial developments include the Tri-City Plaza office and The Plaza at Balfour II. Industrial development is encouraged in the northeastern area of the City where it borders a water treatment plant and southwest of the intersection of Marsh Creek Road and Walnut Boulevard.[177] A transfer station is currently being planned. Most of the future development areas are designated for mixed use. An example of current mixed-use projects is The Shops Fairview. New residential developments are planned south of the Union Pacific Railroad and along Fairview Avenue just north of the SR 4 Bypass.[178] Brentwood's

[177] City of Brentwood, *City of Brentwood General Plan 2021*, 2001, pp. 1-6- 1-7.

[178] City of Brentwood, *City of Brentwood General Plan 2021*, 2001, p 1-20; City of Brentwood, *Project Status Report*, 2008, URL accessed on 1/22/2009 http://www.ci.brentwood.ca.us/pdf/new/comdev/project_status.pdf.

growth strategy is to protect agricultural land and balance open space with urban areas.[179] The City is planning to make existing developments higher density, and encourage a wide range of housing opportunities and transit-oriented developments. The City is planning to improve downtown areas and develop new mixed-use areas along Brentwood Boulevard, along the western border of the City and in the southern portion just north of permanent open space. The City's adopted policies are that fire stations be within approximately 1.5 miles of all urban development and within a three to five minute response time, and that urban fire stations be staffed by three paid firefighter per apparatus.[180] In light of anticipated growth, the City has recommended that evaluation of appropriate fire financing, as directed by LAFCO in 2002, remain a District priority.[181]

New residential developments are planned in the Cypress Corridor Expansion Area, an undeveloped area immediately east of the Cypress Corridor Area. The City's General Plan permits up to 4,664 residential units in East Cypress Corridor.[182] Most of the planned developments in the City of Oakley are mixed-use: Cypress Corridor, north and south of Cypress Road; South Oakley, south of Laurel Road, east of Neroly Road, west of Sellers Avenue and north of Delta/Neroly Road; Neroly/Empire area in the vicinity of Neroly Road and Empire Avenue; and Downtown.[183] A recently approved example of such development is Empire Station Mixed Use Project.[184] Commercial and industrial developments are encouraged in the Northwest Oakley area.[185] The main growth strategy is to protect agricultural land and balance open space with urban areas.[186] Oakley's adopted policies provide that major developments will not be approved if fire-fighting services are not available or are not adequate for the area.

Growth areas in the unincorporated areas include Discovery Bay, Byron Airport, and Delta Coves in Bethel Island. For the most part, the remainder of the unincorporated areas in ECCFPD is protected by the countywide urban limit line or within the SOIs of the cities of Brentwood and Oakley. The development strategy for the Discovery Bay community is to find a balance between residential development, open space, water element, and recreation facilities. Much of the initial Discovery Bay project has been developed but there is remaining development potential immediately west of the existing waterway community. Private Island Homes, a local developer, is proposing development of a master planned community on the 1,100 acre Cecchini Ranch property (just east of Discovery Bay) including 4,000 to 6,000 new residences, many to be water oriented, a new marina, commercial and light industrial uses, and a delta interpretive center.

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[179] City of Brentwood, *City of Brentwood General Plan 2021*, 2001.

[180] City of Brentwood, *City of Brentwood General Plan 2021*, 2001, pp. II.4-12 and III. 2-3.

[181] Correspondence from City of Brentwood Mayor Robert Taylor to LAFCO Executive Officer, Mar. 19, 2009.

[182] The Specific Plan and EIR for the East Cypress Corridor were legally challenged and must be revised before City-approved projects can proceed in this area. The revised Specific Plan and EIR are scheduled for City Council consideration in 2009.

[183] City of Oakley, *Oakley 2020 General Plan*, 2002, pp. 2-23- 2-27.

[184] City of Oakley, *Commercial Projects*, 2008, URL accessed on 1/22/2009 http://www.ci.oakley.ca.us/UserFiles/File/planning/Development%20Lists/Commercial%20Development%20Listing%20REV%207%202008.pdf.

[185] City of Oakley, *Oakley 2020 General Plan*, 2002, pp. 2-23- 2-27.

[186] City of Oakley, *Oakley 2020 General Plan*, 2002, p. 2-5.

The growth strategy for Bethel Island is to preserve its rural character while bringing in additional commercial and residential developments. New developments are planned to be mostly recreation-oriented. The majority of future development will remain along the perimeter. Delta Coves is a planned waterfront residential project (495-dwelling units) on a portion of Bethel Island to involve breaching the levee and constructing a lagoon. The Delta Coves project was scheduled to start construction in 2008 and be completed in 2010; however, the developer recently announced a delay due to the sluggish economy. The land around Byron airport allows for additional residential development as well as aviation easements if needed in the future.[187] The County general plan calls for continued low-density, rural land uses in Knightsen. The County's adopted policies are to ensure that fire stations are located within 1.5 miles of developments,[188] to achieve a maximum running time of three minutes or 1.5 miles from the first-due station, to achieve response times of five minutes 90 percent of the time, to maintain at least three firefighters per station in urban and suburban areas, to consider consolidation of fire agencies when appropriate, and to save costs by sharing support services and facilities.[189]

The District boundary includes a growth area partly within the City of Antioch bounds and partly within the City's SOI where a 2,100-acre community in Roddy Ranch is planned. The proposed project includes up to 700 dwelling units, a 250-room hotel, a golf course club house, and up to 225,000 square feet of commercial and retail space would be built around an existing golf course. The site would be served by ECCFPD until construction of a new fire station near the future intersection of Deer Valley and Sand Creek Roads.[190] It appears that the property owner may propose to detach from ECCFPD and annex to ConFire in the future. Also located in ECCFPD bounds is the 1,070-acre Ginocchio property where the City envisions a high-end planned community with up to 1,215 dwelling units in the future.[191] The Ginocchio area is located within the City's planning area but not within the City's present bounds or SOI; 200 acres on the Ginocchio property are inside the urban limit line adopted by City voters in 2005 but outside the County's urban limit line. Adopted policies reflected in the City's General Plan include maintaining a five-minute response time (including three minute running time) for 80 percent of emergency fire, medical, and hazardous materials calls on a citywide response area basis. Adopted policies reflected in the City's General Plan include maintaining a five-minute response time (including three minute running time) for 80 percent of emergency fire, medical, and hazardous materials calls on a citywide response area basis.

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The District has planned for future needs in its 2006 master plan.

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[187] Contra Costa County, *General Plan*, 2002, p. 5-24.

[188] Contra Costa County, *General Plan 2005-2020*, 2005, p. 4-8

[189] Contra Costa County, *General Plan 2005-2020*, 2005, pp. 7-29- 7-30.

[190] CirclePoint, *Roddy Ranch Project Draft Environmental Impact Report*, January 2009, p. 4.12-10.

[191] LSA, *General Plan: City of Antioch*, Nov. 24, 2003, pp. 4-16, 4-73.

FINANCING

The District reported that it lacks the financial ability to deliver services at an adequate service level. The District lacks adequate revenue to provide urban staffing levels in the urban areas, and relies in most areas on two-person crews. The District lacks paramedic staffing. Financing is not adequate for administrative staff to complete all demands for management and fire prevention functions. It would cost the District about $18 million to achieve an urban level of service; the District's master plan concluded that a tax increase is necessary to fund adequate service levels.[192]

The 2007-9 housing downturn and 2008-9 recession have slowed the pace of growth in the District, allowing the District to defer certain capital investments. Revenues grew four percent between FY 06-07 and FY 07-08, and had been projected to grow by seven percent between FY 06-07 and FY 07-08. Revenues are projected to decline by approximately 6-7 percent in FY 08-09 due to the disproportionately high impact of the housing downturn on property values in ECCFPD.

The District had increased its expenditures by ten percent in FY 07-08 over the prior year, and had budgeted on a 14 percent spending increase in FY 08-09. In addition to softening revenue, the District anticipates continued rapid inflation in compensation to attempt to increase salaries closer to levels in neighboring jurisdictions, and to sustain service levels in spite of ongoing growth, continued cost inflation due to capital costs associated with aging facilities, as well as continued inflation in pension and health benefit costs. In the long-term, the District anticipates revenue growth associated with construction of proposed developments due to the attractiveness of the community.

The County and the cities of Brentwood and Oakley practice appropriate fund accounting for impact fees.

The District's total revenues were $12.2 million in FY 07-08.[193] Revenue sources include property taxes (94 percent), intergovernmental revenues (two percent), Oakley fees collected in Summer Lakes (one percent), and miscellaneous sources (three percent). The District's share of property tax revenues was seven percent in Brentwood, five percent in Oakley, and nine percent on average in unincorporated areas in FY 07-08; by comparison, the average fire district property tax share countywide was 12 percent in cities (served by fire districts) and 13 percent in unincorporated areas.

The cities of Brentwood and Oakley retain fire impact fees collected in their respective jurisdictions, and do not pass them through to the District. Impact fees are for the purpose of mitigating impacts of new development and cannot be used to fund projects, such as station relocation costs, serving existing residents. The fire-related development impact fees (DIFs) are $781 in Brentwood (last increased in 2008).[194] The City of Brentwood's policy is to require new development to finance capital improvements to mitigate impacts on fire facilities. The City

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[192] Citygate Associates, *Fire Service and EMS Master Plan for the East Contra Costa Fire Protection District*, 2006.

[193] FY 07-08 financial information was calculated from unaudited financial summaries provided by the District. Revenues exclude capital lease proceeds and inter-fund transfers. Expenditures exclude inter-fund transfers.

[194] City of Brentwood, *2008/09 – 2012-13 Capital Improvement Program*, p. 7.

coordinates its expenditures with ECCFPD the City updated its fee nexus study in 2004. . The Oakley fire DIF is $749 per new single-family unit (last increased in 2001). In deciding how to spend DIF revenue, the City of Oakley reviews its planned expenditures with ECCFPD and considers specific requests from the District. Fire DIFs are $450 per new dwelling unit in unincorporated Byron and Discovery Bay (last increased in 1987), and $488 per new unit in Bethel Island (last increased in 1989).[195] Adopted County policies provide that new development pay its fair share of costs toward new fire facilities, and that needed upgrades be identified during project-based environmental review.[196] ECCFPD contracted in 2008 for a study updating its DIFs; new fees are anticipated in 2009. In some cases with larger developments, the County waives DIFs when the developer directly mitigates growth impacts; for example, the Discovery Bay West developer donated a fire station (FS 59) in 2003. The County had anticipated receiving $58,000 in fire impact fees associated with ECCFPD, the City of Brentwood projected receiving $115,000 in fire impact fees, and the City of Oakley projected receiving $65,000 in fire impact fees in FY 08-09.

The District's expenditures were $13.2 million in FY 07-08. Of this amount, 60 percent was spent on compensation, three percent on CAL FIRE contract service costs, 11 percent on services and supplies, six percent on autos and trucks, 12 percent on development impact fee fund balances transferred to the City of Oakley, and seven percent on other costs. The City of Brentwood spent $591,000 of fire impact fee funds in FY 07-08 related to planning the new FS 53; the City of Oakley spent $6,000 of fire impact fee funds in FY 07-08. After adjusting for impact fees, the total expenditures were $12.2 million in FY 07-08.

The District had no bonded long-term debt at the end of FY 07-08. The District's only debt consisted of compensated absences and capital leases. The District offers pension benefits to its employees through the CCCERA defined benefit plan. Unfunded pension liability was estimated as $11.2 million as of the end of 2007.[197] Due to the recent 20 percent decline in pension assets, the District has incurred additional unfunded pension liability although precise estimates were not available at the time this report was drafted.[198] The District provides health care benefits to retirees; the unfunded liability for other post-employment benefit (OPEB) liability was $10.5 million as of FY 07-08.[199] In the past, the District had made annual payments at the time benefits were paid. The District has increased its annual payments to account partly for future liabilities, with the partly pre-funded portion placed in an irrevocable trust. The majority of the unfunded liability remains unfunded as of FY 08-09.

The District does not have a formal policy on maintaining financial reserves. ECCFPD had $2.1 million in its unreserved, undesignated fund balance for its operating fund in addition to $4.1 million in reserves designated for "future use" at the close of FY 07-08. Operating fund reserves were 57

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[195] Contra Costa County, Ordinances No. 87-11, 87-12 and 89-78.

[196] Contra Costa County, *General Plan 2005-2020*, 2005, p. 7-27.

[197] CCCERA, "Determination of Unfunded Actuarial Accrued Liability for the Employers as of December 31, 2007," June 27, 2008.

[198] CCCERA, "Projections of Employer Contribution Rate Changes Based on Various Market Value Investment Return Scenarios for 2008," November 18, 2008.

[199] Buck Consultants, *Governmental Accounting Standards Board (GASB) Statement #45 Valuation Results for Contra Costa County for FY 2007-08 and FY 08-09*, June 16, 2008.

percent of annual operating expenditures in FY 07-08; in other words, the District maintained 6.8 months of operating reserves. The District also carried fund balances in its development fee funds, with unreserved, undesignated fund balances of $2.6 million at the end of FY 07-08. In addition to the District's capital reserves, the City of Brentwood had a fire DIF fund balance of $0.7 million at the end of FY 07-08 which was reserved for fire station investments, and the City of Oakley had a fire DIF fund balance of $2.2 million.

The District engages in joint financing arrangements related to workers compensation insurance. The County self-insures its three dependent fire districts. The District relies on the County for certain administrative services; the County provides legal, financial, human resources and information technology support services on a reimbursable basis, although there is no explicit service contract. The District is a member of the East Bay Regional Communications System Authority, which is developing an inter-jurisdictional communications system.

FIRE SERVICE

NATURE AND EXTENT

The District provides fire suppression (structural, vehicle, and vegetation fires) and prevention, Basic Life Support (BLS) for medical emergencies, rescue, initial hazardous materials response, fire inspection, and education. The District contracts with CAL FIRE for continual operation of its Sunshine station on Marsh Creek Road during the wet season; CAL FIRE directly finances staffing the station during fire season.

The District provides EMS services until AMR, a privately-owned ambulance company, arrives to provide Advanced Life Support (ALS) and ambulance transport services. The District contracts with ConFire for dispatch, radio, information and fire prevention services. ECCFPD contracts with CAL FIRE to provide fire protection service to the Marsh Creek area of the District.

The District's primary fire prevention strategies are vegetation management and public education. On-duty crews conduct fire safety inspections, and ConFire conducts inspections of high-hazard and assembly occupancies. There are no active Fire Safe Councils operating in the District's service area.

The District responds to hazardous material incidents to provide initial identification and isolation. The Contra Costa County Health Services Department provides specialized hazardous material response.

On behalf of the District, ConFire checks fire plans for new development prior to construction. The District performed approximately 800 inspections in 2008. Fire safety inspections are completed annually on all businesses mandated for inspection and randomly for other businesses, and vegetation inspections are completed annually on selected parcels in the District.

The District offers public education programming. The District staff speaks to community groups about disaster preparedness, services and operations. District staff attends community meetings in the cities and unincorporated communities served. The District conducts fire and EMS-related training segments for CERT courses offered by the Brentwood Police Department and Bethel Island Municipal Improvement District.

Dispatch Services

All 911 calls made from land lines in the unincorporated areas and the City of Oakley are automatically routed to the Contra Costa County Sheriff, which is the primary Public Safety Answering Point (PSAP). The primary PSAP for the City of Brentwood and the small portion of the City of Antioch in District bounds is the City of Antioch Police Department. Once the PSAP dispatcher determines a call requires fire department response, the call is relayed to the ConFire secondary PSAP. ConFire directly dispatches the District's staff. The District participates in closest-resource dispatching (cross-border) through ConFire.

Calls to 911 from cellular phones in Oakley and the unincorporated areas are initially routed to the California Highway Patrol (CHP). CHP relays the calls requiring both law enforcement and fire/EMS response (e.g., auto accidents) to the primary PSAP, and dispatching follows the protocol discussed above. EMS calls are often routed directly to ConFire. The City of Antioch takes wireless calls directly. The County Sheriff has not yet begun taking wireless calls directly due to financial constraints.

Radios are interoperable with all adjacent providers.

LOCATION

The District provides service primarily to its boundary area, as shown on Map 10-2.

The District also provides service outside its bounds. The District serves Quimby, Bradford and Webb islands, although these are not within its bounds. In 2007, the District responded to two fires on Quimby Island, three EMS incidents on Bradford Island, and a smoke investigation on Webb Tract. As a ConFire-dispatched agency, the District both provides and receives automatic aid from the closest available resource, regardless of boundaries. The District often receives automatic aid from ConFire; ConFire provided 339 automatic aid responses to ECCFPD in 2007. ConFire is often the first responder in northwest Brentwood and the westernmost segment of Marsh Creek Rd. The District occasionally responds in San Ramon Valley FPD. In 2007, the District received 486 responses (including 147 responses by its contract provider CAL FIRE) and provided 244 responses outside its bounds.

Through the California mutual aid plan, the District may provide or receive aid throughout California. The District most often exchanges mutual aid response with Alameda County FD.

Overlapping service providers include the various automatic and mutual aid providers discussed above as well as EBRPD, the U.S. Coast Guard and the Contra Costa County Sheriff's Marine Patrol unit. EBRPD specializes in handling brush fires and EMS incidents in regional parks, although the District is the official first responder for structure fires and EMS incidents. The District is typically the first responder in marine areas, and handles incidents until the U.S. Coast Guard arrives. The U.S. Coast Guard responds to boating accidents and emergencies within navigable waters, including the San Joaquin River and Delta sloughs that lie within ECCFPD bounds and service area. The Contra Costa County Sheriff's Marine Patrol unit responds to fires, boating accidents and EMS incidents in the Delta waterways and marinas.

INFRASTRUCTURE

The District operates eight fire stations which are staffed 24 hours a day, and stations its duty officer in its administration building. One of the fire stations is owned by the City of Brentwood, and leased to the District for its use. FS 54 (Brentwood), 58 (Discovery Bay) and 95 (Bethel Island) are in poor condition. FS 58 is not strategically located to minimize response times in the area; location at SR 4 and Bixler Rd. would improve efficiency by enhancing the service area that could be reached with adequate response times. A remodel of FS 58 is planned in 2009. FS 54 is aged (built in 1940s), lacks permanent sleeping quarters, lacks ADA-compliant and gender-segregated bathrooms, and is not strategically located; location farther north would improve efficiency. The City of Brentwood plans to replace FS 54 with a permanent facility located on Sand Creek Road. FS 95 is aged (built in 1961); replacement with a modular unit is planned and funded from reserves. FS 93 had been built in the 1960s and is not strategically located; the City of Oakley plans to build a replacement station located slightly south of the existing station. Two fire stations—FS 52 in Brentwood and FS 59 in Discovery Bay—were recently built and are in excellent condition. The administrative building has limited parking and office space constraints. The District is also served by a ninth station, as the District contracts with CAL FIRE for 24-hour daily, year-round operation of its Sunshine Station on Marsh Creek Rd. CAL FIRE reported that Sunshine station was built in 1967, and will be replaced in approximately 10 years.

Future growth will require development of additional fire stations and staffing levels to provide adequate service. The City of Brentwood plans to build a new fire station (53) to serve northern Brentwood; the project had been scheduled for completion in 2010, at the District's request relocation of FS 54 is now a more strategic priority. Development in East Oakley (Summer Lakes) would require the developer to build a new fire station as a development condition. Development in east Discovery Bay would need additional services, and possibly require relocation of a fire station. If property owned by the Mormon church in the Byron area were to be developed, that area would require relocation of its station to provide adequate service levels. New station locations in Brentwood and Oakley should be analyzed with consideration of ConFire existing and planned station locations. Due to budgetary constraints, it is very possible that planned station locations in Brentwood and Oakley should be reconsidered.

Existing primary equipment includes eight Type 1 engines, six Type 3 engines, one Type 4 engine, four water tenders, and a rescue boat. In addition, the District owns staff vehicles and maintains reserve equipment at its fire stations and storage facility. The District does not have a ladder truck, and relies on automatic aid from ConFire for structure fires requiring a ladder truck. The District reports its apparatus are replaced on a planned replacement schedule; the District plans on replacing front-line engines after 15 years use, and then using them another 5-6 years in reserve use.

The District's water resources for fire-fighting purposes include fire hydrants and water bodies. Hydrants are located in the urban areas of Brentwood, Oakley and Discovery Bay. There are no hydrants in outlying areas, covering most of the District's bounds. In areas without hydrants, the District relies on water tanks, drafting out of water bodies and using water tenders. Fire flow improvement needs identified by the District include installation of hydrants in growth areas as they urbanize.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. ECCFPD has an ISO Rating of 3 in Oakley for urban areas (within five miles of a station and 1000 feet of a hydrant) and 8 in outlying areas. The ISO rating is 5 throughout Bethel Island. The ISO rating is 4 in Brentwood urban areas, 8 in outlying areas within five miles of a station but without hydrants, and 9 in areas more than five miles from a station and without hydrants.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. NFPA guidelines call for career fire departments to respond within six minutes 90 percent of the time, with the response time including three components: dispatch time of no more than one minute,[200] turn-out time of no more than one minute, and travel time of no more than four minutes.[201] The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, the majority of the District is classified as urban.[202] Bethel Island, Jersey Island, Holland Tract, Bradford Island, and Morgan Territory are the only areas that meet the State's current definition of suburban/rural areas.

The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. The Contra Costa County EMS Agency (LEMSA) has not imposed response time guidelines on the District, as the District does not presently provide paramedic services. The District does not have its own response time goal or policy. Both the City of Brentwood and the County have adopted a response time policy that the FPD strive to achieve a total response time, including dispatch time, of five minutes in urban and suburban areas for 90 percent of all emergency responses.[203] The City of Oakley has not adopted policies on response times. The District's 90th percentile response time was 9:36 minutes in 2007 for Code 3 calls, and its median response time was 5:46 minutes. Median response times varied somewhat among fire station areas, with the fastest response times at FS 52, 54, 58 and 93 in the cities of Oakley and Brentwood and in Discovery Bay and longer response times at FS 57 (Byron) and Sunset station (Marsh Creek). When first response by AMR and automatic aid are considered, the 90th percentile response time was 8:52 minutes and the median was 5:23 minutes. Although the District met response time guidelines some of the time,

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[200] National Fire Protection Association, *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2007. The dispatch time standard is one minute 95 percent of the time.

[201] National Fire Protection Association, *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2001, p. 6.

[202] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

[203] City of Brentwood, *City of Brentwood General Plan*, 2001, p. II. 4-12; Contra Costa County, *General Plan 2005-2020*, 2005, pp. 7-27.

it did not meet the guidelines 90 percent of the time. Response times exclude dispatch time. ConFire's median dispatch time was 1:11 minutes and the 90th percentile was 2:12 minutes for calls originating in ECCFPD.

Service levels are higher in urban and suburban areas and pockets than in outlying areas. Most fire stations are located in the urban areas in the eastern portion of the District. Travel times are longest to the open space and grazing lands in the western and southern portions of the District, and to most of the islands. The District serves the islands from its Bethel Island station where the District has a fire boat.

Unique aspects to the service area include its extensive size and open spaces, responsibility for waterways, and contiguity to three separate counties. The District reported its primary service challenges are being underfunded and understaffed. Access challenges include the single access point to Bethel Island, access challenges in Morgan Territory and Los Vaqueros Reservoir where the District uses fire roads in hilly topography, and relatively long travel distances to serve incidents at Los Vaqueros Reservoir, on Marsh Creek Rd., and along the Vasco Rd. commuter route connecting Brentwood and Alameda County.

Table 10-3: ECCFPD Fire Service Profile

Fire Service			
Service Configuration			
Fire Suppression	ECCFPD and CAL FIRE	PSAP [1]	Sheriff & Antioch PD (Brentwood)
EMS - Basic Life Support	ECCFPD and CAL FIRE	Fire/EMS Dispatch	ConFire
EMS - Paramedic	AMR	Building Review	ConFire
Ambulance Transport	AMR	Public Education	ECCFPD
Hazardous Materials	County Health	Weed Abatement	ECCFPD
Fire Investigation	ConFire	Academy	None

Service Demand			
	All Calls	**Priority "Code 3"**	**Non-Priority "Code 2"**
Annual Calls 2007	6,317	5,259	955
% EMS	69%	78%	26%
% Fire/Haz-Mat	16%	12%	36%
% Alarm	5%	1%	23%
% Other	10%	9%	15%
Service Calls per 1,000	65	54	10
% Auto Aid Given	4%	% Auto Aid Received	8%

Wildland Fires There are approximately 100 brush fires annually. The District considers fires covering 50 or more acres to be major. There were two major fires in the Vasco area in 2008, and there was a 300-acre fire near Vasco in 2007. The area near Mt. Diablo is vulnerable; there is a high fuel load in the area due to sudden oak death. The District deploys an initial assignment of three wildland (Type 3) engines and a watertender to brush fires, with more resources deployed when structures are threatened. CAL FIRE and EBRPD respond to all wildland incidents in the SRA during fire season. There is no active Fire Safe Council in the District's boundary area.

Service Adequacy		Resources	
ISO Rating	3-9 [2]	Fire Stations	9
Median Response Time (min)[3]	5:46	Sq. Miles Served per Station [4]	27.8
90th Percentile Response Time (min)	9:36	Total Staff [5]	80
Response Time Base Year	2007	Total Full-time Firefighters	53
Percent Certified as FF1	100%	Total On-call Firefighters	25
Percent Certified as FF2 or more	70%	Total Sworn Staff per Station [6]	9.8
Percent Certified as EMT-1	100%	Total Sworn Staff per 1,000	0.8
Percent Certified as Paramedic/ALS	13%	Staffing Base Year	FY 08-09

Notes:
(1) Public Safety Answering Point is the agency first answering 911 calls placed from land lines.
(2) ECCFPD has an ISO Rating of 3 in Oakley for urban areas (within 5 miles of a station and 1000 feet of a hydrant) and 8 in outlying areas. The ISO rating is 5 throughout Bethel Island. The ISO rating is 4 in Brentwood urban areas, 8 in outlying areas within five miles of a station but without hydrants, and 9 in areas more than 5 miles from a station and without hydrants.
(3) Response time statistics were calculated for Code 3 (priority) calls in 2007.
(4) Primary service area (square miles) per station, including the Sunshine station operated by CAL FIRE.
(5) Total staff includes sworn and civilian personnel, as well as paid on-call personnel.
(6) Based on ratio of sworn full-time and on-call staff to the stations staffed by ECCFPD. Actual staffing levels of each station vary.

continued

Fire Service, cont.

Human Resources, FY 08-09[7]

Bargaining Unit:	International Association of Firefighters Local 1230		
Schedule:	48 hours on, 96 hours off rotation		
Full-time Firefighter			
Base Salary: $50,582	Overtime: $1,924	Qualifications:	FF1 and EMT certification, drivers license.
Full-time Paramedic			
Base Salary: NA	Overtime: NA	Qualifications:	NA - no paramedic positions.
Paid On-Call Firefighter			
Rate:	$13-14.50/hour on-call or training	Qualifications:	FF1 and EMT certification, drivers license.

Training: Training is conducted by the District in EMS, hazardous materials first responder, trench rescue, confined space rescue and firefighting for structures and wildland areas. New hires must complete a minimum four-week academy. There are 26 areas of instruction based on Firefighter II curriculum with an emphasis on firefighting, EMS and rescue skills. Once new hires have completed the academy, they will begin their Probationary Training. This training is also based on Firefighter II curriculum with an emphasis on the District's performance standards and policies and procedures. Permanent sworn staff received an average of 240 annual hours of training in firefighting and EMS skills, in addition to online training of 40 hours annually. Reserves train 3 hours weekly, in addition to online training. The District participates in joint training with CAL FIRE, ConFire and EBRPD annually, and participated in the countywide mass casualty drill in 2008.

Service Challenges

The primary service challenges are inadequate funding and staffing levels. Unique aspects to the service area include its extensive size and open spaces, responsibility for waterways, and contiguity to three separate counties. The District reported its service challenges include the single access point to Bethel Island, access challenges in Morgan Territory and Los Vaqueros Reservoir where the District uses fire roads in hilly topography, and relatively long travel distances to serve incidents at Los Vaqueros Reservoir, on Marsh Creek Rd., and along the Vasco Rd. commuter route connecting Brentwood and Alameda County. Backfilling stations in Byron, Bethel Island and Discovery Bay from providers in neighboring counties is not possible due to long travel times.

Facilities

Station	Location	Condition	Staff per Shift	Principal Apparatus
Admin	134 Oak St., Brentwood CA 94513	Fair	1 Battalion Chief	Staff vehicle
Station 52	201 John Muir Parkway, Brentwood CA 94513	Excellent	1 Captain, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine, 1 Type 1 watertender[8]
Station 53	16711 Marsh Creek Rd., Brentwood CA 94513	NA	NA - storage use only	NA - storage use only
Station 53 (planned)	*Shady Willow Ln. and Grant St., Brentwood CA*	*Planned*	*3-person staffing planned*	*To be determined*
Station 54	739 1st St., Brentwood CA 94513	Poor	1 Captain, 1 Engineer	1 Type 1 engine, 1 Type 3 engine, 1 Type 1 watertender
Station 54 (planned)	*Sand Creek Rd. west of Garin Pkwy., Brentwood*	*Planned*	*3-person staffing planned*	*To be determined*
Station 57	3024 1st St., Byron CA 94513	Fair	1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine[8]
Station 58	1535 Discovery Bay Blvd., Discovery Bay CA	Poor	1 Captain, 1 Firefighter	1 Type 1 engine, 1 Type 1 watertender,
Station 59	1801 Bixler Rd., Discovery Bay CA 94513	Excellent	1 Captain, 1 Engineer	1 Type 1 engine, 1 Type 3 engine

Notes:
(7) Base salary in FY 08-09 excludes compensation for overtime hours (more than 56 weekly hours). Overtime compensation is minimal planned and mandatory FLSA overtime (72 hours per year), and excludes unplanned and voluntary overtime hours.
(8) AMR has a quick response vehicle stationed at this fire station.

continued

Fire Service, cont.

Facilities (continued)

Station	Location	Condition	Staff per Shift	Principal Apparatus
Station 93	215 2nd St, Oakley CA 94561	Fair	1 Captain, 1 Engineer	1 Type 1 engine, 1 Type 3 engine, 1 State-owned watertender
Station 94	15 A St., Knightsen CA 94548	Fair	1 Captain, 1 Firefighter	1 Type 1 engine, 1 Type 2 engine, 1 Type 1 watertender
Station 95	3045 Ranch Ln., Bethel Island CA 94511	Poor	1 Captain, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine, 1 Type 2 fire boat[8]
CalFire Sunshine Station	11851 Marsh Creek Rd., Clayton CA	Fair	May-Nov: 1 Captain, 1 Engineer and 4-5 Firefighters Dec -Apr: 1 Captain, 1 Engineer and 2 Firefighters	2 Type 3 engines

Infrastructure Needs/Deficiencies

FS 54 (Brentwood), 58 (Discovery Bay) and 95 (Bethel Island) are in poor condition. FS 58 is not strategically located to minimize response times in the area; location at SR 4 and Bixler Rd. would improve efficiency by enhancing the service area that could be reached with adequate response times. A remodel of FS 58 is planned in 2009. FS 54 is aged (built in 1940s), lacks permanent sleeping quarters, lacks ADA-compliant and gender-segregated bathrooms, and is not strategically located; location farther north would improve efficiency. The City of Brentwood plans to replace FS 54 with a permanent facility located on Sand Creek Road. FS 95 is aged (built in 1961); replacement of the station with a modular unit is planned and funded. FS 93 had been built in the 1960s and is not strategically located; the City of Oakley plans to build a replacement station located slightly south of the existing station. The administrative building has limited parking and office space constraints. CAL FIRE reported that Sunshine station was built in 1967, and will be replaced in approximately 10 years.

The City of Brentwood plans to build a new fire station (53) to serve northern Brentwood, although those plans may change as a result of slowing growth and relocation of FS 54. New growth in Byron, Discovery Bay and/or east Oakley would require new stations, relocated stations, or other improvements to provide adequate service levels.

Facility-Sharing and Regional Collaboration

Automatic Aid[9]

As a ConFire-dispatched agency, the District both provides and receives automatic aid from the closest available resource, regardless of boundaries. ConFire is often the first responder in northwest Brentwood, and the westernmost segment of Marsh Creek Rd. The District occasionally responds in San Ramon Valley FPD.

Mutual Aid[10]

Through the California mutual aid plan, the District may provide or receive aid throughout California. The District most often exchanges mutual aid response with Alameda County FD, and occasionally in San Joaquin County off SR 4.

Current Practices:

The District relies on ConFire for dispatch and radio facilities. The District conducts training at ConFire facilities. The District participates in joint training with other providers.

Opportunities:

As a member of the East Bay Regional Communications System Authority, the District is collaborating with other public safety providers in Contra Costa and Alameda counties to develop a fully interoperable communication system. The project could potentially come to fruition if it can overcome radio shadows and dead zones.

Notes:

(9) Automatic aid is automatically-dispatched aid to territory in another provider's boundary.

(10) Mutual aid is aid to territory in another provider's boundary that is provided upon request and subject to availability, and is not automatically dispatched.

GOVERNANCE ALTERNATIVES

Seven governance alternatives were identified for ECCFPD.

Accountability for community service needs is constrained by funding and governance schemas. East Contra Costa FPD governing body members are not representative of the community; fire stations in the cities of Brentwood and Oakley have smaller crews than in urban areas elsewhere, and a substantial portion of tax revenues generated in the cities is expended on operating fire stations in outlying areas. Property tax revenues generated in the cities of Brentwood and Oakley presently subsidize service levels in the unincorporated areas, as shown in Table 10-4.

Table 10-4: ECCFPD Fiscal Issues

Area [1]	Stations	Property Tax Revenue [2]	Operating Cost [3]	Net Benefit (Loss) [4]
Current Service Configuration				
Bethel Island	1	$618,844	$1,301,645	$682,801
Byron/Discovery Bay	3	$2,183,806	$3,904,934	$1,721,128
Byron	1	$744,933	$1,301,645	$556,712
Discovery Bay	2	$1,438,874	$2,603,289	$1,164,416
Cities	1	$7,936,536	$3,904,934	-$4,031,602
Brentwood area	2	$6,030,890	$2,603,289	-$3,427,600
City of Brentwood		$5,812,831		
Brentwood adjacent		$218,058		
Oakley	1	$1,905,646	$1,301,645	-$603,209
City of Oakley		$1,904,853		
Oakley adjacent		$793		
Knightsen	1	$540,694	$1,301,645	$760,951
Other	0	$401,303	$367,511	-$33,792

Source: Burr Consulting calculations from Contra Costa County Auditor-Controller FY 07-08 base tax data and County Budget FY 08-09.

Notes:

(1) The cities are defined as the tax rate areas (TRAs) in the city limits. All others are unincorporated areas. Bethel Island is defined as TRAs in Bethel Island Municipal Improvement District, Discovery Bay as TRAs with allocations to "Town of Disco Bay," Byron as TRAs other than Discovery Bay in Liberty HSD and Livermore USD, Knightsen as TRAs in Knightsen and Oakley SD, Brentwood adjacent as TRAs in Brentwood and Antioch USDs, Oakley adjacent as TRAs in Pittburg USD, and "Other" is all other TRAs not within bounds of the two cities or other defined areas.

(2) Property tax revenue net of redevelopment allocated to ECCFPD, FY 07-08

(3) Operating cost is total operating costs less contract costs for Sunshine station, allocated based on the number of stations in that community. For the are labeled "other," operating cost is the contract cost for CAL FIRE to operate the Sunshine station.

(4) The difference between operating cost and revenue generated in an area.

East Contra Costa FPD has not succeeded in implementing governance changes, specifically an independent governing body representative of the community, as had been recommended by LAFCO at the time of its 2002 formation. LAFCO resolution 02-24 stated "By December 2004, the question of governance shall be resolved and submitted for approval of the electorate within the boundaries of the consolidated East Contra Costa Fire Protection District, if necessary." The cities of Brentwood and Oakley and Discovery Bay Community Services District (CSD) had requested a

governing body representative of the area's demographics as a consolidation condition. The 2002 Commission members had explicitly discussed the alternatives of an independent district and a JPA, had expected a timely decision on the matter, and expected a ballot measure on independent governance if a JPA was not be formed within a two-year period.[204]

Similarly, the District has not yet complied with the intent of the LAFCO directive for the District to begin evaluating appropriate financing for service levels within one year of the date of formation (LAFCO Resolution 02-24, term 4). Before LAFCO approved the 2002 formation, the affected agencies had raised concerns about inadequate financing for the new district and proposed reallocation of resources from the more urban areas to finance higher service levels in outlying unincorporated areas. The 2002 Commission members had expressed concern over relatively low service levels in the high-growth area, and had recognized that residents should decide what service levels they would wish to finance.[205]

ECCFPD has taken some steps to address service issues since consolidation. The District reported that it had increased service levels in Dec. 2002 by placing an AMR quick-response vehicle in two stations, securing funding from Brentwood for a third firefighter in both Brentwood stations, contracting with CAL FIRE, staffing FS 94 24 hours a day, and increasing the number of firefighters (including CAL FIRE contract staff) from 36 to 57.[206] The City of Brentwood had funded a third firefighter position at its stations from its general fund resources, but subsequently canceled that funding and its stations are presently staffed by two firefighters. The City of Brentwood recommends that staffing levels be consistent with population, call volume and funding sources.

DETACHMENT OF OAKLEY AND BRENTWOOD

In August 2008, the Brentwood City Council directed its staff to prepare a reorganization application to detach from ECCFPD and annex to ConFire. A month later, the Oakley City Council directed its staff to prepare a similar reorganization application.

Although the District has not complied with LAFCO terms for its original formation and financial resources are clearly being expended in outlying areas, the cities do not presently have adequate funding to finance service levels provided by ConFire. As documented in Chapter 3, ConFire salary levels and service levels are substantially higher than those paid by ECCFPD, and ConFire received a substantially higher share of property taxes than would be available if the cities were to detach from ECCFPD. The two cities generated $7.7 million, or approximately $92 per capita, in fire-related property tax revenues in FY 07-08. By comparison, ConFire revenues were $198 per capita districtwide. Revenues generated in Brentwood and Oakley would finance 2.4 staffed stations at ConFire staffing levels and compensation rates, whereas, there are presently three staffed stations in the two cities. ConFire staff supports consolidation with other fire agencies and annexations so long as there is a baseline funding level, such as the equivalent of a net 12 percent property tax share, and reported that the source of funds was of less concern than the funding

[204] Contra Costa LAFCO, Minutes of August 14, 2002 meeting.

[205] Contra Costa LAFCO, Minutes of August 14, 2002 meeting.

[206] Correspondence from ECCFPD Acting Fire Chief Hugh Henderson to LAFCO Executive Officer, Mar. 19, 2009.

level.[207] To achieve such a baseline funding level, Oakley would need an additional $2 million in revenue (FY 07-08 dollars) for fire purposes, and Brentwood would need an additional $3 million in revenue. By that measure, the shortfall is the equivalent of $178 per home in the two cities.

Another perspective on the funding levels needed by the two cities to afford ConFire service levels compares revenues generated in the cities to the costs of staffing stations with three personnel at ConFire compensation rates. ConFire annual costs are approximately $3.3 million per staffed station (FY 07-08 dollars). The two cities presently have three staffed stations, but will need a fourth staffed station to accommodate near-term growth.[208] The cost of operating four stations at ConFire service levels is $13.3 million. The annual funding shortfall is approximately $4.5 million,[209] or the equivalent of $147 per home in the two cities.

Clearly, the two cities are not financially compatible with ConFire unless the cities were to directly subsidize the discrepancy in revenues or approve an appropriate assessment. Voter approval would be required for the cities to adopt an assessment. If the financial incompatibility is not addressed, this option is infeasible because the law empowers ConFire to oppose annexation and because existing ConFire areas would have incentives to oppose an annexation that would likely have negative impacts on existing ConFire service levels.

The City of Oakley has suggested an option of a two-tiered service approach under which ConFire would offer the cities a lower service level than provided elsewhere in the ConFire service area. There are several ways to structure a two-tiered approach: with less staffing per station in the Oakley-Brentwood area than existing ConFire areas, with larger coverage areas (i.e., fewer staffed stations per capita) in Brentwood and Oakley than existing ConFire areas, and with lower salary and benefit compensation for firefighters assigned to Brentwood and Oakley than elsewhere in the ConFire service area. If Brentwood and Oakley were to annex to ConFire and continue to have two duty staff per station, the cities' FY 07-08 revenue base would have supported 3.6 staffed stations at ConFire compensation rates. The two cities would need an additional $1 million in revenue to support four stations staffed with two firefighters each at ConFire compensation rates. Unless the cities were to offer additional funding from their respective general funds or voter-approved assessments, they could not afford to increase the number of staff per station or the number of staffed stations if they were to annex to ConFire. There are significant management challenges inherent in a two-tiered compensation approach. The bargaining unit representing ConFire and ECCFPD, the International Association of Firefighters Local 1230, reported that it does not support the concept of a two-tier system within any individual fire department, and believes that all employees doing the same job for the same agency should be compensated equally.[210] However, the bargaining unit would consider "any reasonable proposal." A two-tiered approach was attempted unsuccessfully in the 1990s while Oakley was part of ConFire. According to a 1998 report prepared

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[207] Correspondence from CCCFPD Fire Chief to LAFCO Executive Officer, March 19, 2009.

[208] There were approximately 25,053 people in the two cities protected per staffed fire station, compared with 21,089 in ConFire district-wide in 2008. For consistency with ConFire station coverage areas, the two cities would need a fourth staffed fire station once their combined population grows by 3,050 households.

[209] If there were an additional 3,050 households in the two cities (i.e., the approximate threshold for needing an additional station), property tax revenues would have been approximately $8.8 million in FY 07-08.

[210] Correspondence from IAFF Local 1230 President to LAFCO consultant, April 16, 2009.

by a fire review committee appointed by former Supervisor Canciamilla, this had "resulted in a severe degradation of the morale of the paid, on-call firefighters within the Oakley Reserve Division." A two-tiered compensation approach was used during a transitional period by San Bernardino County Fire in which former CAL FIRE employees were compensated on the CAL FIRE scale for the first several years after being hired by the County; however, the CAL FIRE employees switched over to the local firefighter pay scale after the transition period under pressure from the bargaining unit.[211]

Another governance option is for the cities to detach from the District and establish independent fire departments or contract with another service provider, such as CAL FIRE. The cities' property tax revenues would clearly provide for a higher service level than the cities are currently receiving, CAL FIRE salaries are comparable to those paid presently by ECCFPD, and it may be financially feasible for the cities to contract with CAL FIRE. However, such a governance option would have negative fiscal impacts on the unincorporated areas that have become accustomed to improved service levels and could have negative impacts on employees of ECCFPD.

CONSOLIDATION WITH CONFIRE

Consolidation of the entire ECCFPD with ConFire is also a government structure option, albeit fiscally impractical at this time. Although transferable property tax revenues per capita are slightly higher in the unincorporated areas than in the cities, the costs of sustaining existing service levels in the unincorporated areas is significantly higher than in the cities. Consolidation of the entire ECCFPD area with ConFire would have a greater negative fiscal impact on ConFire than would annexation of just the cities. ECCFPD is financially incompatible with ConFire at this time.

ConFire staff supports consolidation with other fire agencies and annexations so long as there is a baseline funding level, such as the equivalent of a net 12 percent property tax share, and reported that the source of funds was of less concern than the funding level.[212] Based on that standard, ECCFPD would need an additional $6 million in revenue (FY 07-08) in order to consolidate with ConFire without having negative fiscal impacts on ConFire. If voters in ECCFPD were to approve an annual assessment of about $162 per home (FY 07-08 dollars), consolidation could occur without negative fiscal impacts on ConFire.

Available property tax revenues generated in ECCFPD would support only 3.5 staffed fire stations at ConFire service levels and compensation rates. By comparison, ECCFPD presently has nine staffed stations, including the CAL FIRE-operated Sunshine station. ConFire operates paid-on-call stations in sparsely populated areas in Briones and Clyde, and would presumably need to transition most of the ECCFPD stations to on-call stations in order to provide services with available ECCFPD revenues. If ConFire were willing and able to operate ECCFPD stations with only two staff per station, ECCFPD revenues would support operating 5.3 staffed stations at ConFire compensation rates. In other words, ECCFPD would need to close 2-3 stations in order to consolidate with ConFire and continue offering a service level of two staff per station.

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[211] Interview with RHFPD Fire Chief, April 10, 2009. The Chief was formerly Assistant Chief of San Bernardino County Fire.

[212] Correspondence from CCCFPD Fire Chief to LAFCO Executive Officer, March 19, 2009.

ECCFPD SERVICE ZONES

A governance option that would increase service levels in Brentwood and Oakley is to create separate zones of benefit within ECCFPD, with revenues generated in the cities supporting higher service levels in the cities than in the remainder of the District. This option could be pursued without the District applying to LAFCO for a reorganization, as LAFCO does not have authority over zones of benefit within a District.

Higher service levels could be achieved in the cities by reallocating resources presently deployed in outlying areas to the stations in the cities, or by increasing the financing available in the two cities through voter-approved assessments. For example, if the District were to allocate resources to the cities based on their respective revenue contributions, this could be achieved by either a) opening three additional stations in the cities staffed by two duty staff each, or b) increasing staffing levels at the three existing stations from two to three duty staff and opening an additional station in the cities staffed by three personnel. Shifting those resources to the cities would also involve three stations in outlying areas of the District becoming on-call stations rather than staffed stations. If the Byron, Knightsen and a Discovery Bay station were closed, the District could shift resources to the cities in proportion with their revenue contributions. Under such a resource reallocation, stations located in the cities would respond to incidents in outlying areas (where there would be fewer resources) and response times in the cities would presumably be improved while response times in outlying areas would be lengthened.

Another approach to service zones would involve the imposition of voter-approved assessments to enhance service levels. Assessments could be considered and approved at different rates in different zones of benefit. For example, a higher assessment could be imposed in urban areas if those constituents desire a higher service level, and a lower assessment (or no assessment) could be imposed in rural areas. The zone approach could be combined with reallocation of some of the District resources from outlying areas to the cities. It would be advisable for reallocation of District resources to occur before voters consider assessments so that constituents clearly understand the service level implications of any assessment ballot measures.

The zone approach has been implemented by San Bernardino County Fire. In 2008, San Bernardino County completed reorganization of 26 Board of Supervisors-governed fire entities spread throughout the county. Of the 26 entities, seven were County Service Areas (CSAs), 15 were improvement zones of CSAs, and four were fire protection districts. The process of reorganization started with discussions in 1993, administrative consolidation in the mid-1990s which brought all board-governed fire districts and relevant CSA improvement zones under the umbrella of "County Fire," and formal consolidation in 2008. The four regional service zones correspond to the valley area, the mountain area, the north desert area and the south desert area of the county. Each of the four service zones has varying service levels due to varying population densities, risk factors and finance bases. The highest service levels are provided in the valley area, where population density and revenues are greatest, and the lowest services levels are provided in the high desert area. Service zones were established to fund expenditures related to that region, and each has a separate annual budget and must be administered within the financial constraints of that budget. Zones with lower service levels are staffed with a larger number of paid on call firefighters or having lower staffing levels (e.g., three firefighters per station instead of four). Enhanced service levels are provided to eight special service zones (corresponding to pre-consolidation improvement zones) where special taxes finance enhanced service levels.

SERVICE AREA ALIGNMENTS

Annexation of outlying areas already being served by the District is an option affecting Jersey Island, Bradford Island and Webb Tract.

Detachment of the southern portion of the City of Antioch bounds and SOI, and annexation of the area to ConFire is an option to align the boundary with the fire service areas planned by the proposed Roddy Ranch development.

Detachment of areas in the City of Clayton SOI from ECCFPD and annexation of the area to ConFire is an option to realign the boundary with the existing service area.

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) Residential population growth in the ECCFPD boundary is projected to be significantly faster than the countywide average. Brentwood is projected to be the fastest-growing city in the County. Growth in Oakley is projected to be on par with neighboring Antioch and Pittsburg. Residential growth areas include Trilogy at the Vineyards, Rose Garden, Palmilla, Cypress Corridor, the Lakes and Cecchini Ranch in Discovery Bay, Byron Airport, and Delta Coves in Bethel Island. In the long-term, growth is expected to increase the population from 106,386 in 2008 to 158,515 in 2030.

2) Commercial growth is also projected to be significantly faster in ECCFPD compared with the countywide average. Oakley and Brentwood are projected to have the highest job creation rates in the County, outpacing neighboring Antioch and Pittsburg. In the long-term, growth is expected to increase the job base from 17,480 in 2008 to 34,251 in 2030.

3) Service demand levels are somewhat below-average in the District, with 65 incidents annually per 1,000 people compared with the countywide average of 79 incidents per 1,000.

4) ECCFPD has engaged in growth planning by preparing a master plan and recommending infrastructure projects to the cities of Brentwood and Oakley for their consideration in programming development impact fee spending priorities. The District reported that it is preparing in 2009 a development impact fee nexus study focused on long-term infrastructure and financing needs. Once implemented, this will represent an improvement, as growth planning has not been comprehensive and development impact fees have not been consistently and uniformly collected in the past.

5) The City of Brentwood and the County have adopted policies that fire stations be within 1.5 miles of urban development, within a 3-5 minute response time, and staffed with at least three firefighters in urban areas. However, these standards have not been achievable to date within the resource constraints of the District.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

6) The District's facility needs have evolved rapidly in the last decade due to consolidation of formerly separate fire districts, a shift from on-call to staffed stations in much of the service area, and rapid growth. There are as many stations and personnel serving the Discovery Bay and Byron area (with a combined population of about 13,368 and 1,268 annual service calls) as the cities of Oakley and Brentwood (with a combined population of about 84,000 and 4,762 annual service calls). A number of the fire stations are no longer strategically located to minimize both costs and response times. At a minimum, FS 54, FS 58 and FS 93 (Oakley) are not strategically located.

7) New or relocated fire stations are needed to serve growth; the cities plan to finance building new stations with development impact fees collected and programmed by the cities. Hydrants will also need to be installed in growth areas to provide adequate fire flow. Other growth-related capital needs have not yet been identified. The District could improve its capital planning for growth by completing and implementing the development impact fee nexus study, which the District reported to be in progress in 2009.

8) ECCFPD operates eight staffed fire stations, and contracts with CAL FIRE for service from a ninth station. Two stations are in excellent condition, three in fair condition, and three in poor condition. FS 54 (Brentwood), 58 (Discovery Bay) and 95 (Bethel Island) are in poor condition.

9) Unfunded capital needs include relocation of fire stations and expansion or relocation of the administrative building. Relocation of fire stations could be funded partly with development impact fees, although existing fund balances would not finance the reconfiguration that is needed and impact fees may not finance capital needs for existing residents

10) ECCFPD replaces apparatus on a regular cycle after 15-20 years use.

11) In the urban areas, ECCFPD provides minimally adequate service levels. ECCFPD staffs fire stations with two personnel per station regardless of whether a station is located in an urban area or outlying town; by contrast, four personnel per apparatus is the recommended urban staffing level. The District does not offer paramedic services. Response times meet certain guidelines some of the time, but fall short of meeting guidelines 90 percent of the time. ECCFPD's staffing level of 0.5 sworn staff per 1,000 people is substantially lower than the countywide average (0.8), as well as the Bay Area average for urban fire providers (0.9). Based on staff certification levels, ECCFPD staff credentials and skills appear to be adequate. Training hours per sworn staff member are lower than the countywide average.

12) Outlying portions of ECCFPD lack fire hydrants, and experience longer response times due to distance from fire stations and the hilly topography. Growth potential in these areas is constrained by the countywide urban limit line. ECCFPD relies on water tanks on its engines, water tenders and drafting from water tanks to provide fire-fighting service to these areas.

13) The District's primary service challenges are inadequate funding and staffing, access challenges in outlying area, and a geographic location that makes it impossible for fire departments in neighboring counties to help with timely backfilling of District stations when District personnel receive simultaneous service calls.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

14) ECCFPD does not have the financial ability to provide adequate services at an urban service level. The District's expenditures per population served ($137) are lower than other providers in the County (median of $209).

15) The District reported that the 2008-9 recession has slowed revenue growth and increased future pension obligations. The District anticipates declining revenue in the near-term due to the disproportionately high impact of the housing market decline on property values in the area.

16) The District economizes on expenses by understaffing urban fire stations and administrative functions, by using on-call personnel to supplement staffing, and by paying salaries that are substantially lower than in other fire departments in the County.

17) ECCFPD appears to have adequate financial reserves for contingencies. The District has a relatively low level of debt, although it has begun accumulating unfunded pension and retiree health care liabilities. .

18) The District should implement development impact fees to ensure that new development does not have negative impacts on service levels, and is presently planning to do so in 2009.

19) ECCFPD relies on property taxes for 94 percent of its revenue, and receives a below-average share of property taxes compared with other fire districts in the County. Its share of property taxes (net of redevelopment) is seven percent in Brentwood, five percent in Oakley, and nine percent in unincorporated areas; by comparison, the average fire district share was 12 percent in incorporated areas and 13 percent in unincorporated areas. There are no feasible opportunities whereby the District would elicit a portion of the property tax share received by other local agencies (e.g., the cities, the County or the schools).

20) Financing opportunities include district-wide assessments or assessments in urban areas that form zones of benefit and provide higher service levels to the assessed areas. Imposing an assessment would require approval by the voters. Another opportunity for financing appropriate service levels is to shift more resources to the urban areas.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

21) ECCFPD practices facility-sharing and regional collaboration to economize on costs and improve service levels.

22) The District relies on ConFire for training, dispatch and radio facilities. As a ConFire-dispatched agency, the District participates in closest-resource dispatching, and responds to emergencies regardless of boundaries. This most often involves exchanging automatic aid with ConFire's Antioch and Pittsburg station areas.

23) ECCFPD exchanges mutual aid response with Alameda County Fire District and occasionally with San Joaquin County.

24) The District relies on ConFire for building review and fire investigation services. The District contracts with the County for legal, financial, human resources and information technology services.

25) The District is collaborating with other public safety providers in Contra Costa and Alameda counties to develop a fully interoperable communication system. The District did not identify other facility-sharing opportunities.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

26) ECCFPD demonstrated accountability based on the measures of contested elections, constituent outreach efforts, transparency, and disclosure practices. The District demonstrated accountability and transparency by disclosing financial and service-related information in response to LAFCO requests.

27) The District has not succeeded in implementing governance changes that had been recommended by LAFCO at the time of consolidation. Specifically, implementation of a governing body representative of the community has not yet occurred.

28) The District would benefit from conducting long-term growth and facility planning to identify long-term capital needs in a proactive and thoughtful fashion.

29) Detachment of the cities of Brentwood and/or Oakley is a government structure option. Associated service options would involve annexation to ConFire, contract service with ConFire or CAL FIRE, or establishment of an independent fire department.

30) Consolidation of ECCFPD with ConFire is a government structure option.

31) Detachment of the southern portion of the City of Antioch bounds and SOI, and annexation of the area to ConFire is an option.

32) Detachment of areas in the City of Clayton SOI from ECCFPD and annexation of the area to ConFire is an option to realign the boundary with the existing service area.

AGENCY SOI UPDATE

The existing SOI for ECCFPD is coterminous with its bounds.

AGENCY PROPOSAL

ECCFPD staff proposed an SOI expansion to include its entire service area, which extends outside its bounds to the Delta islands of Jersey, Bradford and Webb.

SOI OPTIONS

Given the considerations addressed in the MSR, five options (including sub-options) are identified for the ECCFPD SOI:

SOI Option #1 – Service Area

This SOI option includes two components:

a) Expand the ECCFPD SOI to include Jersey Island, Bradford Island and Webb Tract, and

b) Reduce the ECCFPD SOI to exclude areas in the vicinity of Russellman Park and the City of Clayton SOI that are served by ConFire.

Such an SOI would signify that LAFCO anticipates that annexation of the Delta islands to ECCFPD may be initiated, and the area served by ConFire southeast of the City of Clayton may be detached from ECCFPD and annexed to ConFire so that the City of Antioch may be served by a single provider.

SOI Option #2 – SOI Reduction in cities of Oakley, Brentwood and Antioch

This SOI option includes four components:

a) Reduce the ECCFPD SOI to exclude the City of Brentwood bounds and its SOI area,

b) Reduce the ECCFPD SOI to exclude the City of Oakley bounds and its SOI area,

c) Reduce the ECCFPD SOI to exclude the southernmost portion of the City of Antioch SOI (Roddy Ranch), and

d) Reduce the ECCFPD SOI to exclude areas in the vicinity of Russellman Park and the City of Clayton SOI that are served by ConFire.

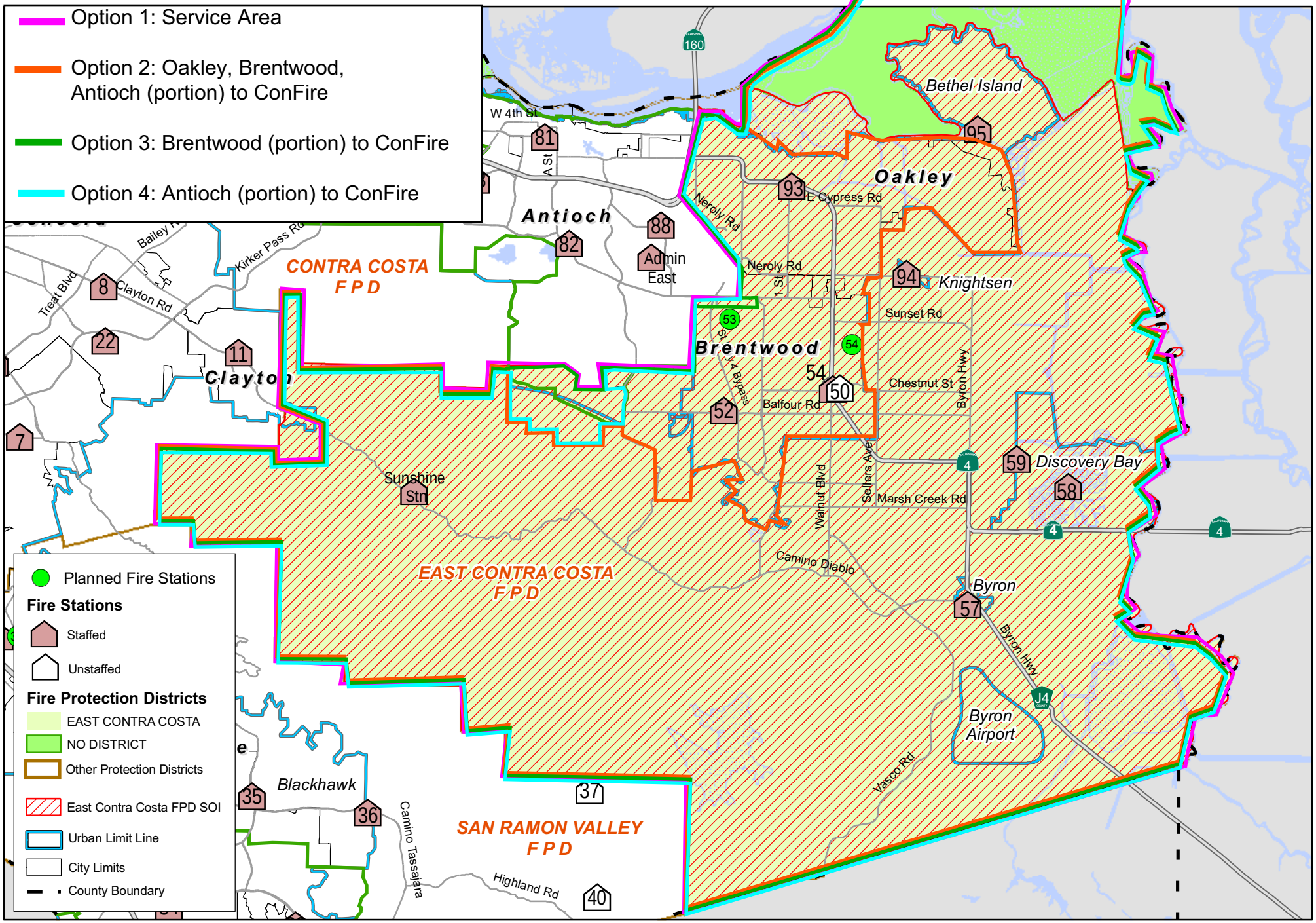
Reducing the ECCFPD SOI to exclude the cities of Oakley, Brentwood and a portion of the City of Antioch would signify that LAFCO would allow initiation of detachment of these areas from ECCFPD and annexed to ConFire. This SOI option would also reduce the SOI in the area served by ConFire, southeast of the City of Clayton so that the City of Antioch may be served by a single provider.

SOI Option #3 – SOI Reduction in City of Brentwood

Reducing the ECCFPD SOI to exclude the northwest portion of the City of Brentwood served by ConFire would signify that LAFCO anticipates that the area may initiate being detached from ECCFPD and annexed to ConFire. As shown on Map 10-3, this SOI option would also reduce the ECCFPD SOI in the area served by ConFire, southeast of the City of Clayton.

Map 10-3

East Contra Costa Fire Protection District Boundary and Sphere of Influence



Map created 01/09/2009
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SOI Option #4 – SOI Reduction in City of Antioch

Reducing the ECCFPD SOI to exclude the southernmost portion of the City of Antioch SOI within ECCFPD bounds would signify that LAFCO anticipates that the area may initiate being detached from ECCFPD and annexed to ConFire. As shown on Map 10-3, this SOI option would also reduce the ECCFPD SOI in the area served by ConFire, southeast of the City of Clayton.

SOI Option #5 – Zero SOI

Approving a zero SOI for ECCFPD would signify that LAFCO anticipates that the area may initiate being annexed to ConFire or forming a new independent district to provide services.

RECOMMENDATION

It is recommended that the ECCFPD SOI be expanded in the short-term to encompass the existing service area (SOI Option #1), reduced in the short-term in the Antioch vicinity to allow for Antioch to be served by a single fire provider (SOI Option #4), and that the ECCFPD SOI be designated as "provisional" and contingent on engaging in earnest discussions relating to independent governance, adequate financing, and equitable allocation of resources.

Specifically, LAFCO could adopt a provisional SOI for ECCFPD to promote incentives for the agencies to attempt to resolve their governance, financial and service level differences directly. The provisional SOI would automatically expire at the expiration of a 12-month period (from the date of actual SOI update) and revert to a zero SOI, although LAFCO could choose to override the reversion. A zero SOI would allow for various proposals, including detachment, formation of a new district and dissolution, to be initiated. Consistency with the SOI is a pre-condition for initiating a governance change. Processing an actual governance change requires an application, service plan, LAFCO consideration at a public hearing, and other steps outlined in the CKH Act.

Further, the recommendation is for LAFCO to establish concrete objectives associated with the provisional SOI in order to ensure that ECCFPD devotes substantive and timely effort. For example, LAFCO might require the District and the cities jointly or separately to report back after 12 months on implementation of an independent governing body representative of the affected communities, assessments or special taxes appropriate for funding appropriate service levels, and equitable allocation of resources within the District. To ensure that progress is made throughout the 12-month period, LAFCO may wish to require the affected agencies to jointly or separately submit a written progress report after a six-month period. Under this approach, the SOI would automatically revert to a zero SOI at the end of the 12-month period; however, it would remain within LAFCO's powers to change the reversion condition at any time depending on the outcome of discussions among the affected agencies. LAFCO could choose to update the ECCFPD SOI before or when it reverts, or to offer a time extension on reversion of the provisional SOI.

The intent of an SOI is to identify the probable areas for an agency's services in the foreseeable future. Pursuant to the Contra Costa LAFCO policies relating to an SOI, LAFCO discourages inclusion of land in an agency's SOI if a need for services provided by that agency within a 5-10 year

period cannot be demonstrated.[213] Territory included in an agency's SOI indicates the probable need for service has been established, and that the subject agency is determined by LAFCO to be the most logical service provider. SOIs generally will not be amended concurrently with an action on the related change of organization or reorganization. A change of organization or reorganization will not be approved solely because an area falls within the SOI of any agency.

SOI ANALYSIS AND DETERMINATIONS

Table 10-5: ECCFPD SOI Analysis

Issue	Comments
SOI update recommendation	It is recommended that the ECCFPD SOI be expanded in the short-term to include the Delta islands served by the District, and reduced in the City of Antioch (Roddy Ranch) area within the existing boundary, and in the vicinity of Russellmann Park in the City of Clayton SOI (SOI Options #1 and 4). It is further recommended that the SOI be designated as provisional, and that it revert to a zero SOI if certain conditions are not met by the affected agencies within a 12-month period.
Services provided	ECCFPD provides fire and emergency medical services including BLS. Ambulance transport and ALS (via QRV) is provided by AMR, a privately-owned ambulance company. ECCFPD contracts with ConFire for dispatch, radio, information and fire prevention services.
Present and planned land uses in the area	The existing SOI encompasses residential, commercial, mixed-use, agricultural, recreational, open space, and watershed uses. The predominant uses are agricultural and open space, which are located throughout the District. Residential areas are concentrated in the cities of Oakley and Brentwood, and in the communities of Discovery Bay and Bethel Island. Land uses in the potential SOI expansion area of Jersey Island, Bradford Island and Webb Tract are primarily agricultural, and will continue to be primarily agricultural for the foreseeable future.
Potential effects on agricultural and open space lands	Jersey Island, Bradford Island and Webb Tract are primarily agricultural lands; however, SOI expansion for ECCFPD to include these areas is not anticipated to have any negative effect on agricultural land uses, as ECCFPD already provides service to these areas.

[213] Contra Costa LAFCO, *Contra Costa LAFCO Policies and Standards*, Section 2.1, pp. 3-4.

Projected growth in the District/Recommended SOI	Recent growth has occurred in the City of Brentwood, and is projected to continue in the long-term. New residential developments are planned south of the Union Pacific Railroad and along Fairview Avenue just north of the SR 4 Bypass. The City is planning to improve downtown areas and develop new mixed-use areas along Brentwood Boulevard, along the western border of the City and in the southern portion just north of permanent open space. Mixed-use projects in the City of Oakley are located along Cypress Road, south of Laurel Road, east of Neroly Road, west of Sellers Avenue and north of Delta/Neroly Road, and Downtown. New residential developments are planned in the East Cypress Corridor Area. Commercial and industrial developments are encouraged in the northwest of the City. Growth areas in the unincorporated areas include Discovery Bay, Byron Airport, and Delta Coves in Bethel Island. For the most part, the remainder of the unincorporated areas in ECCFPD is protected by the countywide urban limit line or within the SOIs of the cities of Brentwood and Oakley. No growth is projected for the SOI expansion area including Jersey Island, Bradford Island and Webb Tract.
Present and probable need for public facilities and services in the area	There is a present and probable need for public facilities and services in the recommended SOI expansion area, as the areas presently receive fire and EMS services, but are not located within the bounds of a fire protection district.
Opportunity for infill development rather than SOI expansion	The SOI update would have no effect on infill development as all affected areas already receive fire and EMS services.
Service capacity and adequacy	Service levels are higher in urban and suburban areas and pockets than in outlying areas. Most fire stations are located in the urban areas in the eastern portion of the District. Travel times are longest to the open space and grazing lands in the western and southern portions of the District, and to the islands in the proposed SOI expansion area. The District provides existing service to the islands from its Bethel Island station where the District has a fire boat.
Social or economic communities of interest	Communities of interest within the affected SOI areas are the Delta islands of Jersey, Bradford and Webb, the southern portion of the City of Antioch, and a portion of the City of Clayton SOI. Other communities within the existing SOI include the incorporated cities of Oakley and Brentwood, and the unincorporated communities of Bethel Island, Byron, Discovery Bay, and Knightsen.
Effects on other agencies	SOI expansion for ECCFPD would have no effect on other agencies, as ECCFPD already provides service to these areas. SOI reduction for ECCFPD would affect ConFire in the southern portion of the City of Antioch (Roddy Ranch), and in the area served by ConFire southeast of the City of Clayton.
Potential for consolidations or other reorganizations when boundaries divide communities	Potential reorganization opportunities were identified with ConFire. Detaching the areas where ConFire is the first-in provider from ECCFPD and annexing these areas to ConFire was identified, as was detaching the cities of Brentwood and Oakley from ECCFPD and annexing these cities to ConFire, and detaching the portion of the City of Antioch (Roddy

	Ranch) within ECCFPD and annexing this area to ConFire.
Location of facilities, infrastructure and natural features	The District has nine manned fire stations: three in Brentwood, two in Discovery Bay, and one in Oakley, Knightsen, Bethel Island, and Byron. The CAL FIRE Sunshine Fire Station also serves the western portion of the District. The District has no unstaffed stations. Natural features that affect fire services include access challenges in Morgan Territory and Los Vaqueros Reservoir where the District uses fire roads in hilly topography, and relatively long travel distances to serve incidents at Los Vaqueros Reservoir, on Marsh Creek Rd., and along the Vasco Rd. commuter route connecting Brentwood and Alameda County. Other access challenges include the single roadway access point to Bethel Island.
Willingness to serve	A willingness to serve the SOI expansion area has been demonstrated by the District historically providing fire service to Jersey Island, Bradford Island and Webb Tract.
Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.

11. KENSINGTON FIRE PROTECTION DISTRICT

Kensington Fire Protection District (KFPD) provides fire prevention, suppression, and emergency medical response services to the unincorporated community of Kensington by contract with the City of El Cerrito. The District owns its fire station and apparatus, and reimburses the City of El Cerrito for maintenance costs.

AGENCY OVERVIEW

FORMATION AND BOUNDARY

KFPD was formed on May 5, 1928 as an independent special district.[214] The District was formed to provide fire suppression services in the community of Kensington.

The principal act that governs the District is the Fire Protection District Law of 1987.[215] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[216] Districts must apply and obtain LAFCO approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the District at the end of 2000.[217]

The boundaries of KFPD extend north of the Contra Costa-Alameda county line along Arlington Avenue, to just north of the intersection of Arlington Avenue and Highland Boulevard, and west from Wildcat Canyon Regional Park to west of the Sunset View Cemetery, as shown on Map 11-1. The boundary area excludes the East Bay Municipal Utility District (EBMUD) reservoir located west of Grizzly Peak Blvd. and south of Beloit Ave.[218] The District has a boundary area of approximately 612 acres.

The existing SOI for KFPD is coterminous with its boundaries; hence, it also excludes the EBMUD reservoir. The SOI for KFPD was adopted in 1984 to include an annexable area west of the District, consisting of the Sunset View Cemetery.[219] The SOI was amended by LAFCO in 2000

[214] The source for the official date of district formation is Board of Equalization.

[215] Health and Safety Code §13800-13970. In 1964 the District was reorganized under the Fire Protection District Law of 1961.

[216] Health and Safety Code §13862.

[217] Government Code §56824.10.

[218] The boundary area is the area shown within bounds, according to Board of Equalization (BOE) GIS files, and has not been verified by comparison to official BOE and LAFCO archives.

[219] LAFCO Resolution dated December 12, 1984, adopting spheres of influence (SOI) for fire protection districts within Contra Costa County.

to "include affected territory" in the Sunset View/Newman Annexation.[220] Kensington is within the City of El Cerrito SOI; the City's SOI takes precedence over the District's SOI under existing LAFCO policies.[221]

Boundary History

There have been five boundary changes for KFPD since formation in 1928, according to State Board of Equalization (BOE) records, four of which occurred in the pre-LAFCO period, as shown in Table 11-1. The Contra Costa LAFCO record for KFPD contains a single annexation, the Sunset View/Newman Annexation of 2000. The annexation added 40-acres to the west of the District, consisting primarily of the Sunset View Cemetery, located at the intersection of Franciscan Way and Sunset Drive in the community of Kensington.

Table 11-1: KFPD Boundary History

Project Name	Acres	LAFCO Resolution Number[1]	Date[2]
Formation		NA	5/5/1928 (B)
Pre-LAFCO Annexation		NA	5/5/1928 (B)
Kensington Highlands No. 1 Annexation		NA	7/14/1953 (B)
Pre-LAFCO Annexation		NA	4/5/1955 (B)
Detachment/Annexed to City of Richmond		NA	1/28/1957 (B)
Sunset View/Newman Annexation	40.1	00-36	10/11/2000 (L)

Notes:

(1) "NA" indicates LAFCO records are not available

(2) "L" indicates that the date is according to the LAFCO action date and "B" indicates that the official date is according to the Board of Equalization filing.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The District has a five-member governing body. Board members are elected at large to staggered four-year terms. Board meetings are held monthly, but typically not in July. The last contested election for a board seat occurred in 2006, when one seat was filled. A two-member Finance Committee advises the Board on finance-related matters.

The District conducts outreach with constituents by giving station tours, open houses, fire education programs for school children and seniors, and a car seat program. Disaster preparedness training courses are also provided to community members. The District maintains a website that contains information on District programs, board meeting agendas and summary financial information. The District Board members and Chief participate in Town Hall meetings. The District also mails newsletters to residents and posts board meeting agendas online.

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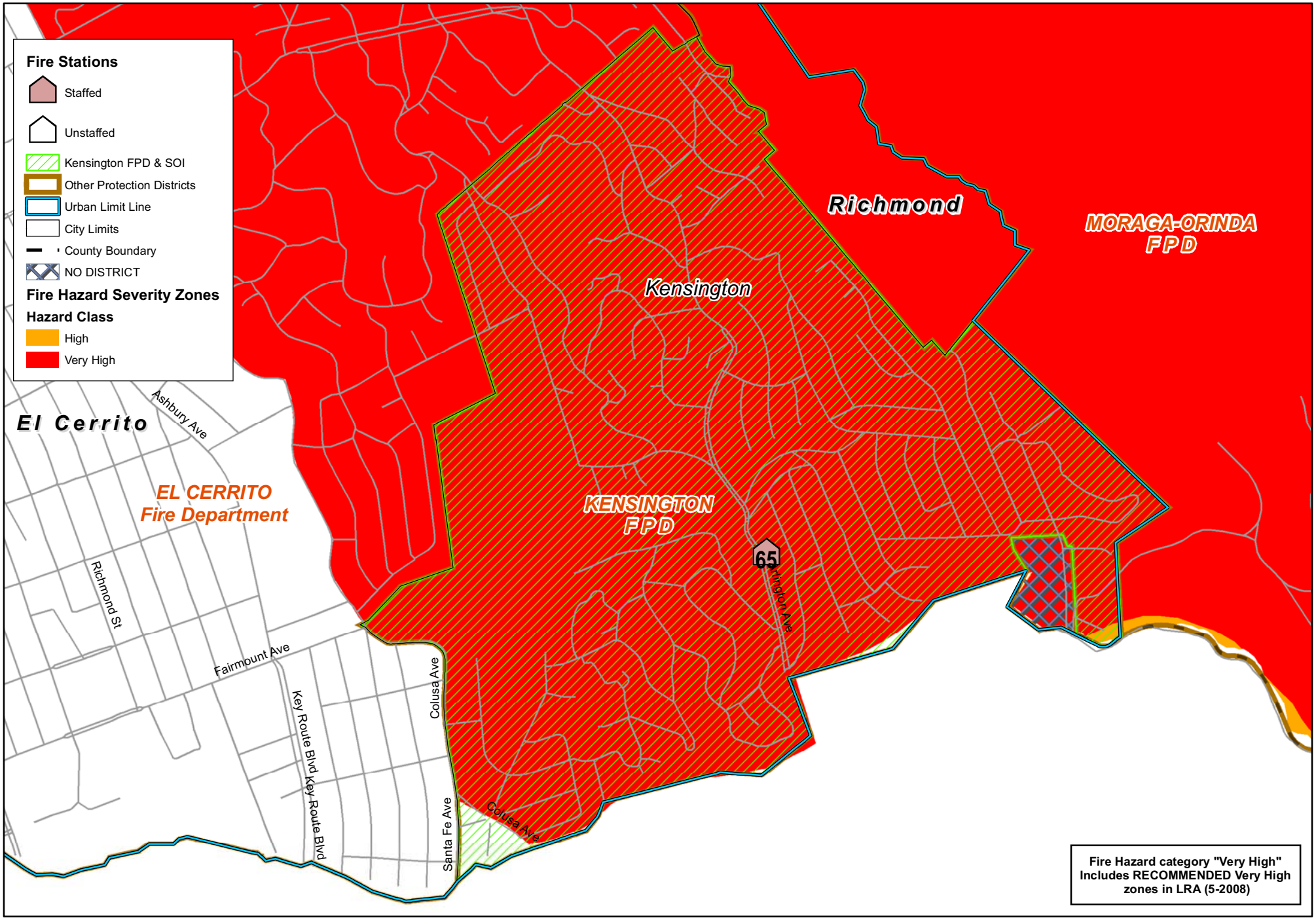
[220] LAFCO Resolution No. 00-36.

[221] Contra Costa LAFCO resolution, adopted Dec. 12, 1984, states "SOIs of the cities of El Cerrito, Pinole and Richmond shall take precedence over fire protection district SOIs. Proposals that include annexation to one of these cities consistent with that city's SOI, and concurrent detachment from a fire protection district, shall be construed as consistent with these fire protection district SOIs."

Map 11-1 Kensington Fire Protection District Boundary and Coterminous Sphere of Influence



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by Contra Costa County Department of Conservation and Development
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With regard to customer service, complaints may be submitted to the District administrator. The District reported that no complaints were filed in CY 2007 or FY 07-08.

Table 11-2: KFPD Governing Body

Kensington Fire Protection District				
Governing Body				
Members	**Name**	**Position**	**Began Serving**	**Term Expires**
	Helmut Blaschczyk	Director	2007	2010
	Don Dommer	Director	1996	2012
	Janice Kosel	Director	1994	2010
	Leslie Michael	Director	2002	2012
	Nina Ramsey	Director	2000	2010
Manner of Selection	Elections at large			
Length of Term	Four years			
Meetings	Date: 2nd Wednesday of each month (except July) at 7:30 p.m.	Location: 59 Arlington Avenue, Kensington CA 94707		
Agenda Distribution	Distributed through website, library, public safety building kiosk, and public kiosk.			
Minutes Distribution	Distributed through board packets, meetings, and by request.			
Contact				
Contact	Administrator			
Mailing Address	217 Arlington Avenue, Kensington CA 94707			
Email/Website	www.kensingtonfire.org			

The District demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO map inquiries and document requests.

MANAGEMENT

The District's staff consists of one part-time administrator. The District has contracted with the City of El Cerrito for services since 1996; previously, the District had operated its own fire department. The District contracts with private contractors for legal and financial services, and has contracted in the past with East Bay Municipal Utility District for installation and upgrade of water pipelines and fire hydrants. The City of El Cerrito's Fire Department (FD) staff consists of a total of 37 full-time staff and no paid on-call staff, of which approximately 10 sworn staff serve the Kensington fire station. The City FD is organized into four divisions—Fire Prevention, Training/EMS, Operations, and Support Services—over which the Fire Chief and battalion chiefs provide management oversight. Battalion chiefs that manage the four divisions are evaluated annually by the Chief and are compensated based on performance. Specifically, battalion chiefs may receive a performance incentive of up to 25 percent more or less than their surveyed rank depending on their performance.

The District conducts annual performance evaluations of its administrator. The City of El Cerrito evaluates its employees annually. New hires undergo an intensive 10-shift training and evaluation program and are then evaluated quarterly during their 18-month probationary period. This process includes written evaluations as well as job-related performance evaluations in which skills are demonstrated.

District performance is evaluated periodically by the Insurance Services Office (ISO); an ISO evaluation was most recently completed in 2003.[222] The District monitors its performance by comparing costs per fire station with other East Bay fire service providers. The District did not identify other productivity monitoring, performance evaluation or benchmarking activities. The City FD evaluates its performance primarily by monitoring response times, fire loss, occupancy inspections, training, and community satisfaction as demonstrated through correspondence and commendations received in the field or communicated to council members. City management monitors FD workload indicators, including service calls, inspections, plan checks, and public education contacts, through its annual budget process.

The District reported that its financial planning efforts include annual budgets, mid-year budget review, annual financial audits, and occasional capital improvement plans. The District's most recent audit was completed for FY 06-07; the District provided a draft audit for FY 07-08 at the time this report was drafted. The District adopted a water system improvements master plan in 1999, and has completed construction of the improvements in that study. There is no capital improvement plan at this time. The District annually designates funds toward fire station remodeling needs and apparatus replacement through its budget process. The District has an adopted mission statement. The City of El Cerrito prepared a Local Hazard Mitigation Plan in 2005. Other City fire planning studies include an emergency operations plan (last updated in 2007), a fire hazard reduction plan (1993), and a fire task force report (1999).

The District reported completing its water system improvements and enhancing service levels in the wildland interface areas by equipping its station with a Type 3 engine as its most recent accomplishments, and did not identify any other honors, awards or other accomplishments between 2003 and 2008. The City FD's honors, awards and accomplishments achieved between 2003 and 2008 include implementation of an engine-based paramedic program that staffs two paramedics on every engine company in Kensington and El Cerrito. The FD was recognized for this in 2006 by ICMA with the Award of Transformation for this program. Another City FD accomplishment is attainment of six grants which have funded a public education trailer, firefighter safety equipment, EMS equipment, wildland equipment, a firefighting training unit, and advanced firefighter training. Another FD achievement was enhancing service levels in the wildland interface areas by equipping its wildland interface station with a Type 3 engine.

SERVICE DEMAND AND GROWTH

Land uses within the District include residential, commercial, open space and institutional uses. Residential areas are located throughout the District and consist primarily of single-family residences, at five to seven units per net acre. Commercial areas are located in two distinct areas, in the southwestern portion of the District on Colusa Avenue, and in the south of the District along Arlington Avenue. Open space consists of the approximately 81-acre Sunset View Cemetery facility, located in the western portion of the District. Institutional uses primarily consist of school-related facilities, including the Blake House and Botanical Garden, owned by the University of California. A public facility located adjacent to the District, but not within the bounds, is the Summit Reservoir owned by EBMUD.

[222] The ISO rating for the District was most recently three, an improvement from its prior rating of four.

The District considers its customer base to be the residents and businesses in its service areas as well as those living or traveling through the area, the structures in its service area, and the parks and open spaces. Service demand tends to peak during peak commuter periods. The Kensington station responded to 552 service calls in 2007. By comparison, the median fire station in the County fielded 1,207 calls.

Local business activities are fairly minimal, and include local-serving retail and day care. The estimated number of jobs in 2005 was 857, based on analysis of GIS, Census and 2007 ABAG projections data. The projected job growth rate from 2005 to 2030 is 29 percent, which is lower than the countywide projected growth of 46 percent over that period.

The estimated residential population in the District bounds was 4,936 at the time of the 2000 Census. The District's population density was approximately 4,292 per square mile in 2000, compared with the countywide density of 1,317. The estimated number of residents in 2008 was 5,009, based on analysis of GIS, Census and 2007 ABAG projections data. The projected population growth rate from 2008 to 2030 is two percent, which is substantially lower than the countywide projected growth of 20 percent over that period. The District concurs that growth will be minimal as the area is built-out.

Future growth is expected to consist of limited infill opportunities. There are no planned or proposed developments in the community.

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies.

The District did not identify any growth areas.

FINANCING

The District reported that the current financing level is adequate to deliver services, and indicated that the community is satisfied with the current service level. The District has not considered a fire assessment increase since the current assessment was approved in the early 1980s, although there is no cost escalator built into the existing assessment to adjust the assessment with annual inflation. The District's FY 08-09 anticipated revenues would increase slightly (one percent) over revenue levels in the prior year, and that expenditures would increase by eight percent.

The District practices appropriate fund accounting by separating its funds into accounts for general expenses, special revenue and capital projects.

The District's total revenues were $3.0 million in FY 07-08. Revenue sources include property taxes (89 percent), assessments (seven percent) and interest income (four percent). The District's share of property tax revenues was 30 percent in FY 07-08; by comparison, the average fire district share countywide was 12 percent in cities (served by fire districts) and 13 percent in unincorporated areas. The assessment lacks an inflation escalator, and was most recently increased in 1980. The District does not anticipate needing to increase the assessment in the next five years. Should the District need to increase the assessment in the future, it should submit to local voters an increase the assessment to adjust for inflation and include an automatic inflation escalator to ensure that this funding source is not eroded over time. Neither the District nor the County levies a development impact fee to fund growth-related fire facility needs in Kensington.

The District's expenditures were $2.6 million in FY 07-08. Of this amount, 75 percent was spent on the City of El Cerrito contract, seven percent on compensation including benefits for former employees, 11 percent on water system improvements, three percent on services and supplies, three percent on depreciation expense, and the remainder on miscellaneous costs.[223]

The District reported no long-term debt at the end of FY 07-08. The District provides post-retirement health care benefits to its firefighters (last employed by KFPD in 1995), and had accumulated $2.2 million in OPEB liability as of mid-2008. The District does not offer post-retirement health care benefits to its one remaining employee. The District established a trust account with CalPERS, and aims to pre-fund the liability and pay off unfunded liability within a 5-10 year period.

The District does not have a formal policy on maintaining financial reserves. The KFPD contract with the City of El Cerrito requires KFPD to maintain reserves adequate to pay for six months of contract service and to cover capital expenses, and the District reported that it attempts to maintain reserves adequate to cover 12 months of contract fees. The District had $2.3 million in unreserved, undesignated funds at the close of FY 07-08.[224] The amount is equivalent to 88 percent of all expenditures in FY 07-08. In other words, the District maintained 11 months of working reserves. In addition, the District had $550,000 in designated capital reserves for future fire station remodeling needs and apparatus replacement, as well as City-required operating reserves of $1.05 million.

The District engages in joint financing arrangements related to liability and other insurance. The District is a member of the Contra Costa County Special District JPA for provision of insurance.

FIRE SERVICE

NATURE AND EXTENT

The City of El Cerrito provides fire suppression (structural, vehicle, and vegetation fires) and prevention, Basic Life Support (BLS) and Advanced Life Support (ALS) for medical emergencies, rescue, initial hazardous materials response, fire inspection, fire investigation, public education, and fire-related permit services. The District owns its fire station and apparatus, and reimburses the City of El Cerrito for maintenance costs.

The City of El Cerrito provides ALS until American Medical Response, a privately-owned ambulance company, arrives to continue Advanced Life Support and provide ambulance transport services.

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[223] Kensington FPD, *Draft Kensington Fire Protection District Financial Statements and Independent Auditor's Report for the Year Ended June 30, 2008*, January 15, 2009. Expenditures extracted from "Statement of Activities" column on page 8.

[224] The District had an unreserved and undesignated fund balance of $3.3 million at the end of FY 07-08, according to its financial statements. Although not formally designated, approximately $1.05 million of that amount was required to be maintained as reserves to meet contractual requirements with the City of El Cerrito; that amount is treated here as if it had been formally designated. The $1.05 million amount represents half of the $2.1 million figure shown in the City of El Cerrito budget (City of El Cerrito, *Fiscal Year 2008-09 Proposed Budget*, p. 104).

The buildup of unmanaged vegetation, whether native or non-native, steep hillsides with canyons and draws, and periods of extremely hot, dry weather all combine to create in Kensington the potential for catastrophic fire behavior such as occurred in the Oakland/ Berkeley Hills Fire of October 1991. For brush fires in hillside areas, typically the City of El Cerrito is deployed as well as the City of Richmond, ConFire, EBRPD, and CAL FIRE. The City of El Cerrito's primary fire prevention strategies are fuel reduction, creation of fuel break along property lines and adjacent to structures, and fire-resistant ornamental landscaping. The Hills Forum and Diablo Fire Safe Council are both active in the area. The City of El Cerrito's Fire Marshal is on the board of the Fire Safe Council, which is presently preparing a community wildfire protection plan. The Hills Forum monitors programs and conducts community outreach.

The City of El Cerrito responds to hazardous material incidents to provide initial identification and isolation. The City of Richmond and Contra Costa County Health Services Department provide specialized hazardous material response.

The City of El Cerrito checks fire plans for new development prior to construction. All parcels (2,211) in the District receive an annual vegetation inspection. In addition, 57 businesses are inspected annually.

The City of El Cerrito provides disaster preparedness training to the public through its Community Emergency Response Team (CERT) program. Community members are trained in disaster first aid disaster preparedness, basic firefighting, light search and rescue, damage assessment, and turning off utilities. It is important for community members to have such skills in the event of a major disaster.

Dispatch Services

All 911 calls made from land lines are automatically routed to the City of Richmond. Radio dispatch services are provided by the City of Richmond; hence, the City of Richmond is the Public Safety Answering Point (PSAP). Once the PSAP dispatcher determines a call requires fire department response, full-time staff is dispatched. For medical emergencies, the PSAP calls American Medical Response and the company dispatches the nearest ambulance.

Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP relays the call to the PSAP, and dispatching follows the protocol discussed above. The City of Richmond PSAP has begun to implement taking wireless calls directly; upon full phase-in, those calls will no longer be routed through CHP.

Because the City of El Cerrito provides automatic aid to adjacent unincorporated areas, the City is a dual-dispatched agency and also receives dispatching services from ConFire.

LOCATION

The District contracts with the City of El Cerrito for services within its boundary area. The City of El Cerrito service area is depicted on Map 4-1. Until 1996, the District has operated its own fire department and provided services directly. The only functions provided directly by the District are administrative; the District's administrative services do not extend beyond its boundary area.

Overlapping service providers include the various automatic and mutual aid providers discussed in the City of El Cerrito profile.

INFRASTRUCTURE

The District owns one fire station (FS 65) which is staffed 24 hours a day by the City of El Cerrito. The station was built in 1971, has been remodeled twice since then, and was reported to be in good condition. The District did not identify any infrastructure needs.

Existing equipment includes two engines, one of which is Type 1 and the other Type 3. The District did not identify any apparatus needs.

The District's water resources for fire-fighting purposes include fire hydrants and water bodies. There are fire hydrants throughout the District's service area. The District recently finished a fire flow improvement project, having spent $1.8 million to add 4,680 feet of water main improvements and 32 new hydrants throughout the community, and reported no fire flow improvement needs at this time.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. The District has an ISO rating of three.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. NFPA guidelines call for career fire departments to respond within six minutes 90 percent of the time, with the response time including three components: dispatch time of no more than one minute,[225] turn-out time of no more than one minute, and travel time of no more than four minutes.[226] The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, the entire district is classified as urban.[227] The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. For emergency (Code 3) medical calls, the City of El Cerrito is required by the Contra Costa County EMS Agency (LEMSA) to respond within six minutes 90 percent of the time throughout its service area.

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[225] National Fire Protection Association, *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2007. The dispatch time standard is one minute 95 percent of the time.

[226] National Fire Protection Association, *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2001, p. 6.

[227] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

The County has adopted a response time policy that an FPD strive to achieve a total response time, including dispatch time, of five minutes in urban and suburban areas for 90 percent of all emergency responses.[228] The City of El Cerrito's adopted policy goal is to respond within six minutes 95 percent of the time. The City's 90th percentile response time was 6:46 minutes throughout its entire service area and 7:26 minutes in Kensington in 2007. The median response time in Kensington is 5:15 minutes. In other words, the City FD is able to respond timely much of the time, but falls short of meeting the LEMSA standards. Response times exclude dispatch time.

The District reported that its service level is relatively uniform throughout the District bounds. There are no perceptible differences within the District in service levels, except those relating to the distance of a particular property from the nearest fire station.

Service challenges include the very high fire hazard severity zone throughout Kensington, access challenges throughout Kensington related to the topography, and the wildland-urban interface along the District's eastern boundary.

[228] City of Brentwood, *City of Brentwood General Plan*, 2001, p. II. 4-12; Contra Costa County, *General Plan 2005-2020*, 2005, pp. 7-27.

Table 11-3: KFPD Fire Service Profile

Fire Service			
Service Configuration			
Fire Suppression	City of El Cerrito	PSAP [1]	City of Richmond
EMS - Basic Life Support	City of El Cerrito	Fire/EMS Dispatch	City of Richmond & ConFire
EMS - Paramedic	City of El Cerrito	Building Review	City of El Cerrito
Ambulance Transport	American Medical Response	Public Education	City of El Cerrito
Hazardous Materials	Richmond & County Health	Abatement	City of El Cerrito
Fire Investigation	City of El Cerrito	Academy	City of El Cerrito
Service Demand			
	All Calls	**Priority "Code 3"**	**Non-Priority "Code 2"**
Annual Calls 2007	308	NP	NP
% EMS	57%	NP	NP
% Fire/Haz-Mat	6%	NP	NP
% Alarm	7%	NP	NP
% Other	31%	NP	NP
Service Calls per 1,000	67	NP	NP
% Auto Aid Given	NP	% Auto Aid Received	NP
Wildland Fires	There are 1-2 annually. In 1987, there was a brush fire near the Kensington School. Two major brush fires have occurred on Windsor Ave., south of Westminster Ave. There have been three fires in the riparian canyon through which Cerrito Creek flows.		
Service Adequacy		**Resources**	
ISO Rating	3 [2]	Fire Stations in District	1
Median Response Time (min) [2]	5:15	Sq. Miles Served per Station [4]	1.0
90th Percentile Response Time (min)	7:26	Total Staff [5]	11
Response Time Base Year	2007	Total Full-time Firefighters	10
Percent Certified as FF1	100%	Total On-call Firefighters	0
Percent Certified as FF2 or more	91%	Total Sworn Staff per Station [6]	10.0
Percent Certified as EMT-1	100%	Total Sworn Staff per 1,000	2.2
Percent Certified as Paramedic/ALS	47%	Staffing Base Year	2008

Notes:
(1) Public Safety Answering Point is the agency first answering 911 calls placed from land lines.
(2) The City has an ISO Rating of 3 for all areas.
(3) Response time statistics were calculated for all (Code 3 and Code 2) calls in all areas (including automatic and mutual aid) in 2007.
(4) Primary service area (square miles) per station.
(5) Total staff includes sworn and civilian personnel.
(6) Based on ratio of sworn full-time and on-call staff to the number of stations. Actual staffing levels of each station vary.

continued

Fire Service, cont.

Human Resources [7]

Bargaining Unit:	United Professional Firefighters Local 1230	
Schedule:	48 hours on, 96 hours off rotation	
Full-time Firefighter (Top Step at Five Years Experience)		
Base Salary: $80,381	Overtime: $2,981	Qualifications: Academy, certified as FF1 and EMT.
Full-time Paramedic (Top Step at Five Years Experience)		
Base Salary: $88,426	Overtime: $3,280	Qualifications: Academy, certified as FF1 and paramedic.
Paid On-Call Firefighter		
Rate:		Qualifications: NA - no positions.

Training: Training is conducted by the City of El Cerrito training director with basic training provided by fire captains. The sworn staff spent 533 hours per person training in 2007. Training is conducted at NFPA standards. Joint training in EMS, operations, safety and public education is conducted with surrounding jurisdictions.

Service Challenges

Nearly the entire District lies within a very high fire hazard severity zone. There are access challenges throughout Kensington. The wildland/urban interface threat along the eastern boundary presents challenges.

Facilities

Station	Location	Condition	Staff per Shift	Apparatus
Station 65	217 Arlington Ave. Kensington CA 94707	Good	1 Captain, 1 Engineer, 1 Firefighter	Type 1 engine Type 3 engine

Infrastructure Needs/Deficiencies

The District relies on both the City of Richmond and ConFire for dispatch; to improve interoperability of fire department communication systems, the EBRICS project is needed and is in the planning stages.

Facility-Sharing and Regional Collaboration

Automatic Aid [8]

The District's fire station is first-in service provider to adjacent areas in the City of El Cerrito as far west as Village and Balra Drives. As the City of El Cerrito is a ConFire-dispatched agency, the District both provides and receives automatic aid from the closest available resource, regardless of boundaries. The City shares its battalion chief with Richmond, ConFire, Pinole and RHFPD when there are simultaneous incidents.

Mutual Aid [9]

Through the California mutual aid plan, the City of El Cerrito may provide or receive aid throughout the western states. The Kensington station most often exchanges mutual aid response with the cities of Berkeley, Richmond, Albany, and Oakland, ConFire, East Bay Regional Parks District, and CAL FIRE.

Current Practices:

Station 65 is shared with the local police and community services district. Through its contract with El Cerrito, the District relies on the City of Richmond dispatch and training facilities.

Opportunities:

None identified.

Notes:

(7) Base salary in FY 08-09 excludes compensation for overtime hours (more than 56 weekly hours). Overtime compensation is minimal planned and mandatory overtime (72 hours per year), and excludes unplanned and voluntary overtime hours.

(8) Automatic aid is automatically-dispatched aid to territory in another provider's boundary.

(9) Mutual aid is aid to territory in another provider's boundary that is provided upon request and subject to availability, and is not automatically dispatched.

GOVERNANCE ALTERNATIVES

Three government structure options were identified for Kensington FPD.

Annexation of territory served by KFPD at the EBMUD reservoir is a government structure option. The reservoir, which is located west of Grizzly Peak Blvd. and south of Beloit Ave., is a tax-exempt property that does not appear to have been officially annexed to the District according to Board of Equalization maps. The affected area is in a very high fire hazard severity zone.

Consolidation of KFPD with the Kensington Community Services District (KCSD) is an option. KCSD provides law enforcement, solid waste collection and park services to a boundary area that includes both the KFPD boundary area and the EBMUD reservoir. KCSD is organized under a principal act that would enable LAFCO to authorize the CSD to provide fire protection services. Consolidation of KFPD with KCSD would streamline local government. Currently, KCSD is reported to face financing challenges in delivering adequate law enforcement services to the community. The District presently staffs its own police department. Consolidation would offer opportunities to the community in exercising greater control over the share of local property tax dollars spent on fire, EMS, law enforcement and other services. The FPD is opposed to consolidation with the CSD.[229] LAFCO is conducting a separate sub-regional MSR covering all services provided by the CSD and cities in west County. This option may be considered further upon completion of that MSR.

Consolidation among west county fire providers is an option to improve the efficiency of service areas, promote facility-sharing and improve service levels. The illogical boundaries of the City of Richmond contribute to illogical and inefficient service areas for ConFire, as ConFire must service non-contiguous areas surrounded by territory in the City of Richmond. However, such a consolidation may not be politically feasible at this time, as discussed in Chapter 3. This option has been entertained in the past, but encountered opposition from the cities of Richmond and El Cerrito. A feasible option is consolidation of RHFPD, Pinole, and adjacent ConFire service areas. Crockett-Carquinez FPD could potentially be included at its existing service levels.

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) Residential population growth in the KFPD boundary is projected to be minimal. Future growth is expected to consist of limited infill opportunities. There are no planned or proposed developments in the community. In the long-term, growth is expected to increase the population from 5,009 in 2008 to 5,123 in 2030.

[229] Correspondence from Kensington FPD Counsel John D. Bakker to LAFCO Executive Officer, March 18, 2009.

2) Commercial growth is projected to be sluggish in KFPD with the job creation rate projected to be less than the countywide average. In the long-term, growth is expected to increase the job base from 866 in 2008 to 1,105 in 2030.

3) There are no development projects or growth plans in the portion of the KFPD service area that is outside its bounds at the EBMUD reservoir location.

4) Service demand levels are average in the District, with 67 incidents annually per 1,000 people compared with the countywide average of 79 incidents per 1,000.

5) KFPD does not conduct growth planning due to the built-out nature of the community.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

6) KFPD owns one fire station, which is staffed by the City of El Cerrito. The station was built in 1971, has twice been remodeled and is in good condition. KFPD did not identify any apparatus needs. The District sets aside funds annually toward future fire station remodeling needs and apparatus replacement.

7) KFPD plans for long-term capital needs by occasionally preparing a capital improvement plan. The District does not anticipate needing additional facilities due to the limited growth potential.

8) KFPD provides adequate service levels. KFPD meets response time guidelines much of the time, but falls short of meeting guidelines 90 percent of the time. Due to its small size, KFPD's service provider relies on neighboring providers to marshal adequate resources for fire-fighting. However, KFPD's service provider also contributes similar aid to neighboring providers. KFPD's staffing level of 2.2 sworn staff per 1,000 people is higher than the countywide average of 0.8 and the Bay Area average of 0.9 for urban fire providers. Based on staff certification levels, sworn staff credentials and skills appear to be solid. Training hours per sworn staff member are higher than the countywide average.

9) The KFPD service area is in the extremely high fire hazard severity zone. To protect these vulnerable areas, the District conducts comprehensive vegetation inspections, hydrant testing, and public education campaigns. The District implemented a vegetation management program, and partners with EBRPD to diminish the wildfire threat.

10) There are no differences in service levels within the District, other than differences between properties in distance from the fire station.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

11) KFPD has the financial ability to provide adequate services. The District's expenditures per population served ($546) are higher than other providers in the County (median of $209). The District has no debt other than the OPEB liability it is pre-funding, and has adequate financial reserves.

12) KFPD relies on property taxes for 88 percent of its revenue. The District receives an above-average share of property taxes (30 percent), which is higher than any other fire district in the County.

13) KFPD relies on assessments for seven percent of its revenues. The assessment lacks an inflation escalator, and was most recently increased in 1980. The District does not anticipate needing to increase the assessment within the next five years.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

14) KFPD practices facility-sharing and regional collaboration to economize on costs and improve service levels.

15) KFPD operations are functionally consolidated with the City of El Cerrito. El Cerrito provides contract service to the District. As a result, KFPD relies on El Cerrito's dispatch providers at the City of Richmond and ConFire, and indirectly participates in closest-resource dispatching with ConFire-dispatched agencies.

16) The City of El Cerrito exchanges mutual aid response with the cities of Berkeley, Richmond, Albany, and Oakland, ConFire, East Bay Regional Parks District, and CAL FIRE. The District's Station 65 is shared with the local police and community services district. Through its contract with El Cerrito, the District relies on the City of Richmond dispatch and training facilities.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

17) KFPD demonstrated accountability based on the measures of contested elections, constituent outreach efforts, transparency, and disclosure practices.

18) The District demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

19) Annexation of territory served by KFPD at the EBMUD reservoir is a government structure option.

20) Consolidation of KFPD with the Kensington Community Services District (KCSD) is an option. KCSD provides law enforcement, solid waste collection and park services to a boundary area that includes both the KFPD boundary area and the EBMUD reservoir. Consolidation of KFPD with KCSD would streamline local government, and offer the community more options on allocating public safety funds.

21) Consolidation among west county fire providers is an option to improve the efficiency of service areas, promote facility-sharing and improve service levels. This option has been entertained in the past, but encountered opposition from the cities of Richmond and El Cerrito. A feasible option is consolidation of RHFPD, Pinole, and adjacent ConFire service areas. Crockett-Carquinez FPD could potentially be included at its existing service levels.

AGENCY SOI UPDATE

Kensington FPD proposed that its SOI be either coterminous with its bounds or expanded to include the EBMUD reservoir.

SOI OPTIONS

Given the considerations addressed in the MSR, two options were identified for the KFPD SOI:

SOI Option #1 – Expand SOI to Include EBMUD Reservoir

If LAFCO determines that annexation of the EBMUD reservoir service area may be initiated and that consolidation with Kensington CSD may not be initiated, then the SOI should be expanded to encompass the affected territory.

SOI Option #2 – Zero SOI

If LAFCO determines that consolidation of KFPD with another agency, such as Kensington CSD or a consolidated west county fire provider, may be initiated then the SOI should be reduced to a zero SOI to indicate that LAFCO would consider dissolution of the District.

RECOMMENDATION

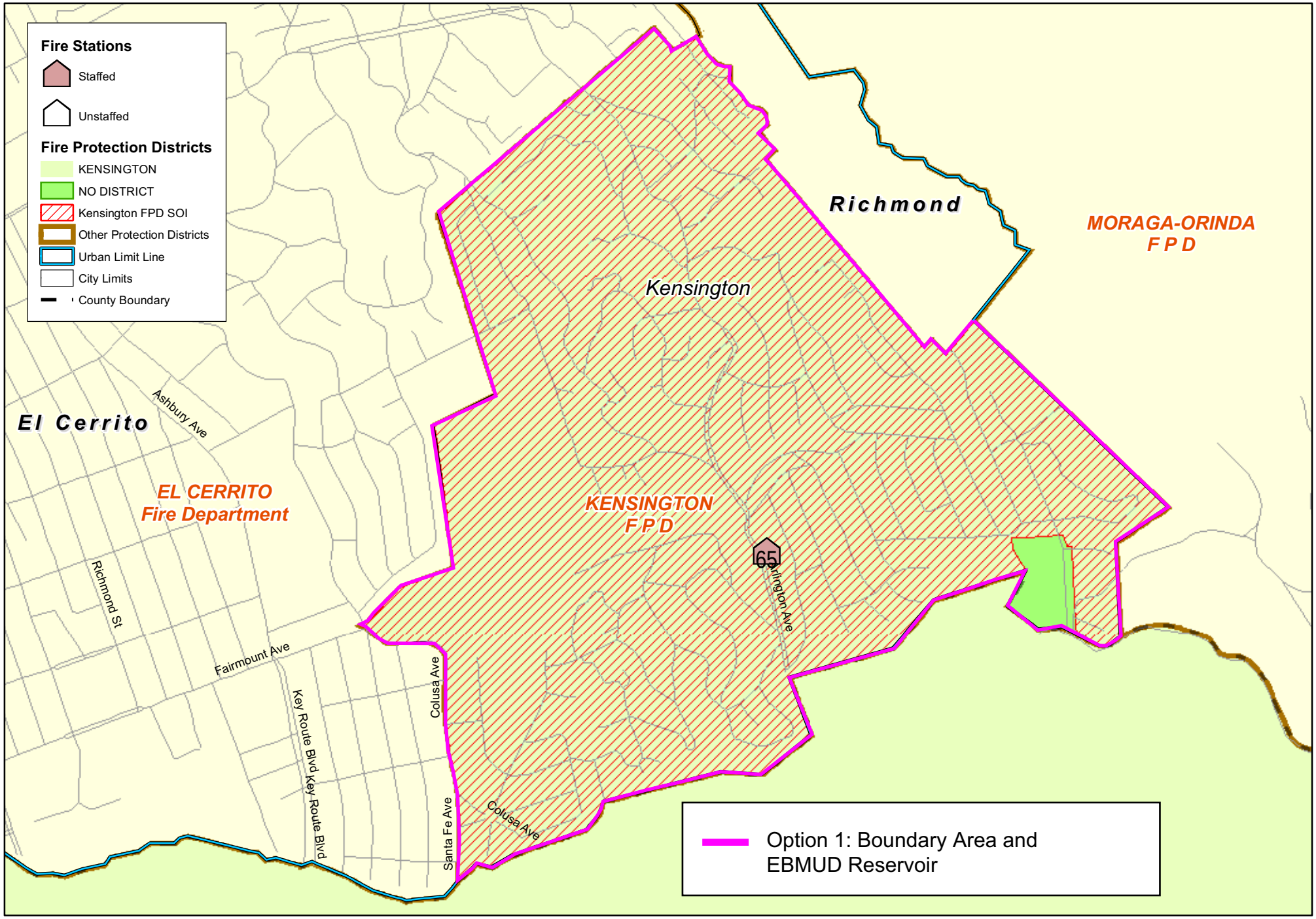
It is recommended that LAFCO consider its options further after completion of the west County sub-regional MSR when further information is available regarding Kensington CSD. The CSD is considering service alternatives, including contracting for law enforcement services, at present. Further information on the CSD's financing is needed to determine whether or not to reduce the FPD's SOI to zero in order to allow consolidation to be initiated.

The intent of an SOI is to identify the probable areas for an agency's services in the foreseeable future. Pursuant to the Contra Costa LAFCO policies relating to an SOI, LAFCO discourages inclusion of land in an agency's SOI if a need for services provided by that agency within a 5-10 year period cannot be demonstrated.[230] Territory included in an agency's SOI indicates the probable need for service has been established, and that the subject agency is determined by LAFCO to be the most logical service provider. SOIs generally will not be amended concurrently with an action on the related change of organization or reorganization. A change of organization or reorganization will not be approved solely because an area falls within the SOI of any agency.

[230] Contra Costa LAFCO, *Contra Costa LAFCO Policies and Standards*, Section 2.1, pp. 3-4.

Map 11-2

Kensington Fire Protection District Boundary and Coterminous Sphere of Influence



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SOI ANALYSIS AND DETERMINATIONS

Table 11-4: KFPD SOI Analysis

Issue	Comments
SOI update recommendation	Consider SOI options upon completion of the MSR covering Kensington CSD.
Services provided	KFPD provides fire and emergency medical services including paramedic by contract with El Cerrito. KFPD contracts with Richmond and ConFire for dispatch and radio services. American Medical Response, a privately owned ambulance company, provides ambulance transport services.
Present and planned land uses in the area	Land uses within the District include residential, commercial, open space and institutional uses. The District is almost entirely built-out, with residential land use being the most common. The Summit Reservoir, owned by EBMUD, is not located within the existing District boundaries, but is located in the KCSD bounds. There are no major land use changes anticipated within the District or reservoir area in the foreseeable future.
Location of facilities, infrastructure and natural features	The District's fire station is located on Arlington Ave., in the southern portion of the community of Kensington. Natural features that affect fire service in the area include the hillsides and canyons of the Wildcat Canyon Regional Park, located immediately to the east of the District.
Projected growth in the District/Recommended SOI	The projected population growth rate within KFPD from 2008 to 2030 is two percent, as the area is largely built-out.
Present and probable need for public facilities and services in the area	There is a present and probable need for public facilities and services in the recommended SOI as the areas presently receive fire and EMS services. However, those services could be provided by KCSD.
Opportunity for infill development rather than SOI expansion	The SOI update would have no effect on infill development as all affected areas already receive fire and EMS services.
Service capacity and adequacy	The MSR did not identify any capacity or service adequacy issues that would prevent the District's contract service provider, the El Cerrito FD, from continuing to serve the EBMUD reservoir.
Social or economic communities of interest	The primary community of interest is the unincorporated community of Kensington. Other social and economic communities of interest within the District include the Sunset View Cemetery, the University of California, Berkeley, and the EBMUD Summit Reservoir. .
Effects on other agencies	A zero SOI for KFPD would affect Kensington CSD, as it would become responsible for fire protection services upon consolidation. SOI reduction would not likely affect any other agency, as it is presumed that KCSD would continue to contract with the El Cerrito FD for services.

Potential for consolidations or other reorganizations when boundaries divide communities	KFPD could be consolidated with KCSD to enhance efficiency and maintain local control over public safety services. KFPD could potentially be consolidated with other west county fire service providers to enhance efficiency and logical service areas; however, due to opposition from the cities of Richmond and El Cerrito, as well as KFPD, this option appears to be infeasible.
Willingness to serve	A willingness to serve has been demonstrated by the District historically providing fire service to the community of Kensington, and by the El Cerrito FD for providing fire service to the area by contract. The KFPD SOI expansion area is already within the existing service area of the El Cerrito FD.
Potential effects on agricultural and open space lands	All affected areas are served by an existing fire protection district or city fire department. The primary open space area within the District is the Sunset View Cemetery facility, which was annexed to KFPD in 2000.
Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.

12. MORAGA-ORINDA FIRE PROTECTION DISTRICT

Moraga-Orinda Fire Protection District (MOFPD) provides fire protection and emergency medical services in the City of Orinda, Town of Moraga, and the unincorporated community of Canyon.

AGENCY OVERVIEW

FORMATION AND BOUNDARY

MOFPD was formed on July 1, 1997 as an independent special district.[231] MOFPD was formed through the consolidation of the Moraga Fire Protection District and the Orinda Fire Protection District, to "provide more efficient fire protection and emergency medical (paramedic) services."[232]

The principal act that governs the District is the Fire Protection District Law of 1987.[233] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[234] Districts must apply and obtain LAFCO approval to exercise latent powers (i.e., those services authorized by the principal act but not provided by the District at the end of 2000).[235]

The boundaries of MOFPD include the cities of Moraga and Orinda, and surrounding unincorporated areas to the east and west of the cities, as shown on Map 12-1. The District has a boundary area of approximately 47 square miles.[236]

The existing SOI for MOFPD is generally consistent with its bounds, but excludes 101 acres in eastern Orinda annexed to the District in 1998. The SOIs for the predecessor Moraga and Orinda FPDs were adopted in 1984 to be coterminous with the boundaries of the Districts at that time.[237] When the Moraga FPD and Orinda FPD were consolidated in 1996, LAFCO specified that "the spheres of influence of the current Moraga and Orinda Fire Protection Districts be combined to

[231] Board of Equalization Official Date.

[232] LAFCO Resolution No. 96-27.

[233] Health and Safety Code §13800-13970.

[234] Health and Safety Code §13862.

[235] Government Code §56824.10.

[236] Contra Costa County GIS analysis of the boundary area, 2009.

[237] LAFCO Resolution dated December 12, 1984, adopting spheres of influence (SOI) for fire protection districts within Contra Costa County.

create one sphere of influence for the new consolidated district."[238] In 1998, LAFCO determined that "no sphere of influence amendments are required" for detachment of 101 acres from ConFire and annexation of that territory to MOFPD; however, LAFCO did not amend or update the SOI for MOFPD at that time.[239] Hence, the SOI excludes the annexed area. The SOI for the District was affirmed by LAFCO on April 14, 2004.[240]

Boundary History

The MOFPD predecessor districts were county-dependent districts. Moraga was served by a volunteer unit of the Eastern Contra Costa County FPD from 1946 until 1968, when the Moraga FPD was formed as a county-dependent district. In 1970, Moraga voters rejected a proposal to annex to ConFire. The Orinda FPD was formed in 1933 as a county-dependent district, and was served by volunteers until 1940 when it began paying employees.[241] Financing was reduced in 1993 after the Legislature eliminated the Special District Augmentation Fund (SDAF), and as a result of the recession at that time.[242] According to the consolidation application, Moraga and Orinda SDAF funds had been transferred to support east county fire districts until SDAF was eliminated. At that time, the County BOS ordered the districts to integrate functionally with ConFire, the Moraga and Orinda FPD chiefs retired, and management responsibility transferred to ConFire. LAFCO approved Orinda FPD dissolution and consolidation with ConFire in 1994 as part of a reorganization that also consolidated the Antioch-Pittsburgh Area FPD, Oakley FPD, and El Sobrante County FPD with ConFire. Orinda opposed the ConFire consolidation due to concerns about negative impacts on Orinda service levels, and Orinda subsidizing increasing service levels elsewhere.[243] A majority of Orindans protested and a subsequent election terminated the dissolution. The cities of Moraga and Orinda separately studied their options, and jointly initiated consolidation of the two districts to provide local control, improve paramedic service levels, and promote cost savings through reduction in overtime and administrative costs. The entire property tax shares for the respective predecessor districts were transferred to MOFPD at the time of consolidation.

There has been only one boundary change since formation of MOFPD in 1996, according to State Board of Equalization and LAFCO records. It consisted of a 101-acre annexation in the eastern portion of the City of Orinda, adjacent to the boundaries of the City of Lafayette, in the vicinity of the intersection of Tahos Road and Oak Ridge Lane.[244]

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[238] LAFCO Resolution No. 96-27.

[239] The LAFCO Staff Report attached to Resolution No. 98-25 (dated June 3, 1998) found that "affected territory is within the adopted sphere of influence boundaries for fire districts within the County."

[240] Contra Costa LAFCO meeting minutes, May 12, 2004. The minutes do not include a map or description of the affirmed SOI.

[241] *Application to the Local Agency Formation Commission Requesting Reorganization of the Moraga and Orinda Fire Protection Districts: Master Service Delivery Plan*, 1996.

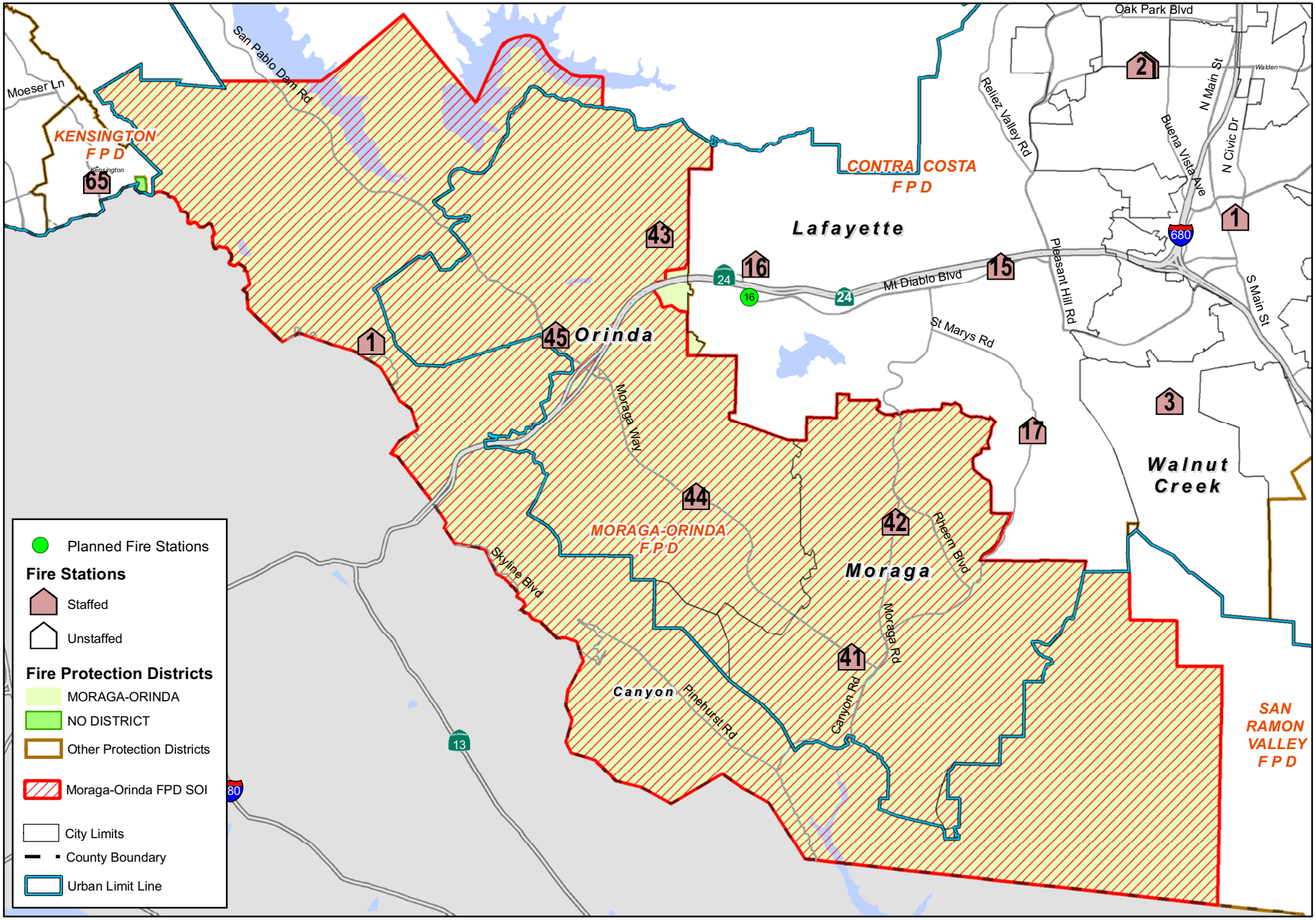
[242] After Proposition 13 was passed, the Legislature created SDAF in each county with payments into the fund to be made based on a formula in State law, and with the county supervisors determining how to distribute the funds to special districts within the county.

[243] Correspondence to LAFCO Executive Officer from the City of Orinda Mayor (Feb. 15, 1994), Orinda Citizens Group on Fire Protection (March 30, 1994) and Orinda Association (April 4, 1994).

[244] LAFCO resolution 98-25 with an effective date of June 10, 1998.

Map 12-1

Moraga-Orinda Fire Protection District Boundary and Sphere of Influence



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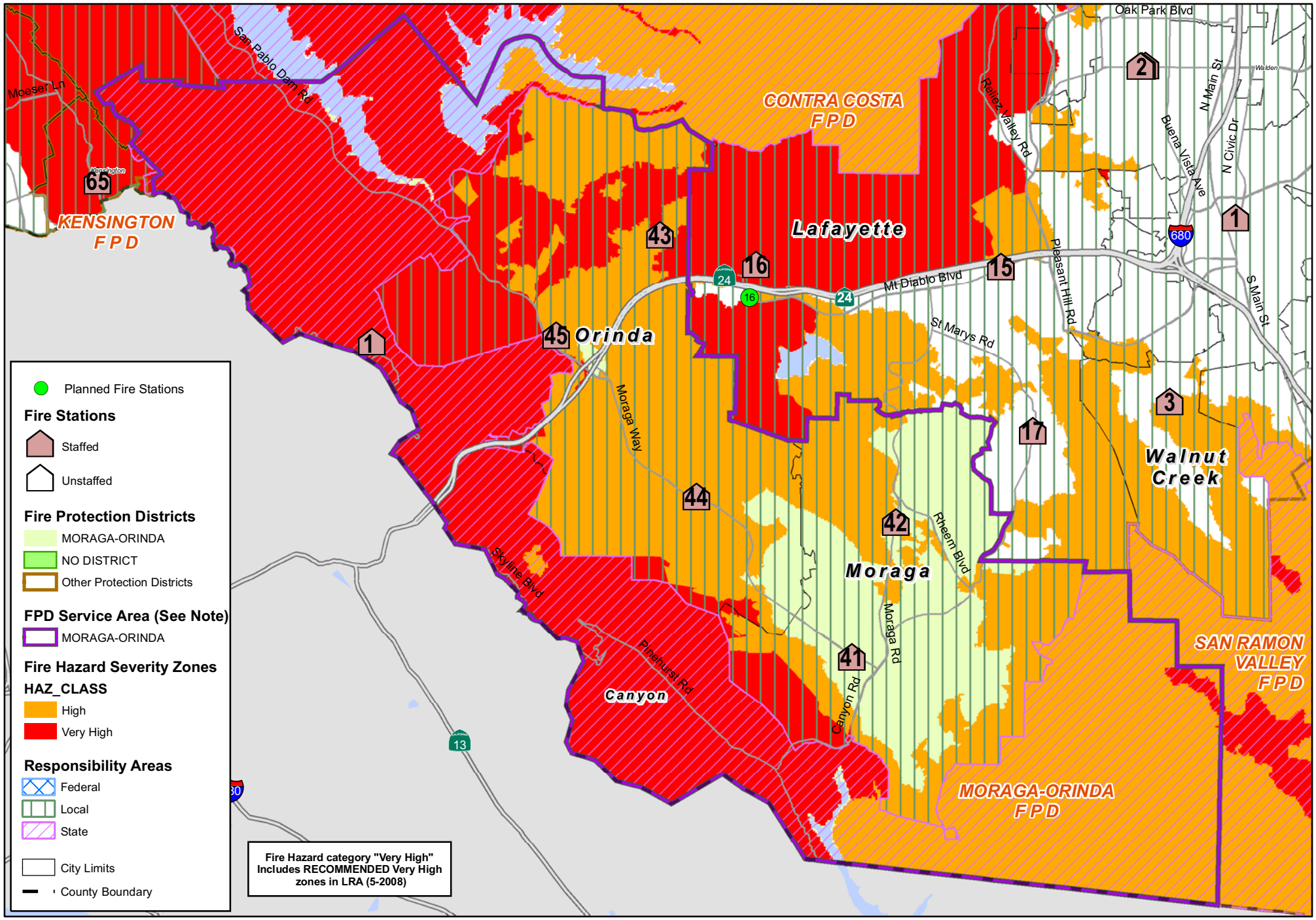
Map 12-2

Moraga-Orinda Fire Protection District Boundary and Service Area



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Note: The boundary is the geographic area where the fire provider is legally responsible for providing service. The service area on this map is an approximation of the geographic area where this fire provider was typically the first provider (as of January 2009) to arrive on scene. To minimize response times, actual service areas differ from boundaries as a result of dispatching practices, service contracts, automatic aid agreements, and other agreements.

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LOCAL ACCOUNTABILITY AND GOVERNANCE

The District has a five-member governing body. Board members are elected by geographic division to staggered four-year terms. Board meetings are held monthly. The last contested election for a board seat occurred in 2008, when two seats were filled. There is no advisory body other than the Board.

The District conducts outreach with constituents with bi-annual open houses and newsletters. District staff makes fire safety presentations to school children, and host an annual child safety seat installation event. The District supports local CERT training for community members by teaching segments on the use of fire extinguishers, and provides CPR and first aid classes monthly and by appointment to community members. The District publishes an annual report concerning District activities and maintains a website with information on operations and services, fire safety and the fee schedule. A related fundraising non-profit agency, Rescue One Foundation, helps raise funds to support the District's paramedic programs and purchase equipment.

Table 12-1: MOFPD Governing Body

Governing Body				
Members	**Name**	**Position**	**Began Serving**	**Term Expires**
	Brook Mancinelli	Director	2008	2012
	Frank Sperling	Treasurer	2006	2010
	Fred Weil	President	2003	2012
	Pete Wilson	Secretary	1997	2010
	John Wyro	Director	1997	2010
Manner of Selection	Elections by geographic division			
Length of Term	Four years			
Meetings	Date: 3rd Wednesday of each month at 7:00 p.m.	Location: 1280 Moraga Way, Moraga, CA 94556		
Agenda Distribution	Online, available at the Administration building and at the FS 45 front counter.			
Minutes Distribution	Available at the following board meeting or upon request from District staff.			
Contact				
Contact	Fire Chief			
Mailing Address	33 Orinda Way, Orinda, CA 94563			
Email/Website	http://www.mofd.org/			

With regard to customer service, complaints may be submitted at any fire station, directly to the Fire Chief, and directly to the Board of Directors. The District reports no complaints were filed in CY 2007 or FY 07-08.

The District demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO map inquiries and document requests.

MANAGEMENT

The District's staff consists of 73.5 full-time staff, 18 paid on-call staff and six volunteers. The sworn staff includes 66 full-time equivalents (FTEs), and the civilian staff is composed of 7.5 FTEs. The District is organized into divisions for operations, facilities and apparatus, EMS, training and

Fire Marshal/fire prevention. The Fire Chief is responsible for organizational productivity and accountability. Four battalion chiefs, the Fire Marshal, an EMS liaison, and an administrator report directly to the Fire Chief.

All District employees are evaluated biannually. The District reported that it was up to date on staff performance evaluations.

District performance is evaluated periodically by the Insurance Services Office (ISO); an ISO evaluation was most recently completed in 2000. The District evaluates its performance by monitoring outcomes (response times and fire losses) and productivity through tracking of workload indicators on service calls, inspections, training hours, hydrant testing, public education events, and fire investigations. District cost-saving and efficiency efforts include the District's decision not to participate in a regional project to develop an interoperable communication system.[245]

Management practices in use by the District include strategic planning (2007), a standards of response coverage plan (2006), a multi-hazard mitigation plan prepared in concert with ABAG (2005), and a mission statement. The District has conducted a district-wide wildfire risk assessment, and plans to develop a vegetation mitigation plan by 2009.[246] The District has adopted the International Fire Code, and requires property owners to manage vegetation to assist with fire prevention. The District adopted Standards of Coverage in 2006, including analysis of staffing options and the impact of planned development on service levels.

The District reported that its financial planning efforts include annual budgets, annual financial audits, long-range financial forecasting (over an eight-year horizon), a mid-year budget review, and monthly budget status reports. The most recent audit provided by the District was FY 07-08. The District produces a one-year capital improvement plan (CIP) annually as part of its budget process, and reported updating the plan monthly. The District projected its capital costs over an eight-year planning horizon in its long-range financial forecast, which was most recently updated in 2009. The District does not have a current development impact fee (DIF) nexus study as it has charged fees as development conditions; however, the District is implementing a DIF nexus study in 2009 and reported the study is underway. MOFPD conducted a facility needs assessment in 2008.

The District's primary accomplishments in recent years (2003-2008) were improving service levels. Service level improvements included adding a full-time staffed ambulance to FS 45, developing a vegetation management program, adding a fire prevention officer, adding a cross-staffed ambulance to FS 44, adding carbon monoxide medical monitoring equipment, installing mobile data terminals in all vehicles, adding the District's first fire suppression unit with compressed air foam, and enhancing staffing levels on red flag days.

SERVICE DEMAND AND GROWTH

The District bounds encompass residential, commercial, institutional, agricultural and open space uses. In the Town of Moraga, residential areas consist primarily of detached single-family

[245] Correspondence from MOFPD Fire Chief Pete Nowicki to LAFCO Executive Officer, March 19, 2009, p. 17.

[246] ABAG, *Local Hazard Mitigation Plan Annex: Moraga-Orinda Fire District*, 2005, p. 2.

residences located throughout the town, ranging from one to six dwelling units per acre, with commercial areas located in the center of Moraga and the Rheem Valley area. Large tracts of open space are located primarily in the northeast, northwest, southeast and southwest corners of the city, with St. Mary's College located in the eastern portion of the city limits. Existing agricultural areas consist primarily of an approximately 65-acre orchard located between Moraga Way and Moraga Road.

In Orinda, residential areas are located throughout the city, and the boundary area is nearly built-out. Single-family residential densities range from one to 10 units per acre, and multi-family densities range from six to 10 units per acre. Commercial areas are concentrated in the downtown Orinda area, at the junction of SR 24 and Camino Pablo.

Land uses in the unincorporated areas within the District are primarily open space due to the mountainous topography, and include the Redwood Regional Park, the Robert Sibley Regional Preserve, the Charles Lee Tilden Regional Park and Golf Course, and portions of the Wildcat Canyon Regional Park, and the San Pablo and Briones Reservoirs. There are residential uses, primarily in the unincorporated community of Canyon.

The District considers its customer base to be the residents and businesses in its service areas as well as those living or traveling through the area, the structures in its service area, and the parks and open spaces. The District experiences the greatest number of service calls during the daytime, particularly during rush hour, and when St. Mary's College is in session.

Table 12-2: Service Calls by Station, 2007

Station	Location	Calls 2007
41	south Moraga	1,561
42	central Moraga	695
43	northeast Orinda	621
44	southeast Orinda	477
45	central Orinda	1,197

Service demand varies among the fire stations, as shown in Table 12-2.[247] The stations located in south Moraga and central Orinda experience the highest call volumes. The stations located elsewhere experience more moderate service demand. By comparison, the median fire station in the County fielded 1,207 calls.

Local business activities include St. Mary's College, the EBMUD water treatment facility, four residential care facilities, and other local-serving retail and service businesses. The estimated number of jobs in 2005 was 12,647, based on analysis of GIS, Census and 2007 ABAG projections data. The projected job growth rate from 2005 to 2030 is 10 percent, which is lower than the countywide projected growth of 46 percent over that period.

The estimated residential population in the District bounds was 34,139 at the time of the 2000 Census. The District's population density was approximately 732 per square mile in 2000, compared with the countywide density of 1,317. The estimated number of residents in 2008 was 34,854, based on analysis of GIS, Census and 2007 ABAG projections data. The projected population growth rate from 2008 to 2030 is seven percent, which is lower than the countywide projected growth of 20 percent over that period.

[247] The ambulance at FS 41 responds to 1,500 properties in the City of Orinda as the first-due ambulance. Engines from FS 41 and 42 respond to 700 parcels in the City of Orinda as the first-due apparatus.

Significant growth is only possible within the cities of Moraga and Orinda, as the remainder of the District is outside of the urban limit line. There are four growth areas within the Town of Moraga, and two growth areas within the City of Orinda.

Growth areas in Moraga consist of the Bollinger Canyon Special Study Area, the Palos Colorados Plan area, the Rancho Laguna Plan area, Indian Valley (where residential developments are periodically proposed) and the Downtown Specific Plan (redevelopment). The Bollinger Canyon development area is located approximately one mile east of St. Mary's College, and the Palos Colorados and Rancho Laguna Plan areas are located east of Moraga Road and north of Rheem Boulevard. Growth strategies employed by the Town include clustered development to maximize preservation of riparian habitat, permanent open space dedication, and recreation of native habitats. For example, the 126-unit Bollinger development would sit on a footprint of approximately 92 acres, or roughly 50 percent of the total site area, with the remaining acreage dedicated to preserving the mixed oak woodland and riparian habitat.[248]

The Town of Moraga's General Plan was last updated in 2002. The Town adopted the following fire protection standards: maintain two fire stations in the Town and support MOFPD in its ongoing facility improvement program, provide a maximum emergency response driving time of three minutes and/or a travel distance of not more than 1.5 miles for response vehicles from the closest fire station, deploy the fire-fighting forces of MOFPD to deliver a minimum fire flow in accordance with the adopted standards of MOFPD, require proposed construction projects that meet criteria established by MOFPD to be reviewed by the District at the beginning of the Town review process and before permits are issued to ensure that they meet adopted fire safety standards, including the installation of appropriate fire safety devices and protection systems, landscaping with fire and drought-resistant vegetation, provision of adequate water supplies, the use of fire resistant materials, and the provision of fire access roads. In order to meet the adopted standards, the Town has the following implementing programs: fire safety ordinances, development review for emergency services, zoning and subdivision ordinances, traffic impact ordinances, building and grading codes, and building inspection, code enforcements, and hazard abatement.[249]

Growth areas in Orinda consist of the Pine Grove Neighborhood, located in the Orinda Village area northwest of SR 24, and the Montanera Gateway Project located at the intersection of Gateway Boulevard and SR 24. Growth strategies employed by the City include mixed use infill development (73 homes and a 6,000 square-foot office building on the 11-acre site) through the Pine Grove project, and preservation of open space through the Montanera Project (775 acres, or roughly 50 percent of the total site area, will be preserved as native habitat).[250]

The City of Orinda's General Plan was adopted and last updated in 1987.[251] The City adopted the following fire protection guiding policy: encourage a high level of fire protection to residential and commercial development. In order to achieve the guiding policy, the City adopted the following

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[248] Bollinger Valley General Plan Initial Study, 2007, p. 4.

[249] Town of Moraga, *Town of Moraga General Plan*, 2002, pp. 8-4 to 8-7.

[250] http://old.ci.orinda.ca.us/planning/projects.htm

[251] In California, General Plans are typically updated every 20 years, or more frequently in high-growth jurisdictions.

implementing policy: ordinances shall be developed requiring fire protection features such as fire-retardant roof material for new and replacement roofs, sprinklers for new construction, adequate provisions for emergency access, and other fire protection features including the development of firebreaks in dedicated open space and fire-access easements.[252]

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The District reported that it does not presently have the capacity to serve planned development, as the District is presently operating at capacity with respect to maintaining existing service levels. The District is monitoring development plans for Palos Colorados, Indian Valley, Bollinger Canyon and downtown, where mitigation measures may be required. It would be challenging for the District to provide adequate service levels to new development in Bollinger Canyon due to the distance from existing stations; to provide adequate response times to new development there would likely require construction of a new station and financing of its operating costs.

FINANCING

The District reported that the current financing level has been adequate to deliver services at an exemplary service level.

Pension devaluation and sluggish property tax growth in the middle of FY 08-09 pose financing challenges for future years. The District's pension fund lost 20-30 percent of its asset value in 2008, which is projected to result in extraordinary increases in pension contributions by the District on behalf of its employees beginning in 2010. The District is adjusting to recent financial events by deferring capital expenditures and negotiating sustainable employee benefits. The District had budgeted for FY 08-09 under the assumption of continuing 5.5 percent annual growth in property tax revenues, but has adjusted that projection downward to 3.4 percent due to continuing softness of properties in Moraga and Orinda. In addition to softening revenue, the District anticipates continued rapid inflation in health benefit and pension contributions. In the long-term, the District anticipates revenue growth associated with construction of proposed developments due to the attractiveness of the community. Potential financing opportunities include floating a lease revenue bond (certificate of participation) to finance renovation of FS 43 and administration facility upgrades, lease financing for apparatus, and private loans.

The District practices fund accounting for each revenue source, including fire flow taxes and impact fees.

The District's total revenues were $18.6 million in FY 07-08.[253] Revenue sources include property taxes (85 percent), ambulance fees (5 percent), fire flow taxes (5 percent), mutual aid reimbursements (2 percent), Measure H paramedic subsidies (1 percent), developer fees (1 percent), and miscellaneous sources (1 percent). The District's share of property tax revenues was 19 percent in Moraga, 23 percent in Orinda, and 21 percent in unincorporated areas in FY 07-08; by comparison, the average fire district property tax share countywide was 12 percent in cities (served

[252] City of Orinda, *City of Orinda General Plan*, 1987, pp. 48-49.

[253] FY 07-08 financial information was calculated from unaudited financial summaries provided by the District. Revenues exclude capital lease proceeds and transfers. Expenditures exclude transfers.

by fire districts) and 13 percent in unincorporated areas.[254] A citizens revenue enhancement task force identified future growth in the District's property taxes as a potential source of financing for Orinda road, water and drainage infrastructure deficiencies.[255] For more on this topic, see the Governance Alternatives section later in this chapter.

The District charges ambulance fees to recoup the costs of ambulance transport. The fees in FY 08-09 were $1,143 for ALS transport and a $47 fee per mile traveled.[256] The average fee charged by Contra Costa ambulance providers for ambulance transport with ALS (paramedic) service was $1,206.[257] MOFPD relies on a contractor to collect the ambulance fees from insurance companies, for which it pays six percent of net collections. The fire flow tax is a special tax of $0.06 per fire risk unit; the rates were most recently increased in FY 08-09 to finance seismic repairs.[258] The fire flow tax revenues may be spent on fire suppression equipment, salaries, benefits or expenses, although the District Board dedicates the revenues toward capital costs. The fire-related development impact fee has been negotiated in the past, most recently at $2,000 per new housing unit.

The District's expenditures were $18.6 million in FY 07-08. Of this amount, 73 percent was spent on compensation, 10 percent on debt service, five percent on vehicles and apparatus, five percent on services and supplies, two percent on depreciation expense, one percent on communications, and the remainder on miscellaneous costs.

The District reported $30 million in long-term debt at the end of FY 07-08. The District's debt consisted primarily of a pension obligation bond issued in 2005 to pay off the District's unfunded pension liability of approximately $28 million. In addition, the District had $1.4 million in debt associated with equipment leases and $0.6 million for compensated absences.[259] The equipment leases include two engines, a water tender, three staff vehicles and an ambulance. The District provides health care benefits to retirees; the unfunded liability for other post-employment benefit (OPEB) liability was $20.6 million as of June 2006.[260] The District makes annual payments at the time benefits are paid. The District may increase its annual payments to account for future liabilities,[261] which would increase its annual OPEB costs by approximately $1.2 million. The District offers pension benefits to its employees through the CCCERA defined benefit plan.

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[254] The property tax share is the portion of the one percent property tax that is allocated to the fire district. The remainder of the property tax is allocated to the cities, the County, school districts, and other special districts. The District's share varies by tax rate area, the average share by city and for unincorporated areas is reported above.

[255] City of Orinda Revenue Enhancement Task Force, *Revenue Enhancement Task Force Report to the City Council*, Nov. 18, 2008.

[256] MOFPD, *Memorandum: Ambulance Master Fee Schedule*, Oct. 1, 2008.

[257] California EMS Authority, *February 2008 Ground Ambulance Rates Survey*, 2008.

[258] The tax basis for an improved parcel is the fire risk factor which is calculated based on construction type, square footage, acreage, and whether the property has an approved sprinkler system. For example, a 3,000-square foot home constructed of wood and lacking sprinklers on a half-acre parcel would pay $113; a similar size home constructed of fire-resistant materials and with sprinklers installed would pay $42.

[259] MOFPD, *Moraga-Orinda Fire District: Basic Financial Statements, June 30, 2008*, 2008.

[260] MOFPD, *Long Range Financial Forecast*, Jan. 21, 2009, p. 7.

[261] MOFPD, *Basic Financial Statements June 30, 2007, 2007*, p. 23.

MOFPD had no unfunded pension liability at the end of 2007.[262] Due to the recent decline in pension assets of 20-30 percent, the District has incurred additional unfunded pension liability although precise estimates were not available at the time this report was drafted.[263]

The District does not have a formal policy on maintaining financial reserves. Its strategic plan aimed for a reserve balance of 15 percent of operational revenues by 2007,[264] subsequently the Board decided that a 10 percent reserve will be its goal in FY 09-10 and thereafter. MOFPD had $5.3 million in unrestricted net assets at the close of FY 07-08. A portion of the District's reserves were set aside for capital projects, and $3.9 million was the unreserved general fund balance. General fund reserves were 21 percent of annual expenditures in FY 07-08; in other words, the District maintained 2.6 months of operating reserves. In FY 08-09, the District had budgeted on drawing down its capital reserves by $1.8 million to finance facility needs and apparatus costs; however, those plans are uncertain due to the mid-year recession.

The District engages in joint financing arrangements related to insurance. The Contra Costa County Risk Management JPA covers general liability claims against the District up to $25 million. The District obtains workers compensation insurance through the Fire Agency Workers Compensation Self Insurance System, which is a JPA of 225 fire service agencies.

FIRE SERVICE

NATURE AND EXTENT

The District provides fire suppression (structural, vehicle, and vegetation fires) and prevention, Basic Life Support (BLS) and Advanced Life Support (ALS) for medical emergencies, ambulance transport, rescue, initial hazardous materials response, fire inspection, education, and fire-related permit services.

The District provides ambulance transport services directly. MOFPD has the capacity to transport patients from three simultaneous incidents.[265] When all three ambulances are in use, the District relies on American Medical Response (AMR), a privately owned ambulance company, as a back-up resource to provide ambulance transport services. The District also provides mutual aid to SRVFPD and AMR as needed. The District responded to a total of 1,927 EMS calls in FY 07-08. MOFPD provided 1,403 ambulance transports in 2007.[266] Approximately 73 percent of EMS calls required an ambulance transport.

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[262] CCCERA, "Determination of Unfunded Actuarial Accrued Liability for the Employers as of December 31, 2007," June 27, 2008.

[263] CCCERA, "Projections of Employer Contribution Rate Changes Based on Various Market Value Investment Return Scenarios for 2008," November 18, 2008.

[264] MOFPD, *Strategic Plan*, 2007, p. 13.

[265] The District can provide EMS response to up to seven simultaneous incidents.

[266] Contra Costa County Health Services Department Emergency Medical Services Agency, *Patient Transport by Ambulance Provider 2007*, 2009. Authors' calculations from ConFire CAD data are the basis for the number of ambulance dispatches canceled on scene.

The District's primary fire prevention strategies are vegetation management and public education. The District recently adopted ordinances encompassing the new California Fire Code at the end of 2007, including requirements for installation of fire sprinkler systems on all new residences and retrofitted systems in significantly altered structures. In addition, the District initiated a program in 2007 focused on vegetation abatement and community education on defensible space. The District performs annual flow testing and maintenance on all District hydrants.

The District responds to hazardous material incidents to provide initial identification and isolation. The Contra Costa County Health Services Department provides specialized hazardous material response.

The District checks fire plans for new development prior to construction. The District reviewed 315 construction plans and design reviews in 2007, and conducted 236 construction inspections. Fire safety inspections are completed annually on all businesses, and vegetation inspections are completed annually on all parcels in the District. The District inspects all properties that are sent hazardous vegetation abatement notices, of which there were 2,863 in 2007.

The District offers public education programming. The District provides CPR and first aid classes monthly and by appointment to community members, and trained 700 community members in BLS skills in 2007. The District supports local CERT training for community members by teaching segments on the use of fire extinguishers, and supports community Automatic External Defibrillator (AED) programs with training and vendor selection.[267]

Dispatch Services

All 911 calls made from land lines are automatically routed to the Contra Costa County Sheriff, which is the primary Public Safety Answering Point (PSAP). Once the PSAP dispatcher determines a call requires fire department response, the call is relayed to the ConFire secondary PSAP. ConFire directly dispatches the District's staff; 911 calls from land lines in the MOFPD area are broadcast live at the District's fire stations to help expedite the District's response. The District participates in closest-resource dispatching (cross-border) through ConFire.

Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP relays the calls requiring both law enforcement and fire/EMS response to the primary PSAP, and dispatching follows the protocol discussed above. EMS calls are often routed directly to ConFire. The County Sheriff has not yet begun taking wireless 911 calls directly due to financial constraints.

Radios are interoperable with all adjacent providers, except the cities of Richmond and Oakland. For communication with the City of Richmond, the District's battalion chief has radio compatibility with the City of Richmond and the City of Richmond can switch to the District's radio frequencies. For communication with the City of Oakland, all responding units are capable of communicating on the State-maintained response channel (i.e., Fire White).

[267] The District's AED support services include making presentations to groups (churches, schools, etc.) on how to implement a program, assistance with the defibrillator purchase, initial instruction, and training for the group's trainers.

LOCATION

The District provides service primarily to its boundary area, as shown on Map 12-2.

The District also provides service outside its bounds. As a ConFire-dispatched agency, the District both provides and receives automatic aid from the closest available resource, regardless of boundaries. The District provides automatic and mutual aid most often to ConFire. In 2007, the District provided 120 responses outside its bounds in 2007, primarily to ConFire service areas in Lafayette and Walnut Creek. MOFPD received 273 automatic aid responses in 2007, with most of the aid from ConFire.

Overlapping service providers include EBRPD and BART District. EBRPD specializes in handling brush fires and EMS incidents in regional parks, although MOFPD is the official first responder for structure fires and EMS incidents. In the event of a fire in the 2.3-mile underground BART tube in MOFPD, BART personnel are responsible for securing the train car, diverting smoke (with fans), assisting with evacuation, and transporting MOFPD rescuers into the tube for firefighting and rescue operations.

INFRASTRUCTURE

The District operates five fire stations, of which all are staffed 24 hours a day. The District also operates an administration building adjacent to FS 41. FS 41 was built in 1967, and is aged and outdated. FS 43 was built in 1952, and is also aged and outdated. The District commissioned a seismic study and disability compliance evaluation for FS 41 and 43, and plans to make associated repairs in FY 09-10. A 2008 facility needs assessment estimated that replacement of FS 41 would cost up to $13 million, construction of a new administration facility would cost $10.1 million,[268] and replacement of FS 43 would cost up to $6 million.

FS 45 requires removal and replacement of underground fuel storage tanks, which is scheduled for 2009. Development in Bollinger Canyon could require an additional fire station to meet response time standards. The District reported that it does not have a training center with confined space, laddering, sprinklering, auto extrication, hose lay, or high-angle rescue facilities; there is no driving course, and the classroom capacity is inadequate. Staff presently travels to Walnut Creek or Livermore for advanced training; however, budget and land acquisition constraints to date have precluded development of a District training center.

MOFPD had evaluated potential for closing its east Orinda station (FS 43), which is located 1.7 miles from the nearest ConFire station in Lafayette (FS 16). MOFPD estimated that its response times would increase by several seconds if it were to close the east Orinda station.[269] However, both the District and ConFire acknowledge that the states are too close, and report willingness to revisit developing a better deployment plan in this area.[270]

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[268] MOFPD, *Long Range Financial Forecast*, Jan. 21, 2009, p. 2.

[269] MOFPD, *Community Standards of Coverage*, 2006.

[270] Correspondence from MOFPD Fire Chief Pete Nowicki to LAFCO Executive Officer, March 19, 2009; correspondence from ConFire Fire Chief Keith Richter to LAFCO Consultant, March 24, 2009.

Existing primary equipment includes five Type 1 engines, three Type 3 engines, one Type 4 engine, an aerial ladder truck, a water tender, three ambulances, a rescue boat, and a technical rescue vehicle. In addition, the District owns staff vehicles and maintains reserve equipment at its fire stations. The District reports its apparatus are replaced on a planned replacement schedule; its financial forecast indicates the District plans on replacing ambulances and staff vehicles after about 10 years use, urban (Type 1) engines after 15 years use, and wildland engines and ladder trucks after 20 years use.

The District's water resources for fire-fighting purposes include fire hydrants and water bodies. There were 1,431 hydrants in the District bounds in 2007, which are located in the urban areas of Moraga and Orinda. The hydrants are gravity-fed tanks and are inter-connected. There are no hydrants in outlying areas, including Bollinger Canyon and Bollinger. There are two water storage tanks in the unincorporated community of Canyon, including a recently installed 28,000-gallon water storage tank. In areas without hydrants, the District relies on water tanks, drafting out of water bodies and using water tenders. Fire flow improvement needs identified by the District include needs for water mains to be upgraded to six-inch diameter mains, and upgrades to hydrants in some areas in Orinda have low pressure and capacity. The City of Orinda voters have rejected bond ballot measures to improve water pressure for firefighting, roads and drainage on three occasions.[271]

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. The District has an ISO rating of 3 in urban areas within five miles of a fire station and 9 in the outlying areas of Bollinger Canyon, Canyon and other unincorporated areas.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. NFPA guidelines call for career fire departments to respond within six minutes 90 percent of the time, with the response time including three components: dispatch time of no more than one minute,[272] turn-out time of no more than one minute, and travel time of no more than four minutes.[273] The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban

[271] Measure N (threefold fire flow tax increase) was rejected by voters in 2002 with 62 percent favoring the measure. Measure Q ($59 million bond for water mains, roads and drainage) was rejected by voters in 2006 with 63 percent favoring the measure. Measure E ($59 million bond for water mains, roads and drainage) was rejected by voters in 2007 with 63 percent favoring the measure. These measures required a two-thirds vote.

[272] National Fire Protection Association, *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2007. The dispatch time standard is one minute 95 percent of the time.

[273] National Fire Protection Association, *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2001, p. 6.

or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, the entire District is classified as urban.[274]

The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. For emergency (Code 3) medical calls, the District is required by the Contra Costa County EMS Agency (LEMSA) to respond within 7:30 minutes 90 percent of the time throughout its service area. The District's own response time goal is a six-minute response time in urban areas and 10.5 minute response time in rural areas for fires and emergencies, although the District expects it will achieve this goal about 85 percent of the time for medical emergencies and 48-56 percent of the time for fires.[275] MOFPD ambulance response times were not available for 2007, although response time data were provided for the first six weeks of 2009. Those data indicate that MOFPD responded within 4:39 minutes 50 percent of the time, and within 7:46 minutes 90 percent of the time.[276] In other words, the District has recently met LEMSA response time requirements for its ambulance service calls, but its past compliance with response time requirements could not be confirmed due to lack of data.

The Town of Moraga has adopted fire-related policies in its 2002 General Plan, including a maximum emergency response driving time of three minutes and/or a travel distance of no more than 1.5 miles.[277] The City of Orinda has adopted fire-related policies in its 1987 General Plan, although none relate to response times. The District's 90th percentile response time for all Code 3 calls in 2007was 8:21 minutes and its median response time was 4:54 minutes. Response times were somewhat faster in Moraga where FS 41 and 42 responded in 7:37 and 8:16 minutes respectively 90 percent of the time; and at centrally located FS 44 which responded in 7:40 minutes. Orinda stations FS 43 and 45 responded in 9:09 and 9:19 minutes 90 percent of the time. MOFPD meets NFPA, Town of Moraga and its own response time guidelines much of the time, but it does not meet the guidelines 90 percent of the time. Response times exclude dispatch time. ConFire's median dispatch time was 1:10 minutes and the 90th percentile was 2:06 minutes for Code 3 calls originating in MOFPD.

The District reported service challenges include access challenges in Orinda due to steep, windy, narrow roads, as well as decay and lack of maintenance, particularly in the El Toyonal area. Outlying areas—Bollinger Canyon, the rural community of Canyon and areas near Tilden Park in Berkeley—are more than five miles from the nearest fire station and experience longer response times. Unique aspects of the service area include the significant urban-wildland interface area, Caldecott Tunnel and BART underground tunnel. Most of the undeveloped slopes in Orinda are high fire hazard

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[274] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

[275] MOFPD, *Community Standards of Coverage*, 2006, pp. 21, 36.

[276] Contra Costa EMS Agency, *Emergency Paramedic Ambulance Response Times: All Code 3 Responses, Contra Costa County, 2007*, 2009.

[277] Town of Moraga, *Moraga 2002 General Plan*, 2002, p. 8-4.

severity zones where challenges include slopes of up to 60 percent, chaparral cover, and up to 20 days per year of critical fire weather.[278]

Table 12-3: MOFPD Fire Service Profile

Fire Service			
Service Configuration			
Fire Suppression	MOFPD	PSAP [1]	Contra Costa County Sheriff
EMS - Basic Life Support	MOFPD	Fire/EMS Dispatch	ConFire
EMS - Paramedic	MOFPD	Building Review	MOFPD
Ambulance Transport	MOFPD, AMR (backup)	Public Education	MOFPD
Hazardous Materials	County Health	Weed Abatement	MOFPD
Fire Investigation	MOFPD	Academy	None
Service Demand			
	All Calls	**Priority "Code 3"**	**Non-Priority "Code 2"**
Annual Calls 2007	2,788	1,743	1,045
% EMS	65%	78%	44%
% Fire/Haz-Mat	13%	9%	19%
% Alarm	12%	3%	28%
% Other	10%	10%	9%
Service Calls per 1,000	80	50	30
% Auto Aid Given	4%	% Auto Aid Received	9%
Wildland Fires	There are on average 18-24 brush fires annually. There was a wildland-interface fire in 1988 in Orinda that affected 9 homes. In adjacent areas, the 1991 Oakland Hills fire resulted in 25 deaths and destroyed 3,463 homes in Berkeley and Oakland. The District deploys an initial assignment of four engines, a water tender, a medic unit and a battalion chief to brush fires, with more resources deployed when structures are threatened. CAL FIRE and EBRPD respond to all wildland incidents in the SRA and mutual threat zones during fire season. The Diablo Fire Safe Council is active in the District's boundary area.		
Service Adequacy		**Resources**	
ISO Rating	3/9 [2]	Fire Stations	5
Median Response Time (min) [3]	4:54	Sq. Miles Served per Station [4]	9.3
90th Percentile Response Time (min)	8:21	Total Staff [5]	92
Response Time Base Year	2007	Total Full-time Firefighters	66
Percent Certified as FF1	100%	Total On-call Firefighters	18
Percent Certified as FF2 or more	92%	Total Sworn Staff per Station [6]	16.8
Percent Certified as EMT-1	100%	Total Sworn Staff per 1,000	2.4
Percent Certified as Paramedic/ALS	54%	Staffing Base Year	FY 08-09

Notes:
(1) Public Safety Answering Point is the agency first answering 911 calls placed from land lines.
(2) MOFPD has an ISO Rating of 3 for urban areas and 9 for Canyon, Bollinger Canyon and other outlying areas without hydrants.
(3) Response time statistics were calculated for Code 3 (priority) calls in District bounds in 2007, and exclude dispatch time.
(4) Primary service area (square miles of land area) per station.
(5) Total staff includes sworn and civilian personnel, expressed as full-time equivalents, and excludes unpaid volunteers.
(6) Based on ratio of sworn full-time and on-call staff to the number of stations. Actual staffing levels of each station vary.

continued

[278] City of Orinda, *Orinda General Plan*, 1987, p. 48.

Fire Service, cont.

Human Resources[7]

Bargaining Unit:	United Professional Firefighters Local 1230		
Schedule:	48 hours on, 96 hours off rotation		
Full-time Firefighter (Top Step at Five Years Experience)			
Base Salary: $87,737	Overtime: $3,254	Qualifications:	Prefer Academy, certified as FF1 and EMT.
Full-time Paramedic (Top Step at Five Years Experience)			
Base Salary: $96,478	Overtime: $3,578	Qualifications:	Academy, certified as FF1 and paramedic.
Paid On-Call Firefighter			
Rate:	$11-13/hour on-call or training (rate	Qualifications:	Drivers license and physical exam.

Training: Training is conducted by the District in EMS, hazardous materials first responder, trench rescue, confined space rescue and firefighting for structures and wildland areas. The District staffs a full-time battalion chief as a training officer, and a full-time EMS coordinator responsible for continuous quality improvement in EMS skills. Training is conducted at standards oriented toward staff achieving certification and to address ISO training standards. Permanent sworn staff received an average of 253 hours of in-house training in 2007, and a total, including off-site training, of 542 hours of training per sworn staff member in an average year. Reserves train for 2 hours every 2 weeks. The District trains annually with BART, and identified joint training opportunities with EBRPD, countywide mass casualty drills, and live multi-company fire exercises in structure and wildland firefighting.

Service Challenges

Unique aspects of the service area include the significant urban-wildland interface area, Caldecott Tunnel and BART underground tunnel. There are significant access challenges in Orinda due to steep, windy, narrow roads, as well as decay and lack of maintenance; access is particularly difficult in the El Toyonal area. Outlying areas—Bollinger Canyon, Canyon and areas near Tilden park in Berkeley—are more than five miles from the nearest fire station and experience longer response times. In the wildland interface areas, there is significant accumulated fuel and difficult terrain.

Facilities

Station	Location	Condition[8]	Staff per Shift	Apparatus
Station 41	1280 Moraga Way Moraga CA 94556	Fair/Poor	1 Captain, 2 Engineer, 2 Firefighters	1 Aerial Ladder Truck 1 Type 3 engine 1 Ambulance
Station 42	555 Moraga Rd. Moraga CA 94556	Excellent	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine 1 Type 3 engine 1 Technical rescue vehicle
Station 43	20 Via Las Cruces Orinda, CA 94563	Fair/Poor	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine 1 Type 4 engine 1 Rescue boat
Station 44	295 Orchard Rd. Orinda CA 94563	Excellent	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine 1 Water Tender 1 Ambulance
Station 45	33 Orinda Way Orinda CA 94563	Good	1 Captain, 2 Engineers, 2 Firefighters, 1 Battalion Chief	1 Type 1 engine 1 Type 3 engine 1 Ambulance

Notes:
(7) Base salary in FY 08-09 excludes compensation for overtime hours (more than 56 weekly hours). Overtime compensation is minimal planned and mandatory overtime (72 hours per year), and excludes unplanned and voluntary overtime hours.
(8) Facility condition was reported by the fire provider. Fire station condition definitions: Excellent—relatively new (less than 10 years old) and requires minimal maintenance. Good—reliable and requires only routine maintenance. Fair—non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. Poor—replacement or major renovations are required to restore the facility and ensure reliable operation.

continued

Fire Service, cont.
Infrastructure Needs/Deficiencies
FS 41 was built in 1967 and FS 43 was built in 1952; these stations are aged, in fair-poor condition, and need rehabilitation or replacement. The District has commissioned a seismic study and disability compliance evaluation for FS 41 and 43. FS 41 is 40 years old, has seismic and ADA compliance repair needs ($27,000 planned for FY 09-10), lacks ventilated fitness facilities and turn-out room, lacks gender-segregated restrooms, lacks exhaust removal systems, and lacks an ambulance decontamination station. Replacement of FS 41 would cost up to $13 million; the rehabilitation cost is unknown. FS 43 is 56 years old, has seismic and ADA compliance repair needs ($161,000 planned for FY 09-10), drainage deficiencies, lacks ventilated fitness facilities and turn-out room, lacks exhaust removal systems, and lacks gender-segregated restrooms. Replacement of FS 43 would cost up to $6 million; the rehabilitation cost is unknown. Rehabilitation or replacement of FS 41 and 43, and construction of a new administration facility ($10.1 million) are presently unfunded capital plans. FS 45 needs removal and replacement of underground fuel storage tanks, which is scheduled for 2009. Development in Bollinger Canyon could require an additional fire station to meet response time standards. The District reported that it does not have a training center, and presently travels to Walnut Creek or Livermore for advanced training; however, budget constraints to date have precluded development of a District training center. Fire flow improvement needs include isolated needs for water mains to be upgraded to six-inch diameter mains. Hydrants in some areas in Orinda have low pressure and capacity.
Facility-Sharing and Regional Collaboration
Automatic Aid[9] As a ConFire-dispatched agency, the District both provides and receives automatic aid from the closest available resource, regardless of boundaries. **Mutual Aid**[10] Through the California mutual aid plan, the District may provide or receive aid throughout California. The District most often exchanges mutual aid response with the cities of Berkeley and Oakland, and CAL FIRE.
Current Practices: The District relies on ConFire for dispatch and radio facilities. The District relies on ConFire and Livermore-Pleasanton Fire Department for advanced training facilities. The District participates in joint training with other providers. The District participates in the East Bay Incident Management Team, USAR Task Force 4, and the Diablo Fire Safe Council. **Opportunities:** None identified.
Notes: (9) Automatic aid is automatically-dispatched aid to territory in another provider's boundary. (10) Mutual aid is aid to territory in another provider's boundary that is provided upon request and subject to availability, and is not automatically dispatched.

GOVERNANCE ALTERNATIVES

MOFPD has focused significant strategic planning and organizational effort on implementing the 1997 consolidation of Moraga and Orinda FPDs, aiming for unification of the organization. The District has not considered other government structure options since its formation. Both Moraga and Orinda have invested time and effort in consolidating their fire operations, but their consolidated district does not appear to have focused efforts on cost containment and efficiency. Service costs are $566 per person in MOFPD compared with $198 in ConFire. Median per capita costs in Bay Area fire departments were $186-8 per capita for departments without ambulance service, and $261-264 for departments providing ambulance service, as discussed in Chapter 3. KFPD and Hillsborough were the only Bay Area fire departments identified with per capita fire costs comparable to MOFPD.

Detachment of the City of Orinda from MOFPD is a government structure option resulting from community priorities, infrastructure funding needs and fairness perceptions. Separate Moraga and Orinda fire districts consolidated in 1997. A relatively high share of Orinda property taxes accrues to MOFPD, and Orinda is seeking revenue sources to address unfunded capital needs.

Orinda incorporated in 1985, after voters approved Proposition 13, and receives a relatively low share (seven percent) of property taxes compared with other cities in the county (12 percent on average). Similarly, neighboring Moraga receives a seven percent share of property taxes.[279] By contrast, MOFPD receives 23 and 19 percent in Orinda and Moraga respectively, which is substantially higher than the share accruing to other fire districts, except Kensington FPD (30 percent). The average share for fire districts in incorporated areas is 12 percent.

An Orinda citizens' task force identified growth in the MOFPD property tax revenue as a potential source of funds.[280] Specifically, the task force is concerned that the fire flow tax has not been used to improve water pipes in Orinda as voters had expected, and that Orinda's revenue contribution to the District is disproportionately high and has increased since the consolidation due to changes in property values. The task force proposed in late 2008 that property tax revenue growth in excess of 4.5 percent annually be transferred to the City for infrastructure improvements. The City Council initiated talks in January 2009 with governing body members from MOFPD and the Town of Moraga on financing concerns, forming a Tri-Agency Funding Discussion Committee. The Committee had not taken action on the matter at the time this report was drafted.

The City of Orinda cannot mandate a property tax transfer from the fire district; however, it could potentially force a transfer by detaching from the district.[281] The City of Orinda has not proposed such a reorganization, and requested that LAFCO not make any final decisions until the Tri-Agency Funding Discussion Committee reaches its own conclusions. Government structure options would involve detachment from MOFPD and establishment of an independent fire department, contracting for service from ConFire, or annexation to ConFire.[282] In order to receive the MOFPD property tax share, Orinda could not annex to ConFire; annexation to ConFire would involve transfer of the MOFPD property tax share to ConFire. Although the property tax share would transfer if the City were to detach from MOFPD, assets and liabilities would be transferred as well. In the case of MOFPD, a pro rata share of unfunded liabilities associated with employee benefits would presumably transfer. In addition, LAFCO would consider the impact on the remaining portion of the district of leaving behind difficult-to-serve areas, such as the unincorporated community of Canyon. To ensure that such a reorganization is in the City's best interests, the City would need impartial financial analysis of this governance option, the costs of operating an independent fire department and the costs of contracting for service from ConFire.

Annexation of MOFPD to ConFire is another government structure option. This governance option has not been proposed by MOFPD or ConFire, and was rejected by Orinda voters in 1994. The District, the City of Orinda and residents commented that residents prefer the higher service levels provided by MOFPD to the service level offered by ConFire. ConFire is situated adjacent to MOFPD, is the closest provider with access to the urban areas in the District and, as a result, is the lowest-cost alternative service provider. MOFPD has relatively high service costs, and could

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[279] As a result of Tax Equity Allocation (TEA) adopted by the Legislature in 1988, cities must receive at least seven percent of the property taxes generated within their borders with the revenues coming from the county's share of the property taxes.

[280] City of Orinda Revenue Enhancement Task Force, *Revenue Enhancement Task Force Report to the City Council*, Nov. 18, 2008.

[281] MOFPD could voluntarily agree to a property tax transfer pursuant to Revenue and Taxation Code §99.02(f).

[282] CAL FIRE is an unlikely alternative service provider, as it does not have a fire station in the area.

potentially benefit from cost savings afforded by economies of scale available to a larger fire department. Service costs were $566 per person in MOFPD in FY 07-08 compared with $198 in ConFire. There is currently some coordination between MOFPD and ConFire. To marshal adequate resources for a structure fire response team and to backfill stations when there are simultaneous incidents, MOFPD and ConFire provide each other with automatic aid. MOFPD contracts with ConFire for dispatch and radio services, and uses ConFire's advanced training facilities. If the areas in MOFPD were to annex to ConFire, the MOFPD property tax would transfer to ConFire and the cities would not receive a share of the MOFPD property tax.

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) Residential population growth in the MOFPD boundary is projected to be relatively low compared with the countywide average. Growth in Moraga is expected to outpace growth in Orinda and neighboring Lafayette, but will be slower than in neighboring Walnut Creek. Residential growth areas include Bollinger Canyon, Palos Colorados, Rancho Laguna, Indian Valley, Orinda Village, and Montanera Gateway. In the long-term, growth is expected to increase the population from 34,854 in 2008 to 37,328 in 2030.

2) Commercial growth is projected to be relatively low in MOFPD compared with the countywide average, and significantly higher than in neighboring areas. Job creation in Moraga is expected to outpace Orinda and neighboring Lafayette, and to be comparable with neighboring Walnut Creek. In the long-term, growth is expected to increase the job base from 12,798 in 2008 to 13,922 in 2030.

3) Service demand levels are average in the District, with 80 incidents annually per 1,000 people compared with the countywide average of 79 incidents per 1,000.

4) MOFPD presently engages in growth planning by collaborating with land use authorities—the cities of Moraga and Orinda—in crafting mitigation measures for new projects and forecasting their financial effects on the District. The District estimated the impacts of station reconfigurations and anticipated development on response times in 2006. MOFPD reported that it is preparing in 2009 a development impact fee nexus study focused on long-term infrastructure and financing needs. Once implemented, this will represent an improvement, as growth planning has not been comprehensive and development impact fees have not been consistently and uniformly collected in the past.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

5) MOFPD operates five staffed fire stations. Three stations are in good to excellent condition. Two are aged and appear to need seismic retrofit; replacement of the two stations would cost $16 million. Unfunded capital plans include a new $10 million administration facility and a training center. Due to slow revenue growth and the impact of the 2008

financial collapse on the District's pension liabilities, MOFPD is presently deferring infrastructure spending. MOFPD replaces apparatus on a regular cycle after 10-20 years use.

6) In Orinda, there are water mains that need to be upgraded and hydrants in some areas have low pressure and capacity. Local voters have rejected bond ballot measures three times in recent years to improve water pressure for firefighting.

7) MOFPD plans for capital needs through its annual budget process and periodic facility needs assessments. Future development in Bollinger Canyon, which is located in a high fire hazard severity zone, would require an additional fire station to provide adequate response times. Other growth-related capital needs have not yet been identified. The District could improve its capital planning for growth by completing and implementing the development impact fee nexus study, which the District reported to be in progress in 2009.

8) The MOFPD service areas contain extensive areas in the extremely high fire hazard severity zone (Canyon and western Orinda) and in the high fire hazard severity zone (the remainder of Orinda, Bollinger Canyon and outlying areas in Moraga). To protect these vulnerable areas, the District conducts comprehensive inspections, hydrant testing, and public education campaigns. MOFPD requires sprinklers on new construction and remodels, and requires property owners to manage vegetation. The District's recent fire prevention activities include a wildfire risk assessment and development of a vegetation management program.

9) In the urban areas, MOFPD provides adequate service levels. MOFPD meets response time guidelines much of the time, but falls short of meeting guidelines 90 percent of the time. MOFPD's staffing level of 1.9 sworn staff per 1,000 people is substantially higher than the countywide average (0.8), as well as the Bay Area median for urban fire providers (0.9). Unlike most other fire departments, MOFPD provides ambulance transport services directly; however its staffing level is still substantially higher than SRVFPD (also an ambulance provider) with 1.2 sworn staff per 1,000 people and the Bay Area median for fire departments with ambulance service (1.4). Based on staff certification levels, MOFPD staff credentials and skills appear to be adequate. Training hours per sworn staff member are higher than the countywide average.

10) Bollinger Canyon, Canyon and other outlying portions of MOFPD lack fire hydrants, and experience longer response times due to distance from fire stations and the hilly topography. Growth potential in these areas is constrained by the countywide urban limit line and development of hydrants would be expensive due to relatively low densities in these areas. MOFPD relies on water tanks on its engines, water tenders and drafting from water tanks to provide fire-fighting service to these areas.

11) The District identified service challenges in Orinda area due to decayed roads and lack of street maintenance and access challenges on steep, windy, narrow roads, particularly in the El Toyonal area.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

12) MOFPD has the financial ability to provide adequate services. The District's expenditures per population served ($566) are higher than other providers in the County (median of

$209). The District reported that the 2008-9 recession has slowed revenue growth and increased future pension obligations, and that the District is adjusting by deferring capital expenditures and negotiating sustainable employee benefits. Otherwise, the District did not identify cost-saving measures to economize on expenses. MOFPD has adequate financial reserves. The District has significant long-term debt, most of which funded pension liabilities, as well as OPEB liability.

13) The District should implement development impact fees to ensure that new development does not have negative impacts on service levels, and is presently planning to do so in 2009.

14) MOFPD relies on property taxes for 85 percent of its revenue, and receives an above-average share of property taxes compared with other fire districts in the County. Its share of property taxes is 23 percent in Orinda and 19 percent in Moraga; by comparison, the average fire district share was 12 percent in incorporated areas. The City of Orinda faces financial pressures, in part because voters have repeatedly rejected bond measures intended to fund street and water infrastructure needs. A portion of the MOFPD property tax share is a potential source of funds for the City.

15) MOFPD relies on ambulance fees for five percent of its revenues, and its fees are comparable to the countywide and regional average. MOFPD relies on a special tax for five percent of its revenues, and most recently increased the tax rate in FY 08-09.

16) Financing opportunities include debt financing approaches, such as bonds, capital leases and private loans.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

17) MOFPD practices facility-sharing and regional collaboration to economize on costs and improve service levels.

18) MOFPD relies on ConFire for dispatch and radio facilities. As a ConFire-dispatched agency, the District participates in closest-resource dispatching, and responds to emergencies regardless of boundaries. This most often involves exchanging automatic aid with ConFire's Lafayette and Walnut Creek station areas.

19) The District exchanges mutual aid response with the cities of Berkeley and Oakland, and CAL FIRE.

20) The District relies on advanced training facilities at ConFire and the Livermore-Pleasanton Fire Department. Joint training in EMS and classroom training in structure firefighting and initial hazardous materials response is conducted with surrounding jurisdictions.

21) The District did not identify facility sharing opportunities. The District is not participating in a collaboration among other public safety providers in Contra Costa and Alameda counties to develop a fully interoperable communication system.

22) There is potential for combining the service areas of its east Orinda fire station with a neighboring ConFire station less than two miles away. MOFPD and ConFire should reevaluate deployment in this area.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

23) MOFPD demonstrated accountability based on the measures of contested elections, constituent outreach efforts, transparency, and disclosure practices.

24) The District demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

25) The District would benefit from benchmarking its costs against comparable service providers to explore cost savings and promote efficiency.

26) Detachment of the City of Orinda from MOFPD is a government structure option. Separate Moraga and Orinda fire districts consolidated in 1997. A relatively high share of Orinda property taxes accrues to MOFPD, and Orinda is seeking revenue sources to address unfunded street, drainage and water infrastructure needs. A citizen task force identified the MOFPD property tax revenue as a potential source of funds. Associated government structure options would involve detachment and annexation to ConFire, contract service with ConFire or establishment of an independent fire department.

27) Annexation of MOFPD to ConFire is a government structure option. ConFire is situated adjacent to MOFPD, and is the closest provider with access to the urban areas in the District. MOFPD has relatively high service costs, and could potentially benefit from cost savings afforded by efficiencies available to a larger fire department.

AGENCY SOI UPDATE

There are several government structure options to be considered in updating the MOFPD SOI, which were discussed in the "Governance Alternatives" section earlier in this chapter.

SOI OPTIONS

Given the considerations addressed in the MSR, three options are identified for the MOFPD SOI:

SOI Option #1 – Increase SOI to Include Service Area

If LAFCO determines that 101 acres of territory annexed to the District in 1998 and within the District's service area should remain within District bounds, then the SOI should be expanded to encompass the affected territory.

SOI Option #2 – Reduce SOI to Exclude Orinda

If LAFCO determines that Orinda should be allowed to initiate detachment to attempt to obtain more cost-effective services, then the SOI should be reduced to exclude the City of Orinda bounds.

SOI Option #3 – Zero SOI

If LAFCO determines that local agencies or voters should be allowed to initiate annexation of MOFPD to ConFire, then the SOI should be reduced to a zero SOI to indicate that LAFCO would consider dissolution of the District.

RECOMMENDATION

It is recommended that the SOI be expanded in the short-term to include the 101-acre annexation already within the District's bounds and service area, and that the MOFPD SOI be designated as "provisional" and contingent on engaging in earnest discussions relating to cost savings, efficiency and revenue allocation among the affected agencies.

Specifically, LAFCO could adopt a provisional SOI for MOFPD to promote incentives for the agencies to attempt to resolve their financial differences directly. The provisional SOI would automatically expire at the expiration of a 12-month period (from the date of actual SOI update) and be subject to reconsideration by LAFCO at that time. If incentives are deemed necessary to encourage the District to participate in discussions, LAFCO could choose to provide that the provisional SOI revert to an SOI that excludes Orinda, although LAFCO could choose to override the reversion. Alternatively, LAFCO could adopt a provisional SOI that would revert to a zero SOI if Moraga wishes to explore less costly service alternatives.

Further, the recommendation is for LAFCO to establish concrete objectives associated with the provisional SOI in order to ensure that MOFPD devotes substantive and timely effort. For example, LAFCO might require the District and the cities jointly or separately to report back after 12 months on whether District costs align with community priorities and needs, cost efficiency plans, cost-saving measures, voluntary property tax transfers, alternative funding mechanisms for municipal infrastructure needs, and/or fiscal impacts of detachment.[283] To ensure that progress is made throughout the 12-month period, LAFCO may wish to require the affected agencies to jointly or separately submit a written progress report after a six-month period.

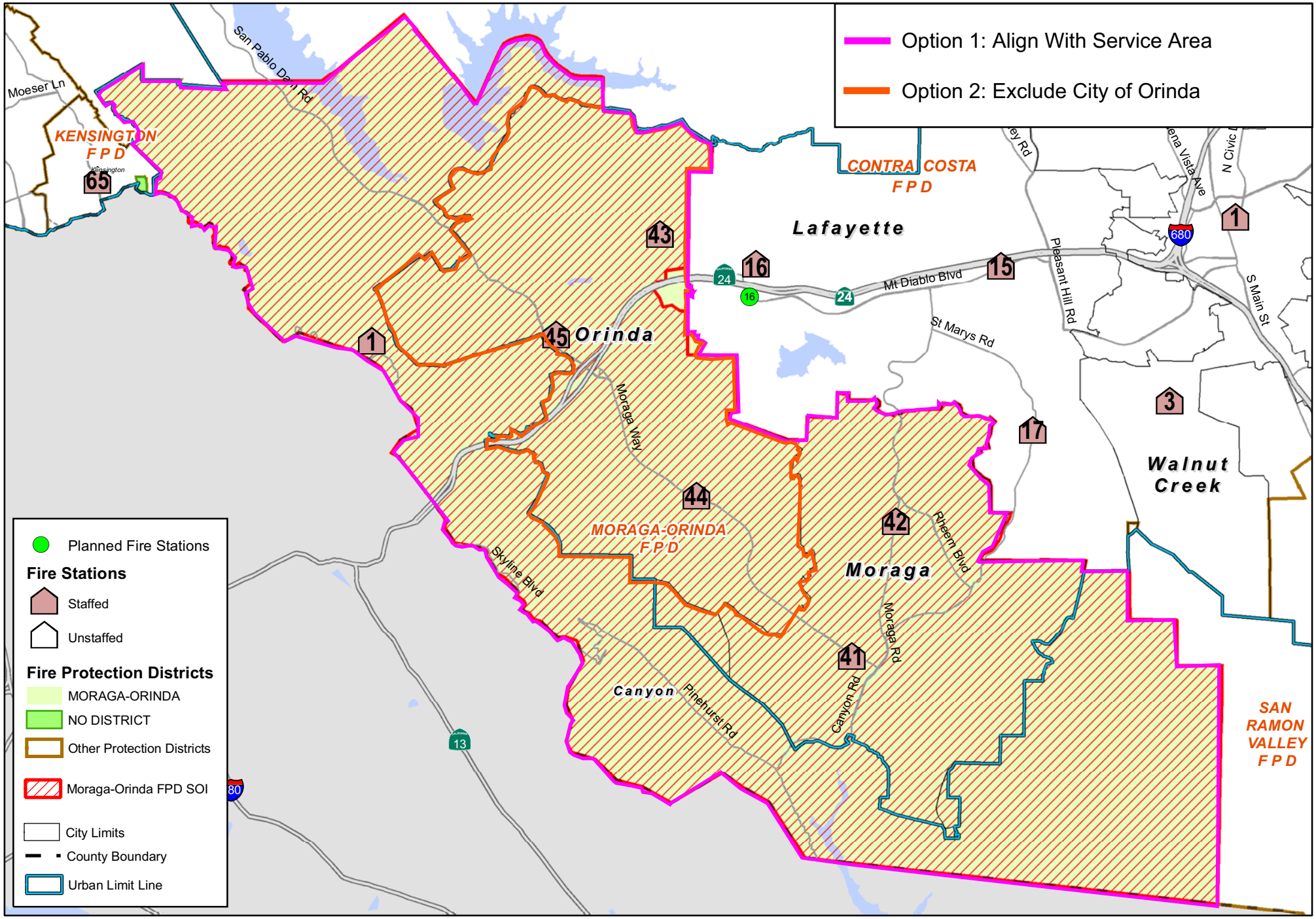
The intent of an SOI is to identify the probable areas for an agency's services in the foreseeable future. Pursuant to the Contra Costa LAFCO policies relating to an SOI, LAFCO discourages inclusion of land in an agency's SOI if a need for services provided by that agency within a 5-10 year period cannot be demonstrated.[284] Territory included in an agency's SOI indicates the probable need for service has been established, and that the subject agency is determined by LAFCO to be the most logical service provider. SOIs generally will not be amended concurrently with an action on the related change of organization or reorganization. A change of organization or reorganization will not be approved solely because an area falls within the SOI of any agency.

[283] Alternative funding approaches, such as establishment of water rates directly or through EBMUD for water improvements, securitizing gas tax revenues to finance road improvements, or issuance of a lease revenue bond, could be explored.

[284] Contra Costa LAFCO, *Contra Costa LAFCO Policies and Standards*, Section 2.1, pp. 3-4.

Map 12-3

Moraga-Orinda Fire Protection District Boundary and Sphere of Influence



Map created 01/09/2009
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GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
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SOI ANALYSIS AND DETERMINATIONS

Table 12-4: MOFPD SOI Analysis

Issue	Comments
SOI update recommendation	SOI expansion to include the 101 acres annexed to the District in 1998, but not included within the SOI at the time. The territory is located along the eastern Orinda border of the District adjacent to the City of Lafayette. The recommended SOI is provisional, and would be subject to update at the end of a 12-month period if the cities and District are unable to resolve the matters described above.
Services provided	MOFPD provides fire and emergency medical services including paramedic and ambulance transport. MOFPD contracts with ConFire for dispatch and radio services. AMR, a privately owned ambulance company, serves as a back-up for ambulance transport services.
Present and planned land uses in the area	Present land uses in the incorporated areas of Moraga and Orinda are predominantly residential and commercial, with commercial areas concentrated in the city centers. Residential areas consist primarily of detached single-family residences. The cities both contain significant open space. Land uses in the unincorporated areas are primarily open space, consisting of canyons and regional parkland due to the mountainous topography. The SOI expansion areas are located within the City of Orinda, and consist of residential areas. Planned future land uses within the existing SOI include new residential and open space development in the Rheem Valley area of Moraga, residential and commercial development southwest of the Town of Moraga in the Bollinger Canyon area, as well as Orinda Village and Montanera Gateway in Orinda.
Location of facilities, infrastructure and natural features	There are five fire stations located within the District, three in the City of Orinda and two in the Town of Moraga. Natural features that affect fire services include the hilly topography throughout the District, particularly the eastern slope of Berkeley Hills situated next to the western boundary.
Projected growth in the District/Recommended SOI	Projected growth in the recommended SOI expansion area is minimal due to the fact that the area is a built-out residential community already within MOFPD bounds. The projected population growth rate within the entire district from 2008 to 2030 is seven percent, whereas the projected growth rate for the Town of Moraga is 10 percent and four percent for the City of Orinda.
Present and probable need for public facilities and services in the area	There is a present and probable need for public facilities and services in the area as the proposed SOI expansion area was annexed into the District in 1998.
Opportunity for infill development rather than SOI expansion	SOI expansion would have no effect on infill development as all affected areas already receive fire and EMS services.
Service capacity and adequacy	The MSR did not identify any capacity or service adequacy issues that would prevent MOFPD from continuing to serve its boundary area.

Social or economic communities of interest	Communities of interest within the District include the incorporated cities of Moraga and Orinda, and the unincorporated community of Canyon. Other social and economic communities of interest within the District include St. Mary's College in Moraga, Redwood Regional Park, Robert Sibley Regional Preserve, Charles Lee Tilden Regional Park and Golf Course, and portions of Wildcat Canyon Regional Park, and the San Pablo and Briones Reservoirs. The only community of interest in the SOI expansion area is the City of Orinda, as both areas are within the existing City limits.
Effects on other agencies	SOI expansion for MOFPD has an effect on ConFire, as the affected 101-acre area would also need to be removed from the ConFire SOI for consistency.
Potential for consolidations or other reorganizations when boundaries divide communities	A potential reorganization involves detachment of the City of Orinda with the City providing service directly, or by contract with ConFire.
Willingness to serve	A willingness to serve has been demonstrated by the District annexing these areas to the District in 1998.
Potential effects on agricultural and open space lands	There would be no effect on agricultural and open space lands as the areas in question are already within the District boundary and service area.
Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.

13. RODEO-HERCULES FIRE PROTECTION DISTRICT

Rodeo-Hercules Fire Protection District (RHFPD) provides fire protection and emergency medical services to the City of Hercules and the unincorporated community of Rodeo.

AGENCY OVERVIEW

FORMATION AND BOUNDARY

The Rodeo Fire District was formed on February 26, 1937 as an independent special district.[285] The District was formed to provide fire protection services in the unincorporated community of Rodeo. The name of the District was subsequently changed from the Rodeo Fire Protection District to the Rodeo-Hercules Fire Protection District by the District board.[286]

The principal act that governs the District is the Fire Protection District Law of 1987.[287] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[288] Districts must apply and obtain LAFCO approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the District at the end of 2000.[289]

The land area of RHFPD includes the City of Hercules in the southwest, the community of Rodeo in the north, and other areas of unincorporated Contra Costa County to the east, as shown on Map 13-1. The District has a boundary area of approximately 32 square miles, of which 14 square miles is submerged in the San Pablo Bay to the west and 17.6 square miles is land area.

The existing SOI for RHFPD is coterminous with its bounds. The SOI for RHFPD was adopted in 1984 to accommodate the Marsten/Hercules Boundary Reorganization, and include an annexable area to the north, consisting of the Union Oil Refinery.[290] The SOI was amended by LAFCO in 1996 to accommodate the Unocal Annexation; however, this area was already within the

[285] Official formation date, according to Board of Equalization index for District. The Rodeo Volunteer Fire Department formed in the early 1920s, and purchased the fire station in Rodeo in 1927.

[286] The annexation of the City of Hercules occurred in 1978.

[287] Health and Safety Code §13800-13970.

[288] Health and Safety Code §13862.

[289] Government Code §56824.10.

[290] The LAFCO Resolution adopting the SOI (dated December 12, 1984) stipulated that "a proposal to annex to the City of Hercules that portion of the area known as Marsten Ranch which is within said City's SOI and to concurrently detach such area from Pinole FPD and annex it to Rodeo FPD shall be construed as consistent with these fire district SOIs."

SOI for RHFPD that was adopted in 1984.[291] The SOI for the District was affirmed by LAFCO on April 14, 2004.[292]

Boundary History

There have been nine annexations to the RHFPD boundary since formation in 1937, according to State Board of Equalization (BOE) records, four of which occurred in the pre-LAFCO period. The Contra Costa LAFCO record for RHFPD begins with the 1977 annexation of the City of Hercules area to the Rodeo Fire District. In 1980, the Sunset Boundary Reorganization annexed nearly 13 acres to RHFPD, the City of Hercules and East Bay Municipal Utility District, and detached the area from Pinole Fire Protection District. The 1984 Hanna Ranch Boundary Reorganization annexed nearly 66 acres to RHFPD, detaching 60 acres from Pinole Fire Protection District and six acres from Contra Costa County Fire Protection District.[293] The 1985 Marsten/Hercules Reorganization annexed 124-acres to the City of Hercules and RHFPD, and detached the area from Pinole Fire Protection District. Most recently, the 1996 Unocal Annexation added approximately 433 acres to the District, consisting of the Unocal San Francisco Refinery area.

Table 13-1: RHFPD Boundary History

Project Name	Acres	LAFCO Resolution Number[1]	Date[2]
Formation		NA	2/26/1937 (B)
Pre-LAFCO Annexation		NA	8/15/1949 (B)
Pre-LAFCO Annexation		NA	1/30/1950 (B)
Pre-LAFCO Annexation		NA	1/4/1955 (B)
Pre-LAFCO Reorganization		NA	8/24/1965 (B)
Hercules Portion Annexation	9,866.0	NA	10/5/1977 (L)
Sunset Boundary Reorganization	12.7	NA	8/13/1980 (L)
Hanna Ranch Boundary Reorganization	65.8	83-32	1/11/1984 (L)
Marsten/Hercules Boundary Reorganization	124.0	85-7	4/10/1985 (L)
Unocal Annexation	433.0	96-23	10/9/1996 (L)

Notes:

(1) "NA" indicates LAFCO records are not available

(2) "L" indicates that the official date is according to the LAFCO action date and "B" indicates that the official date is according to the Board of Equalization filing.

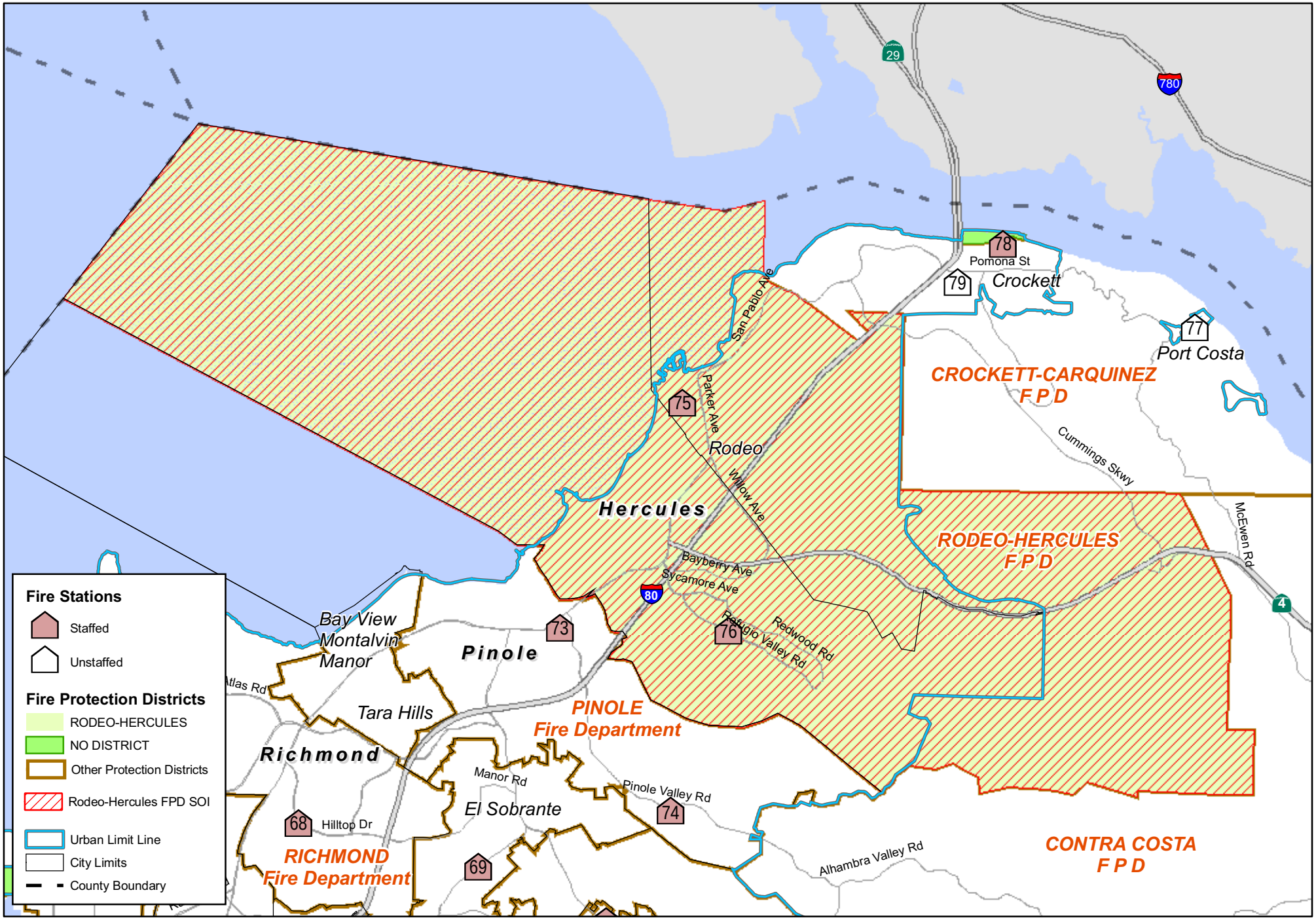
[291] LAFCO Resolution No. 96-4.

[292] Contra Costa LAFCO MSR and SOI Update for fire protection districts within Contra Costa County.

[293] The 66 acres annexed to RHFPD was included in a larger, 590-acre area annexed to the City of Hercules in the reorganization.

Map 13-1

Rodeo-Hercules Fire Protection District Boundary and Coterminous Sphere of Influence



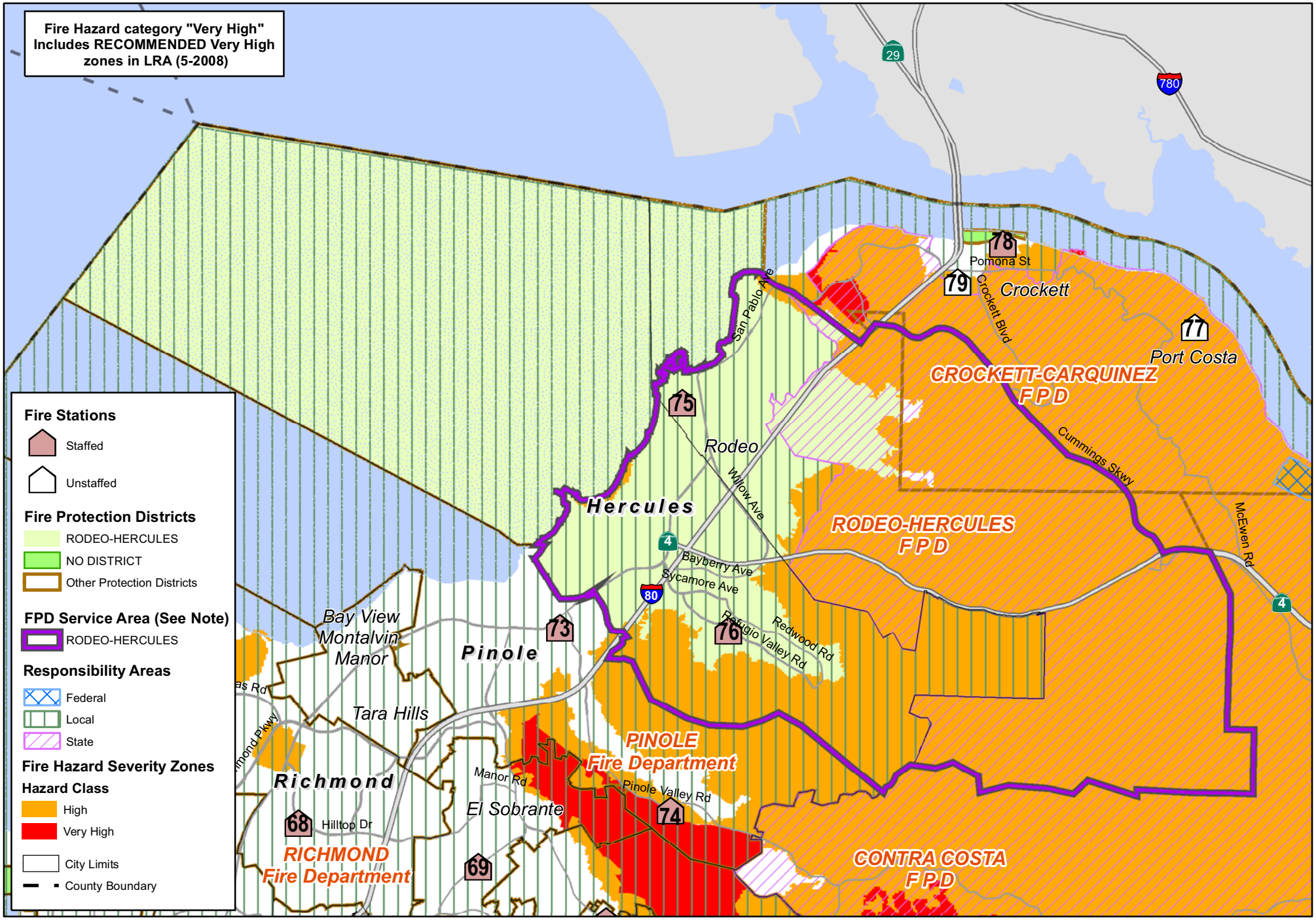
Map created 01/09/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

Miles
0 0.25 0.5 1

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

Map 13-2

Rodeo-Hercules Fire Protection District Boundary and Service Area



Map created 04/21/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

Miles
0 0.25 0.5 1

Note: The boundary is the geographic area where the fire provider is legally responsible for providing service. The service area on this map is an approximation of the geographic area where this fire provider was typically the first provider (as of January 2009) to arrive on scene. To minimize response times, actual service areas differ from boundaries as a result of dispatching practices, service contracts, automatic aid agreements, and other agreements.

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The District has a five-member governing body. Board members are elected at large to staggered four-year terms. Board meetings are held monthly. The last contested election for a board seat occurred in 2006, when three seats were filled. A Community Advisory Panel assists the District with community outreach and functions as a sounding board to help gauge the reactions of the community to issues and actions of concern. The panel meets monthly.

Table 13-2: RHFPD Governing Body

Rodeo-Hercules Fire Protection District				
Governing Body				
Members	**Name**	**Position**	**Began Serving**	**Term Expires**
	Beth Bartke	Chairperson	2006	2012
	John Sherman Mills, Jr.	Secretary	2008	2012
	Walter Trujillo	Director	2008	2010
	Bill Prather	Director	1994	2010
	J. R. Stafford	Director	2006	2010
Manner of Selection	Elections at large			
Length of Term	Four years			
Meetings	Date: 3rd Wednesday of each month	Location: Rodeo Fire Station, 326 Third Street Rodeo, CA 94572		
Agenda Distribution	Online			
Minutes Distribution	By request from administrative office			
Contact				
Contact	Fire Chief			
Mailing Address	1680 Refugio Valley Road, Hercules CA 94547			
Email/Website	firechief@rhfd.org	http://www.rhfd.org/		

The District updates constituents and customers through public outreach including an annual open house and public education programs for local schoolchildren free of charge. The District maintains a website with information on services and operations, financial reports, fee schedule, and public education programs. The District offers a Community Emergency Response Team (CERT) training program free of charge to residents and businesses three times each year. The CERT training consists of an eight-session program designed to enhance disaster preparedness among community members. The Community Advisory Panel participates in holiday events and public safety outreach programs. Agendas for upcoming board meetings are posted online.

With regard to customer service, complaints may be submitted through the Administrative office. The District reported that no complaints were filed in 2007.

The District demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO map inquiries and document requests.

MANAGEMENT

The District's staff consists of 21 full-time staff and 15 paid on-call staff.[294] The Fire Chief and Battalion Chief are the key management personnel. Each morning when the shifts change, a conference call is held to update the chief officer on activities in the prior 24 hours and identify personnel on duty. The Battalion Chief is responsible for fire prevention and investigation, plan checks, and review of CEQA documents. Captains are responsible for maintenance and care of fire apparatus, equipment, buildings and grounds, and for conducting two hours of training each shift for his crew. Responsibility for other duties, such as business fire inspections, school programs, and fire prevention programs, are assigned to captains and most of the engineers and firefighters. The Fire Chief monitors the various programs and staff.

All District employees are evaluated annually. New hires and personnel on one-year probation are evaluated quarterly. The District is up to date on staff performance evaluations.

District performance is evaluated periodically by the Insurance Services Office (ISO); an ISO evaluation was most recently completed in 2006. The District monitors productivity by tracking the number of service calls by area and by evaluating special response and greater alarm incidents. The District benchmarks compensation information to neighboring and comparable service providers, but does not practice benchmarking of performance indicators.

The District reported that its financial planning efforts include annual budgets, annual financial audits, and capital improvement plans. The District's most recent audit was completed for FY 06-07. The District produces a ten-year capital improvement plan (CIP), and updates it annually. The most recent CIP was completed in 2008. The District does not directly prepare long-term capital plans associated with development impact fee studies; however, the City of Hercules and the County collect fire-related development impact fees (DIF) on behalf of the District. Presently, there are two separate DIF nexus studies: the City of Hercules DIF nexus study was last updated in 2001 and the unincorporated area DIF nexus study was last updated in 1986. The District and the City of Hercules are jointly updating the DIF nexus study with the scope including the entire District boundary area, and anticipate public release of the new study in FY 08-09.

Awards, honors and accomplishments between 2003 and 2008 include a gold medal award from Fire Agencies Self Insurance System (2004), recognition of three personnel for life-saving EMS services by the Contra Costa County EMS Agency (2007), recognition of the District's administrative assistant by the California Fire Chiefs Association (2007).

SERVICE DEMAND AND GROWTH

Existing land uses within the District are primarily residential, commercial, industrial, and open space. Residential areas are concentrated in the western portion of the District's land area, with higher densities generally located west of I-80. Commercial areas are located along highways and major roads, but also concentrated in the town centers. Industrial activity is located along the

[294] The District has authorized up to 20 paid on-call (reserve) firefighters, conducts recruitment drives approximately every other year, and plans a recruitment drive in 2009.

coastline and consists of a large industrial park and the headquarters of a biological research company in Hercules, and the ConocoPhillips San Francisco Oil Refinery in Rodeo. Open space is primarily located in the eastern half of the District's land area, especially in the Franklin Canyon area and the adjacent hills. Approximately half of the RHFPD boundary area consists of water area in the west of the District.

The District considers its customer base to be the structures within the District boundaries and individuals living or traveling in the District. Peak demand occurs during peak commute times (rush hour) on I-80 and SR 4.

Both the Rodeo and Hercules fire stations experience moderate levels of demand. The Rodeo station responded to 1,299 service calls in 2007, and the Hercules station responded to 1,207 service calls. By comparison, the median fire station in the County fielded 1,207 calls.

Local business activities include the ConocoPhillips oil refinery, an industrial park with underground fuel pipelines, and local-serving retail. The estimated number of jobs in 2005 was 4,246, based on analysis of GIS, Census and 2007 ABAG projections data. The projected job growth rate from 2005 to 2030 is 87 percent, which is higher than the countywide projected growth of 46 percent over that period.

The estimated residential population in the District bounds was 28,177 at the time of the 2000 Census. The District's population density was approximately 1,603 per square mile in 2000, compared with the countywide density of 1,317. The estimated number of residents in 2008 was 32,317, based on analysis of GIS, Census and 2007 ABAG projections data. The projected population growth rate from 2008 to 2030 is 17 percent, which is somewhat lower than the countywide projected growth of 20 percent over that period but higher than projected growth in the neighboring areas of Pinole, San Pablo and Crockett.

The City of Hercules has plans for extensive development along its waterfront. Growth strategies within the City of Hercules and the community of Rodeo emphasize pedestrian and transit-oriented, mixed use and infill projects.[295] A transit center including train, ferry, and bus services is planned along Bayfront Blvd. near Refugio Creek, with construction scheduled to begin in 2010. Major infill projects for the City of Hercules consist of the New Town Center and Sycamore Downtown projects, which will incorporate residential and commercial land uses at urban densities within the existing core of the City.[296] Both the City of Hercules and the community of Rodeo have established the waterfront as a potential growth area, through residential, recreational and commercial mixed use development.[297] An additional growth area for the City of Hercules is the 44-acre Hilltown area, bounded by John Muir Parkway to the south, San Pablo Avenue to the west, the Victoria By The Bay development to the north, and by I-80 to the east.

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[295] City of Hercules General Plan, Land Use Element, 1998, p. II-11 and County of Contra Costa General Plan, Land Use Element, 2005, p. 3-55.

[296] Hercules Projects, http://www.ci.hercules.ca.us/index.aspx?page=199 URL accessed 1/21/09.

[297] County of Contra Costa General Plan, Land Use Element, 2005, p. 3-56.

The City of Hercules's General Plan was last updated in 1998. The City adopted the following fire protection objective: ensure that adequate fire protection is provided throughout the city and that all new structures conform to current fire safety standards. In order to meet the objective, the City adopts several policies and programs: the City should continually evaluate the alternatives for providing adequate fire service to meet the changing needs of the City in the most efficient manner, new development shall be designed to minimize exposure to fire hazards by including measures to promote fire safety, the City shall work with RHFPD to determine specific needs for fire protection when a particular development proposal is reviewed, and assist the District in processing the collection of fire impact fees.[298]

The County's adopted policies are to ensure that fire stations are located within 1.5 miles of developments,[299] to achieve a maximum running time of three minutes or 1.5 miles from the first-due station, to achieve response times of five minutes, to maintain at least three firefighters per station in urban and suburban areas, to consider consolidation of fire agencies when appropriate, and to save costs by sharing support services and facilities.[300]

RHFPD is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The District reports that it anticipates having the capacity to accommodate anticipated growth, which it primarily expects to occur in Hercules. For operational needs, the District and the City of Hercules are considering an arrangement whereby the City's redevelopment agency would fund a full-time training officer and a part-time public education officer. The District does not have any specific plans for developing additional fire stations in the future. The City of Hercules charges a development impact fee for new development that is passed through to the District, and the County does so in the unincorporated areas; thus, development is expected to pay for future capital needs.

FINANCING

The District reported that the current financing level is adequate for operations, but that development impact fees need to be increased to cover capital cost inflation. The District reported that property tax revenues associated with the refinery property (annexed in 1996) are inadequate to cover the additional expense associated with protecting this combustible facility. The District began funding its retiree health care liability a year early and began financing paramedic services in 2006 with a slightly positive fiscal impact. The District has successfully obtained grant funding to help fund paramedic services and new training facilities. The District indicated that funding may become an issue once the area is further developed due to extensive redevelopment project areas. The District is not considering additional assessments, as it already has assessments in place.

Under the presently recessionary economic conditions, the District anticipates a decrease in assessed valuations and property taxes in FY 09-10 and possibly thereafter. The District faced a significant increase in salary and employee benefit costs in FY 08-09, and has thus far managed to

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[298] City of Hercules, *City of Hercules General Plan*, 1998, pp. VI-19 to VI-20.

[299] Contra Costa County, *General Plan 2005-2020*, 2005, p. 4-8

[300] Contra Costa County, *General Plan 2005-2020*, 2005, pp. 7-29- 7-30.

finance these increased costs. The cost increases include significant increases in retirement, health care and workers compensation, pre-funding of retiree health care benefits, and a negotiated salary increase of six percent over the prior year. To date, revenue growth in FY 08-09 has been flat.

The District practices appropriate fund accounting by separating grant and development impact fee revenues from operating funds, as required.

The District's total revenues were $5.3 million in FY 07-08. Revenue sources include property taxes (66 percent), assessments (25 percent), grants (6 percent), interest income (2 percent), and miscellaneous sources. The District's share of property tax revenues was six percent in Rodeo and six percent in Hercules in FY 07-08; by comparison, the average fire district share was 12 percent in cities (served by fire districts) and 13 percent in unincorporated areas. The District has assessments in place of $111 per risk unit in Rodeo and Hercules; the average home is one risk unit. The assessments were most recently increased in 1998; there is no inflation escalator built into the assessments, so a vote would be required to increase them. Development impact fees generated less than one percent of the District's revenue in FY 07-08. The fire-related development impact fee in Hercules was established at $833 per new housing unit in 2001, the fee charged in Rodeo is $0.166 per residential square foot developed. The new DIF is expected to be increased in FY 08-09 to approximately $1,012 per new unit throughout the District.

The District's expenditures were $4.9 million in FY 07-08. Of this amount, 84 percent was spent on compensation, four percent on capital projects, three percent on radio and communications, and the remainder on services and supplies.

The District reported $0.3 million in long-term debt at the end of FY 07-08. The debt consisted of compensated absences for vacation pay benefits earned. RHFPD offers pension benefits to its employees through the CCCERA defined benefit plan. Unfunded pension liability was estimated as $4.1 million as of the end of 2007.[301] Due to the recent 20 percent decline in pension assets, the District has incurred additional unfunded pension liability although precise estimates were not available at the time this report was drafted.[302] The District offers personnel other post-employment benefits (OPEB) and began funding this $6.3 million liability in FY 08-09 at an annual cost of $606,000 annually.

The District does not have a formal policy on maintaining financial reserves. The District had $3.1 million in unrestricted net assets at the close of FY 07-08. Most (87 percent) of the District's reserves were set aside for capital projects, and $0.6 million was the unreserved general fund balance. General fund reserves were 12 percent of annual expenditures in FY 07-08; in other words, the District maintained 1.5 months of operating reserves.

The District engages in joint financing arrangements related to insurance. The District is a member of the Contra Costa County Fire District Insurance Pool (for public liability, property damage and self-insurance) and the Fire Agencies Self Insurance System (for workers compensation

[301] CCCERA, "Determination of Unfunded Actuarial Accrued Liability for the Employers as of December 31, 2007," June 27, 2008.

[302] CCCERA, "Projections of Employer Contribution Rate Changes Based on Various Market Value Investment Return Scenarios for 2008," November 18, 2008.

insurance). The District is a member of the East Bay Regional Communications System Authority, which is developing an inter-jurisdictional communications system.

FIRE SERVICE

NATURE AND EXTENT

The District provides fire suppression (structural, vehicle, and vegetation fires) and prevention, Basic Life Support (BLS) and Advanced Life Support (ALS) for medical emergencies, rescue, initial hazardous materials response, fire inspection, fire investigation, public education, and fire building plan review services.

The District provides EMS services until American Medical Response, a privately owned ambulance company, arrives to continue Advanced Life Support and provide ambulance transport services. The District contracts with ConFire for dispatch and radio services.

The District's primary fire prevention strategy is review of construction plans for appropriate fire safety systems, fire department access, and water supply for firefighting. The District instructs wildland safety and awareness training.

The District responds to hazardous material incidents to provide initial identification and isolation. The City of Richmond and Contra Costa County Health Services Department provide specialized hazardous material response.

The District checks fire plans for new development prior to construction. Annual fire safety inspections are completed on all public assembly, school, adult care, and day care facilities, and other businesses. The District conducted 164 business inspections in 2007.

The District provides disaster preparedness training to the public through its Community Emergency Response Team (CERT) program. Community members are trained in disaster first aid, disaster preparedness, basic firefighting, and light search and rescue. It is important for community members to have such skills in the event of a major disaster.

Dispatch Services

All 911 calls made from land lines are automatically routed to the respective Public Safety Answering Points (PSAP): the Contra Costa County Sheriff (Rodeo) and the City of Pinole (Hercules). Once the PSAP dispatcher determines a call requires fire department response, the call is relayed to the ConFire secondary PSAP. ConFire directly dispatches the District's staff. The District participates in closest-resource dispatching (cross-border) through ConFire. For medical emergencies, the PSAP calls American Medical Response and the company dispatches the nearest ambulance.

Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP relays the calls requiring both law enforcement and fire/EMS response (e.g., vehicle accidents) to the primary PSAP, and dispatching follows the protocol discussed above. EMS calls are often routed directly to ConFire.

LOCATION

RHFPD provides first-in service to most of the on-shore portion of its boundary area, and to portions of neighboring Crockett-Carquinez FPD, as shown on Map 13-2.

Through an automatic aid agreement, RHFPD provides service in the bounds of Crockett-Carquinez FPD, serving a portion of the bounds located south of Cummings Skyway between I-80 and Highway 4. Crockett-Carquinez FPD provides service in the bounds of RHFPD, serving a small portion of the bounds located north of Cummings Skyway, the northeast corner of the RHFPD boundary area (east of Cummings Skyway and north of Highway 4) as well as westbound lanes of I-80 between Cummings Skyway and Willow Avenue. As a participant in closest-resource dispatching, the District provides and receives response from the closest available fire engine within the County regardless of boundaries. The District provided 28 automatic aid responses (primarily to Pinole) in 2007, and received 26 responses from neighboring providers (primarily from Pinole).

The District's boundary extends five miles west into the Bay. The District does not have a boat and lacks the capacity to serve off-shore areas except those within wading or swimming distance or on a pier. The U.S. Coast Guard is dispatched to fire and EMS incidents off-shore. The District's service area could potentially be expanded if and when the proposed Hercules-San Francisco ferry route is established.

The District serves the ConocoPhillips oil refinery, which is located within District bounds. The refinery also funds its own fire brigade with three staff assigned exclusively to the brigade, and trains its equipment and facility operators in oil firefighting operations.

Through the California mutual aid plan, the District may provide or receive mutual aid throughout the western states. The District most often exchanges mutual aid response with the cities of Pinole and Richmond, ConFire, Crockett-Carquinez FPD, East Bay Regional Park District, and CAL FIRE. The District provided 52 mutual aid responses in 2007, and received eight responses from neighboring providers.

Overlapping service providers include the various automatic and mutual aid providers discussed above as well as the U.S. Coast Guard and EBRPD. The U.S. Coast Guard responds to off-shore fire and EMS incidents within navigable water, such as those in the Bay that lie within RHFPD bounds but not its service area. EBRPD specializes in handling brush fires and EMS incidents in regional parks, although RHFPD is the official first responder for structure fires and EMS incidents.

INFRASTRUCTURE

The District operates two fire stations, both of which are staffed 24 hours a day. The District reported its fire stations are in good condition. FS 75 (Rodeo) was built in 1995, and FS 76 (Hercules) was built in 1991. The District has no plans to develop additional fire stations at this time. FS 75 would need an expanded apparatus bay and quarters if and when anticipated development should occur, and will be funded by the District's development impact fees. To improve interoperability of fire department communication systems, particularly with the City of Richmond, the EBRICS project is needed and is in the planning stages.

Existing equipment includes two principal Type 1 engines, two principal Type 3 engines, a quint, five staff vehicles and four training trailers. The District aims to replace vehicles on a 15-year cycle,

and nearly all of the apparatus are less than 15 years in age. The District plans to replace a rescue truck in FY 09-10, and to replace the two principal Type I engines on their replacement cycles (in 2010 and 2015 respectively).

The District's water resources for fire-fighting purposes include fire hydrants and water bodies. Urban areas in Rodeo and Hercules are fully covered with hydrants. Wildland areas lack hydrants; fire-fighting in wildland areas is conducted with water in tanks on the Type 3 engines. The District would draft water if needed from the Bay, swimming pools or other water sources. Fire flow is reportedly adequate in the urban portion of the District, but is inadequate in the easternmost portion of the District. Due to low densities in the eastern portion of the District, hydrants are unlikely to be added there.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. The District has an ISO rating of 3 in urban areas within five miles of a fire station and 9 in outlying areas.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. NFPA guidelines call for career fire departments to respond within six minutes 90 percent of the time, with the response time including three components: dispatch time of no more than one minute,[303] turn-out time of no more than one minute, and travel time of no more than four minutes.[304] The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, the entire district is classified as urban.[305] The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. For emergency (Code 3) medical calls, the District is required by the Contra Costa County EMS Agency (LEMSA) to respond within five minutes 90 percent of the time throughout its service area. The District's own policy is to respond within five minutes 90 percent of the time in the urban (western) portion of its service area. The District's 90th percentile response time for Code 3 calls was 8:08 minutes in 2007, and its median response time was 5:24 minutes. Response times at the Rodeo station were similar to those achieved by the Hercules station. When AMR or an automatic aid provider arrived first at the scene

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[303] National Fire Protection Association, *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2007. The dispatch time standard is one minute 95 percent of the time.

[304] National Fire Protection Association, *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2001, p. 6.

[305] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

of an incident, response times were somewhat longer at 10:22 and 11:34 minutes 90 percent of the time.

Although the District met response time guidelines much of the time, the District fell short of meeting the five-minute response time standard 90 percent of the time. Response times exclude dispatch time. ConFire's median dispatch time was 1:12 minutes and the 90th percentile was 2:15 minutes for Code 3 calls originating in RHFPD.

Service levels are higher in the urban areas. Fire stations are located in the urban areas in the western portion of the District. Travel times are longest to the open space and grazing lands in the eastern portion of the District.

The District reported service challenges include the large wildland interface, and access challenges in hilly areas in the eastern portion of the service areas. The area on the eastern boundary of the District along Christy Road has poor roads and no fire hydrants, lengthening response times there.

Table 13-3: RHFPD Fire Service Profile

Fire Service			
Service Configuration			
Fire Suppression	RHFPD	PSAP [1]	Sheriff (Rodeo) & Pinole (Hercules)
EMS - Basic Life Support	RHFPD	Fire/EMS Dispatch	ConFire
EMS - Paramedic	RHFPD and AMR	Building Review	RHFPD
Ambulance Transport	American Medical Response	Public Education	RHFPD
Hazardous Materials	County Health & Richmond	Weed Abatement	RHFPD's local contractors
Fire Investigation	RHFPD	Academy	Los Medanos Fire Academy
Service Demand			
	All Calls	**Priority "Code 3"**	**Non-Priority "Code 2"**
Annual Calls 2007	2,210	1,570	640
% EMS	69%	74%	41%
% Fire/Haz-Mat	12%	9%	15%
% Alarm	6%	2%	17%
% Other	13%	7%	22%
Service Calls per 1,000	76	54	22
% Auto Aid Given	6%	% Auto Aid Received	10%
Wildland Fires	There were 37 brush fires in 2007, of which all but one were grass fires. The last significant brush fire that burned for more than one day occurred in the 1990s. The District deploys an initial assignment of four units to brush fires, and CAL FIRE deplays at least one chief officer, two engines, one dozer and one helicopter. Fire Safe Councils are not particularly active in the District's boundary area.		
Service Adequacy		**Resources**	
ISO Rating	3/9 [2]	Fire Stations	2
Median Response Time (min) [3]	5:24	Sq. Miles Served per Station [4]	9.7
90th Percentile Response Time (min)	8:08	Total Staff [5]	36
Response Time Base Year	2007	Total Full-time Firefighters	20
Percent Certified as FF1	100%	Total On-call Firefighters	15
Percent Certified as FF2 or more	100%	Total Sworn Staff per Station [6]	17.5
Percent Certified as EMT-1	100%	Total Sworn Staff per 1,000	1.2
Percent Certified as Paramedic/ALS	44%	Staffing Base Year	FY 08-09
Human Resources [7]			
Bargaining Unit:	United Professional Firefighters Local 1230		
Schedule:	24-hours on, 24-hours off for 3 shifts, then 4 days off (i.e., "a 3-4 schedule")		
Full-time Firefighter (Top Step at Five Years Experience)			
Base Salary: NA	Overtime: NA	Qualifications:	District hires paramedic firefighters only.
Full-time Paramedic (Top Step at Five Years Experience)			
Base Salary: $87,972	Overtime: $7,469	Qualifications:	Academy, certified as FF1 and paramedic.
Paid On-Call Firefighter			
Rate:	$8/hour on-call or training	Qualifications:	None, but 80% are certified as FF1.

Notes:
(1) Public Safety Answering Point is the agency first answering 911 calls placed from land lines.
(2) RHFPD has an ISO Rating of 3 for urban areas and a rating of nine in Franklin Canyon and other outlying areas without hydrants.
(3) Response time statistics were calculated for Code 3 (priority) calls in District bounds in 2007, and exclude dispatch time.
(4) Primary service area (square miles of land area) per station. Service area excludes submerged areas in San Pablo Bay.
(5) Total staff includes sworn and civilian personnel.
(6) Based on ratio of sworn full-time and on-call staff to the number of stations. Actual staffing levels of each station vary.
(7) Base salary in FY 08-09 excludes compensation for overtime hours (more than 56 weekly hours). Overtime compensation is minimal planned overtime (156 hours per year), and excludes unplanned overtime hours.

continued

Fire Service, cont.

Training: Training is conducted by the District, ConFire and the State Fire Marshall in EMS, hazardous materials first responder, trench rescue, swift water rescue and hi-low angle rescue. The District conducts weekly drills for both permanent and reserve personnel. Each captain is responsible for two months of planned training annually. Reserves participate in a ride-along program. The refinery has funded oil fire training. Training is conducted at or above NFPA standards. Joint training in EMS and classroom training in structure firefighting and initial hazardous materials response is conducted with surrounding jurisdictions. Joint training with the ambulance provider is conducted annually. Permanent sworn staff received an average of 262 hours of training in 2007. Reserves received an average of 70 hours of drill training and 78 hours of ride-along training in 2007.

Service Challenges

The District contains a large wildland interface, two major rail lines, the I-80 and SR 4. It protects a major oil refinery and an industrial park with numerous underground fuel pipelines. There are access challenges in hilly areas in the eastern portion of the service areas. The area on the eastern boundary of the District along Christy Road has poor roads and no fire hydrants, lengthening response times there.

Facilities

Station	Location	Condition	Staff per Shift	Apparatus
Station 75	326 Third St. Rodeo, CA 94572	Good	1 Captain, 1 Engineer, 1 Firefighter/Paramedic 24 hours/day. Fire Chief and Battalion Chief during business hours.	1 Type 1 engine 1 Type 3 engine 1 Quint
Station 76	1680 Refugio Valley Rd. Hercules, CA 94547	Good	1 Captain, 1 Engineer, 1 Firefighter/Paramedic	1 Type 1 engine 1 Type 3 engine 1 Rescue

Infrastructure Needs/Deficiencies

FS 75 would need an expanded apparatus bay and quarters if and when anticipated development should occur. To improve interoperability of fire department communication systems, particularly with the City of Richmond, the EBRICS project is needed and is in the planning stages. The District aims to replace vehicles on a 15-year cycle, and nearly all of the apparatus are less than 15 years in age. The District plans to replace a rescue truck in FY 09-10, and to replace the two principal Type I engines on their replacement cycles (in 2010 and 2015 respectively). Fire flow is reportedly adequate in the urban portion of the District, but is inadequate in the easternmost portion of the District.

Facility-Sharing and Regional Collaboration

Automatic Aid [8]

The District provides and receives automatic aid with Crockett-Carquinez FPD on Cummings Skyway. As a ConFire-dispatched agency, the District both provides and receives automatic aid from the closest available resource, regardless of boundaries. The District shares its battalion chief with ConFire and Pinole, with the 3 providers rotating this responsibility on an equal shift basis.

Mutual Aid [9]

Through the California mutual aid plan, the District may provide or receive aid throughout the western states. The District most often exchanges mutual aid response with the cities of Pinole and Richmond, ConFire, East Bay Regional Parks District, and CAL FIRE.

Current Practices:

FS 76 is used not only as a fire station but also houses administrative and training activitities. The District relies on ConFire for dispatch, radio and training facilities. The District shares a ladder truck with the City of Pinole and ConFire. As a member of the East Bay Regional Communications System Authority, the District is collaborating with other public safety providers in Contra Costa and Alameda counties to develop an fully interoperable communication system.

Opportunities:

There is a possibility of sharing the RHFPD facilities with Los Medanos College to provide a fire academy in west Contra Costa County.

Notes:

(8) Automatic aid is automatically-dispatched aid to territory in another provider's boundary.

(9) Mutual aid is aid to territory in another provider's boundary that is provided upon request and subject to availability, and is not automatically dispatched.

GOVERNANCE ALTERNATIVES

There are several government structure options to be considered in updating the RHFPD SOI.

RHFPD has considered various governance options over the years, particularly consolidation with neighboring providers in the western portion of the County. In many ways, RHFPD is already functionally consolidated with the City of Pinole, and ConFire's western service areas (i.e., El Sobrante, San Pablo, Tara Hills and Bayview). Each of these providers has a relatively small service area with only two stations each. To marshal adequate resources for a structure fire response team and to backfill stations when there are simultaneous incidents, the three providers operate jointly as a battalion. They share dispatch, rotate battalion chief responsibilities, respond jointly to marshal adequate resources for a structure fire response team, and respond to incidents regardless of boundaries.

A broader consolidation of west county providers would promote more logical fire service areas and efficiency of response. The illogical boundaries of the City of Richmond contribute to illogical and inefficient service areas for ConFire, as ConFire must service non-contiguous areas surrounded by territory in the City of Richmond. However, such a consolidation appears to be politically infeasible at this time, as discussed in Chapter 3.

Assuming existing service levels in Crockett-Carquinez FPD, a consolidated entity would have no reason to oppose inclusion of this low-density district with relatively isolated areas served by on-call firefighters. Its inclusion would offer potential benefits as recruitment grounds for the consolidated district and as added assurance of containment of wildland fire threats in Crockett-Carquinez FPD that could potentially impact the RHFPD area.

Annexation of territory served in Crockett-Carquinez FPD to RHFPD bounds is a government structure option. The boundary between RHFPD and Crockett-Carquinez FPD predates construction of Cummings Skyway, which has become the effective dividing line between the districts in terms of their actual first-in service areas. The affected area east of I-80 is mostly within the Carquinez Straight Regional Park which is uninhabited. The affected area west of I-80 includes an industrial area with no residential population. Financing does not appear to be a barrier to this reorganization option as the transferrable property tax share would be higher than the average share presently received in RHFPD bounds.

Detachment of submerged territory in the San Pablo Bay from RHFPD is an option. The area is served by the U.S. Coast Guard. RHFPD provides only landside services and lacks a boat. Retention of a modest portion of the Bay, such as a one-eighth mile buffer, would appear adequate. Detachment would not have a negative impact on the dispatching process for off-shore fires and EMS incidents, according to the City of Pinole and ConFire.

Another issue related to the RHFPD SOI is financing for the ConocoPhillips oil refinery property annexed in 1996. Although the refinery contributed an ambulance and finances oil fire training for RHFPD, the District reports that revenue-sharing has been substantially lower than its operating costs of serving the combustible property. The District receives a share of property taxes based on growth in property value since the 1996 annexation, but not on the value at the time of the annexation. As a result, District staff identified detachment of the property as a government structure option. Although detachment does not appear to be in the public interest, such an option

could be avoided by appropriate revenue-sharing with the County or fee payments by the refinery. The affected parties are encouraged to explore appropriate financing to ensure that the refinery continues to receive appropriate fire and EMS services.

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) Residential population growth in the RHFPD boundary is projected to be relatively high compared with neighboring areas, particularly in the City of Hercules. Residential growth areas include the waterfront in both Rodeo and Hercules, and downtown Hercules. In the long-term, growth is expected to increase the population from 32,317 in 2008 to 37,699 in 2030.

2) Commercial growth is projected to be particularly rapid in RHFPD with the job creation rate projected to be double the countywide average, and significantly higher than in neighboring areas. Commercial growth areas include the planned transit center and proposed ferry in Hercules, waterfront areas in both Rodeo and Hercules, and the Hilltown area in Hercules. In the long-term, growth is expected to increase the job base from 4,530 in 2008 to 7,954 in 2030.

3) Of the RHFPD's 32 square mile boundary area, approximately 14 square miles are submerged in the Bay. Development of bridges in this area is unlikely in the future. Development of a ferry terminal is proposed in Hercules along Bayfront Blvd., and will extend out over the Bay. RHFPD anticipates providing shore-based fire and EMS services to the proposed ferry.

4) There are no significant development projects or growth plans in the portion of the RHFPD service area that is outside its bounds in Crockett-Carquinez FPD.

5) Service demand levels are average in the District, with 76 incidents annually per 1,000 people compared with the countywide average of 79 incidents per 1,000.

6) RHFPD presently engages in growth planning by collaborating with land use authorities—the City of Hercules and the County—in joint preparation of development impact fee nexus studies focused on long-term infrastructure and financing needs. This represents an improvement, as past growth planning was not as coordinated and development impact fees were not consistently collected in the past for new growth in Rodeo.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

7) RHFPD operates two staffed fire stations. Both stations were built in the 1990s and are in good condition. RHFPD replaces apparatus on a 15-year cycle.

8) RHFPD plans for long-term capital needs by annually updating a 10-year capital improvement plan, and by collaborating with land use authorities in development impact fee nexus studies. The District does not presently anticipate needing an additional fire station. To serve future growth, RHFPD plans to expand capacity at FS 75 by enlarging the apparatus bay and sleeping quarters.

9) In the urban areas, RHFPD provides adequate service levels. RHFPD has the most aggressive response time requirements and goals among fire service providers in the County, with its goals in line with industry standards. RHFPD meets response time guidelines much of the time, but falls short of meeting guidelines 90 percent of the time. Due to its small size, RHFPD relies on neighboring providers to marshal adequate resources for fire-fighting. However, RHFPD also contributes similar aid to neighboring providers who similarly lack enough staff or apparatus to staff a full response team for structure firefighting. RHFPD's staffing level of 0.7 full-time sworn staff per 1,000 people are somewhat lower than the countywide average (0.8) and Bay Area average (0.9) for urban fire providers. Training could be enhanced; training hours per sworn staff member are lower than the countywide average.

10) Franklin Canyon and other outlying eastern portions of RHFPD lack fire hydrants, and experience longer response times due to distance from fire stations and the hilly topography. Growth potential in these areas is constrained by the countywide urban limit line and development of hydrants is infeasible due to relatively low densities in these areas. RHFPD relies on water tanks on its transported engines, and water tenders from neighboring jurisdictions to provide fire-fighting service to these areas.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

11) RHFPD has the financial ability to provide adequate services. The District's expenditures per population served ($170) are lower than other providers in the County (median of $209). Nonetheless, the District has successfully obtained grant funding to fund service level increases in recent years, relies on cost-saving measures to economize on expenses, has a relatively low level of debt and has adequate financial reserves.

12) The District should increase development impact fees to ensure that new development does not have negative impacts on service levels, and is presently planning such an increase in coordination with land use authorities.

13) RHFPD relies on property taxes for two-thirds of its revenue, and receives a below-average share of property taxes compared with other fire districts in the County. Due to extensive redevelopment project areas, future growth could potentially erode the District's tax base. Given the District's funding level is already somewhat below-average, RHFPD should conduct long-term financial projections to ensure appropriate operational financing to serve planned growth.

14) RHFPD relies on assessments for 25 percent of its revenues. The assessment lacks an inflation escalator, and was most recently increased in 1998. RHFPD should submit to local voters an increase the assessment to adjust for inflation and include an automatic inflation escalator to ensure that this funding source is not eroded over time.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

15) RHFPD practices facility-sharing and regional collaboration to economize on costs and improve service levels.

16) In many ways, RHFPD operations are functionally consolidated with ConFire and Pinole. RHFPD and Pinole rely on ConFire for dispatch, radio and training facilities. RHFPD participates in closest-resource dispatching, and responds to emergencies in Pinole, ConFire, and Crockett-Carquinez FPD regardless of boundaries. The District shares its battalion chief with ConFire and Pinole, with the three providers rotating this responsibility on an equal shift basis. The District shares a ladder truck with the City of Pinole and ConFire.

17) The District provides and receives automatic aid with Crockett-Carquinez FPD, and with other ConFire-dispatched agencies. The District exchanges mutual aid response with the cities of Pinole and Richmond, ConFire, East Bay Regional Parks District, and CAL FIRE. Joint training in EMS and classroom training in structure firefighting and initial hazardous materials response is conducted with surrounding jurisdictions.

18) The District is collaborating with other public safety providers in Contra Costa and Alameda counties to develop a fully interoperable communication system. There is a possibility of sharing the RHFPD facilities with Los Medanos College to provide a fire academy in west Contra Costa County.

19) Consolidation of fire service providers in west Contra Costa County would offer further opportunities for sharing of facilities and resources.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

20) RHFPD demonstrated accountability based on the measures of contested elections, constituent outreach efforts, transparency, and disclosure practices.

21) The District demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

22) Annexation of territory served in Crockett-Carquinez FPD to RHFPD bounds is a government structure option. The boundary between RHFPD and Crockett-Carquinez FPD predates construction of Cummings Skyway, which has become the effective dividing line between the districts in terms of their actual first-in service areas.

23) Consolidation among west county fire providers is an option to improve the efficiency of service areas, promote facility-sharing and improve service levels. This option has been entertained in the past, but encountered opposition from the cities of Richmond and El Cerrito. A feasible option is consolidation of RHFPD, Pinole, and adjacent ConFire service areas. Crockett-Carquinez FPD could potentially be included at its existing service levels. RHFPD is the only existing independent special district among these providers, and places a high value on local governance and accountability. Consolidation could take the legal form of annexation of these areas to RHFPD, along with renaming of the District. Alternatively,

it could be accomplished by forming a new district into which the districts would be consolidated and other areas annexed.

24) Detachment of submerged territory in the San Pablo Bay is an option. The area is served by the U.S. Coast Guard. RHFPD provides only landside services and lacks a boat. Retention of a modest portion of the Bay, such as a one-eighth mile buffer, would appear adequate.

AGENCY SOI UPDATE

SOI OPTIONS

Given the considerations addressed in the MSR, five options are identified for the RHFPD SOI:

SOI Option #1 – Battalion 7 Consolidation and Detachment of Submerged Areas

If LAFCO determines that consolidation of RHFPD, Pinole, and western ConFire service areas may be initiated and that RHFPD is a logical successor entity, then the SOI should be expanded to encompass the affected territory. Similarly if LAFCO determines that Crockett-Carquinez FPD could also be part of a consolidation proposal, then its territory should be included in the RHFPD SOI.

If LAFCO determines that the consolidated district is unlikely to provide services to submerged areas in the Bay and detachment of such areas may be initiated, then the SOI should also be reduced to exclude off-shore areas. A one-eighth mile portion of the Bay would be retained in the SOI to ensure landside service is extended to piers, the proposed ferry terminal, and shallow waters that the U.S. Coast Guard is unable to navigate. Similarly, the Carquinez Strait should remain within the consolidated SOI to ensure continued landside service to the bridges connecting Crockett and Vallejo.

SOI Option #2 – Adjust the SOI to Match the Service Area

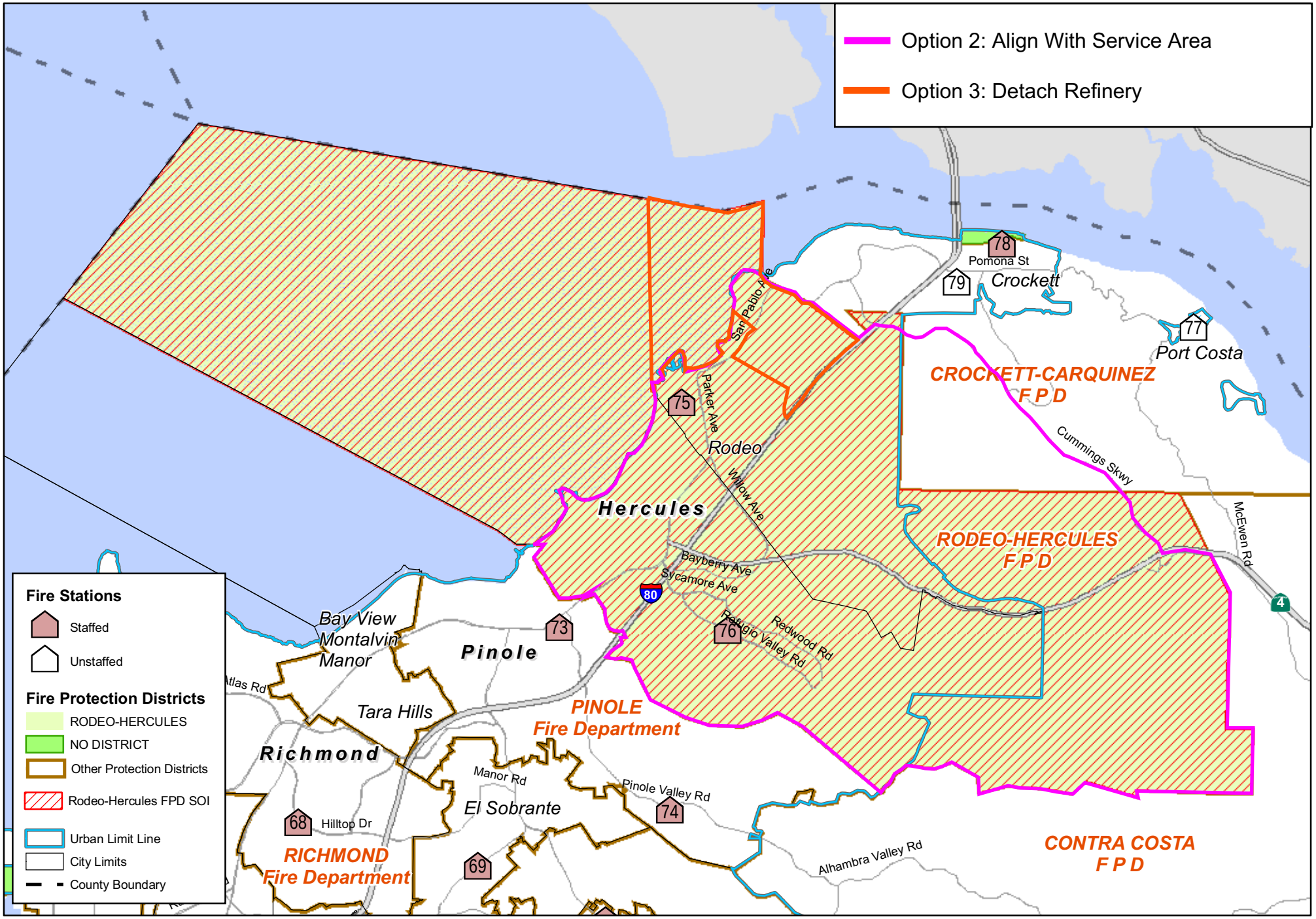
If LAFCO determines that consolidation may not be initiated and the District's bounds should be aligned with its actual service area, then the SOI should be expanded to include the RHFPD service area in the Crockett-Carquinez FPD bounds, reduced to exclude the Crockett-Carquinez FPD service area in the western portion of the RHFPD boundary area, and reduced to exclude off-shore areas served by the U.S. Coast Guard. A one-eighth mile portion of the Bay would be retained in the SOI to ensure landside service is extended to piers, the proposed ferry terminal, and shallow waters that the U.S. Coast Guard is unable to navigate.

SOI Option #3 – Reduce SOI to Exclude Refinery

If LAFCO determines that detachment of the ConocoPhillips refinery may be initiated in order to provide the affected parties (i.e., RHFPD, the County and the refinery) with a fresh opportunity to ensure adequate financing, then the SOI should be reduced to exclude the refinery property.

Map 13-3

Rodeo-Hercules Fire Protection District Boundary and Coterminous Sphere of Influence



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SOI Option #4 – West County Consolidation

If LAFCO determines that consolidation of all west county fire providers, including the cities of Richmond and El Cerrito, may be initiated, and that RHFPD is a logical successor entity, then the SOI should be expanded to encompass the cities of Pinole, Richmond and El Cerrito, the western ConFire service areas, Crockett-Carquinez FPD, and Kensington FPD.

SOI Option #5 – Zero SOI

If LAFCO determines that consolidation may be initiated but that RHFPD is not a logical successor entity, then the SOI should be reduced to a zero SOI to indicate the District could eventually be dissolved. In this case, the successor agency would be a new fire district.

RECOMMENDATION

It is recommended that the SOI be expanded to include Pinole, and western ConFire service areas, and Crockett-Carquinez FPD, and that the consolidated SOI be reduced to exclude off-shore areas served by the U.S. Coast Guard with the exception of the Carquinez Strait (i.e., SOI Option #1). The recommended SOI is the most logical service area given the constraints of the City of Richmond's illogical bounds and desire to retain an independent fire department.

The intent of an SOI is to identify the probable areas for an agency's services in the foreseeable future. Pursuant to the Contra Costa LAFCO policies relating to an SOI, LAFCO discourages inclusion of land in an agency's SOI if a need for services provided by that agency within a 5-10 year period cannot be demonstrated.[306] Territory included in an agency's SOI indicates the probable need for service has been established, and that the subject agency is determined by LAFCO to be the most logical service provider. SOIs generally will not be amended concurrently with an action on the related change of organization or reorganization. A change of organization or reorganization will not be approved solely because an area falls within the SOI of any agency.

SOI ANALYSIS AND DETERMINATIONS

Table 13-4: RHFPD SOI Analysis

Issue	Comments
SOI update recommendation	Expand to include Pinole, western ConFire service areas, and Crockett-Carquinez FPD, but to exclude off-shore areas served by the U.S. Coast Guard with the exception of the Carquinez Strait.
Services provided	RHFPD provides fire and emergency medical services including paramedic. RHFPD contracts with ConFire for dispatch and radio services. American Medical Response, a privately owned ambulance company, provides ambulance transport services.

[306] Contra Costa LAFCO, *Contra Costa LAFCO Policies and Standards*, Section 2.1, pp. 3-4.

Issue	Comments
Present and planned land uses in the area	Existing land uses within RHFPD are primarily residential, commercial, industrial, and open space. Residential areas are concentrated in the western portion of the District's land area, with higher densities generally located west of I-80. Commercial areas are located along highways and major roads, but also concentrated in the town centers. Industrial activity is located along the coastline and consists of a large industrial park and the headquarters of a biological research company in Hercules, and the ConocoPhillips San Francisco Oil Refinery in Rodeo. Open space is located in the eastern half of the District's land area. Planned future land uses consist of the redevelopment of the Hercules town center, the waterfront in Hercules and Rodeo, and infill.
Location of facilities, infrastructure and natural features	There are nine fire stations located in the recommended SOI. The topography of the area limits the logical bounds of the District to the east due to the hilly terrain. The recommended SOI reduction area is submerged in the San Pablo Bay.
Projected growth in the District/Recommended SOI	Residential population growth in the recommended SOI is projected to be relatively high in the City of Hercules, and relatively slow elsewhere. Residential growth areas include the waterfront in both Rodeo and Hercules, and downtown Hercules. Commercial growth is projected to be particularly rapid in Rodeo and Hercules where growth areas include the planned transit center and proposed ferry in Hercules, waterfront areas in both Rodeo and Hercules, and the Hilltown area in Hercules.
Present and probable need for public facilities and services in the area	There is a present and probable need for public facilities and services in the recommended SOI as the areas presently receive fire and EMS services.
Opportunity for infill development rather than SOI expansion	SOI expansion would have no effect on infill development as all affected areas already receive fire and EMS services.
Service capacity and adequacy	RHFPD, the City of Pinole and ConFire provide adequate service levels in urban areas, although service levels could be improved through consolidation by joint planning of optimal fire station locations. In low-density areas, there are lower service levels and longer response times due to distance from fire stations, isolated communities, hilly topography, lack of hydrants, and reliance on call firefighters in Crockett and Port Costa.
Social or economic communities of interest	Communities of interest include the cities of Hercules, Pinole and San Pablo, the unincorporated communities of Rodeo, Bayview, Tara Hills, El Sobrante, North Richmond, Crockett, and Port Costa.
Effects on other agencies	The recommended SOI would directly affect the City of Pinole, ConFire and Crockett-Carquinez FPD, and indirectly affect the City of Richmond.
Potential for consolidations or other reorganizations when boundaries divide communities	The recommended SOI is consistent with the option of consolidating Battalion 7 and Crockett-Carquinez FPD. Alternatives identified in the MSR include consolidation of all west county fire providers, reorganizing RHFPD bounds to match its existing service area, and detachment of the oil refinery.

Issue	Comments
Willingness to serve	RHFPD, the City of Pinole, ConFire and Crockett-Carquinez FPD have all demonstrated willingness to serve by historically providing fire and EMS services to the affected areas.
Potential effects on agricultural and open space lands	There would be no effect on agricultural and open space lands as the areas in question are already being served by an existing fire and EMS provider.
Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.

14. SAN RAMON VALLEY FIRE PROTECTION DISTRICT

San Ramon Valley Fire Protection District (SRVFPD) provides fire protection, emergency medical response, ambulance transport, and dispatch services to the cities of San Ramon and Danville, the unincorporated communities of Alamo, Blackhawk, Diablo, Tassajara Valley, and southern Morgan Territory, and portions of Dublin and Crow Canyon in Alameda County.

AGENCY OVERVIEW

FORMATION AND BOUNDARY

The fire District now known as SRVFPD was originally formed on September 6, 1921 as an independent special district known as the Danville Fire District.[307] The San Ramon Fire Protection District was formed in 1963; however, in 1980 it was dissolved and the area was annexed into the Danville Fire Department, and the name of the District was changed to the Danville-San Ramon Fire Protection District.[308] Later that same year, the name of the District was changed again, to the current name—San Ramon Valley Fire Protection District.[309]

The principal act that governs the District is the Fire Protection District Law of 1987.[310] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[311] Districts must apply and obtain LAFCO approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the District at the end of 2000.[312]

The boundaries of SRVFPD extend north of the Contra Costa-Alameda county line and include the cities of San Ramon and Danville, and the unincorporated communities of Alamo, Blackhawk, Diablo, and Tassajara, as shown on Map 14-1. The District has a boundary area of approximately 118 square miles.[313]

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[307] Board of Equalization official date.

[308] Board of Equalization official date March 18, 1980. The East County FPD was a county-dependent predecessor district of San Ramon FPD.

[309] Board of Equalization records indicate the final name change became official July 1, 1980.

[310] Health and Safety Code §13800-13970.

[311] Health and Safety Code §13862.

[312] Government Code §56824.10.

[313] The District's first-in service area, as shown on Map 14-2, is 122.8 square miles in size, according to County GIS estimates.

The existing SOI for SRVFPD is smaller than its boundary area. The SOI was adopted in 1984 to be coterminous with the boundaries of the District at that time, and was amended to be consistent with annexations in 1985, 1987, 1990, and 1996.[314] LAFCO approved the 1990 Tassajara Fire Protection District (TFPD) Reorganization, but did not take an SOI action as part of the reorganization, so the existing SRVFPD SOI excludes the area of the former TFPD as it existed December 12, 1990.[315] The SRVFPD SOI also excludes the area of the 1986 Bogue Ranch Boundary Reorganization because the LAFCO resolution was not contained in the LAFCO archive.[316] The SOI for the District was affirmed by LAFCO on April 14, 2004.[317]

Boundary History

The SRVFPD service area was served by the Danville FPD and the Eastern Contra Costa County FPD in the early 1960s before LAFCO was formed. At that time, Danville and Alamo were in the Danville FPD, and San Ramon and Tassajara were in the Eastern Contra Costa County FPD (along with Moraga, Canyon, March Creek and areas south of Antioch). Tassajara detached from Eastern Contra Costa County FPD in 1964, and was served by CSA F2 until 1969 when it became Tassajara FPD. San Ramon detached from Eastern Contra Costa County FPD in 1967, and formed San Ramon FPD. In 1990, Tassajara FPD was consolidated into Danville FPD. The cities of Dublin and San Ramon formed a JPA in 1988 called the Dougherty Regional Fire Authority (DRFA) to provide for fire and EMS services in Dublin and the southern portion of San Ramon. DRFA provided fire and EMS services through 1996 when the City of San Ramon terminated the agreement.[318] At that time, the southern portion of San Ramon annexed to SRVFPD, and Dublin contracted with the Alameda County Fire District (ACFD) for service.

There have been 18 boundary changes since formation of the Danville Fire Protection District in 1921, including four in the pre-LAFCO period (from 1921 to 1964), as shown in Table 14-1. Of the 18 total boundary changes, eight have been annexations to the District and 10 have been detachments from the District. Of the 10 detachments from the District, nine of them were in areas presently within the Contra Costa County FPD.

Major annexations in the LAFCO period include the 1975 Blackhawk Reorganization (1,039 acres), the 1980 annexation of the San Ramon Fire District area (12,945 acres), the 1985 Hansen Lane/West Branch Reorganization (486 acres), the 1990 annexation of the Tassajara Fire Protection District area (Tassajara Valley and the southern portion of Morgan Territory), and the 1996 Dougherty Regional Fire Authority annexation (2,800 acres).

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[314] The SRVFPD SOI was adopted by LAFCO Resolution dated December 12, 1984. Subsequent SOI amendments have occurred as part of Resolutions 85-14, 87-64, 90-33, and 96-25.

[315] Resolution No. 90-28 was approved by LAFCO 8/8/1990 and was recorded 12/12/1990.

[316] The LAFCO file for Resolution No. 86-27 contains a Certificate of Completion for the annexation, but the LAFCO resolution is missing, so no SOI action can be identified.

[317] Contra Costa LAFCO MSR and SOI Update for fire protection districts within Contra Costa County.

[318] The JPA continues to exist for purposes of paying retiree health benefit obligations.

Table 14-1: SRVFPD Boundary History

Project Name	Acres[1]	LAFCO Resolution Number[2]	Date[3]
Formation (Danville Fire Protection District)		NA	9/6/1921 (B)
Pre-LAFCO Detachment to Central Fire		NA	5/29/1962 (B)
Pre-LAFCO Detachment to Central Fire (Territory annexed to City of Walnut Creek)		NA	9/4/1963 (B)
Pre-LAFCO Detachment to Central Fire (Territory annexed to City of Walnut Creek)		NA	4/7/1964 (B)
Pre-LAFCO Detachment to Central Fire (Territory annexed to City of Walnut Creek)		NA	12/29/1964 (B)
Detachment of portion of City of Lafayette to Contra Costa County FPD	UNKN	NA	11/6/1968 (L)
Mello Detachment to Contra Costa County FPD	UNKN	NA	7/1/1970 (L)
Blackhawk Reoganization (Annexation to DFPD)	1,038.8	NA	6/18/1975 (L)
Walnut Creek FPD Reorganization (Detachment to Contra Costa County FPD)	3.5	NA	4/4/1979 (L)
Annexation of dissolved San Ramon Fire	12,945.2	NA	2/20/1980 (L)
PG&E Boundary Reorganization (Detachment to Dublin-San Ramon Services District)	85.9	NA	8/13/1980 (L)
Michael Gee Boundary Reorganization (Detachment to Contra Costa County FPD)	7.2	81-35	3/10/1982 (L)
Castle Hill Bounday Reorganization (Detachment to Contra Costa County FPD)	51.3	83-35	3/14/1984 (L)
Hansen Lane/West Branch Reorganization (Annexation to SRVFPD)	485.5	85-14	7/17/1985 (L)
Bogue Ranch Boundary Reorganization (SRVFPD Annexation)	UNKN	86-27	12/16/1986 (L)
West Branch Boundary Reorganization (SRVFPD Annexation)	400.2	87-64	2/10/1988 (L)
San Ramon Valley/Tassajara FPD Boundary Reorganization (Annexation to SRVFPD)	UNKN[4]	90-28	8/8/1990 (L)
Lawrence Road Boundary Reorganization (Annexation to SRVFPD)	157.4	90-33	11/14/1990 (L)
DRFA Area Annexation	2,800.0	96-25	10/9/1996 (L)

Notes:

(1) "UNKN" indicates that the acreage is unknown because the LAFCO resolution does not specify.

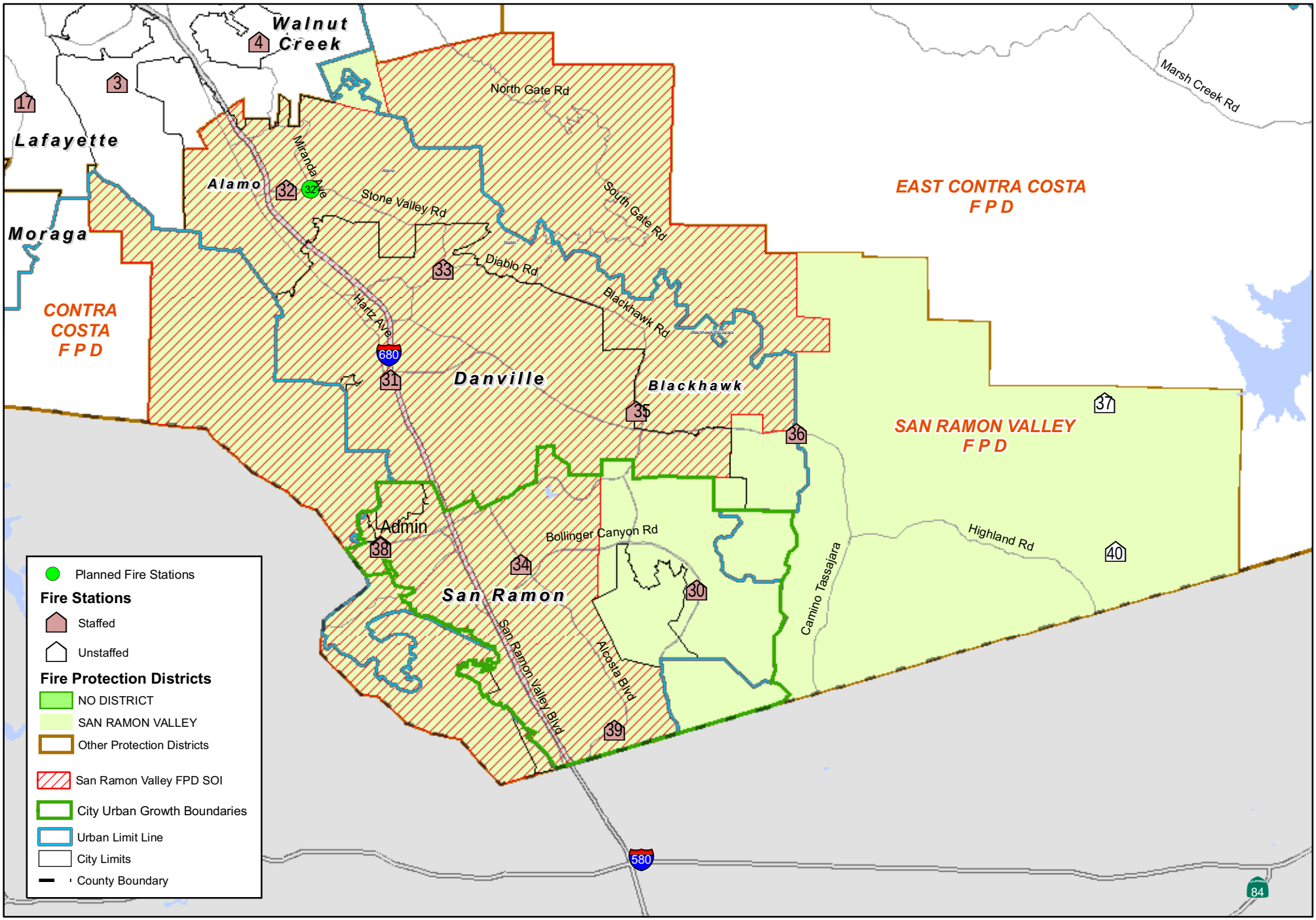
(2) "NA" indicates that a LAFCO resolution number is not available.

(3) "L" indicates that the date is according to the LAFCO action date and "B" indicates that the official date is according to the Board of Equalization filing.

(4) Acreage is entire boundary of Tassajara FPD as of December 12, 1990.

Map 14-1

San Ramon Valley Fire Protection District Boundary and Sphere of Influence



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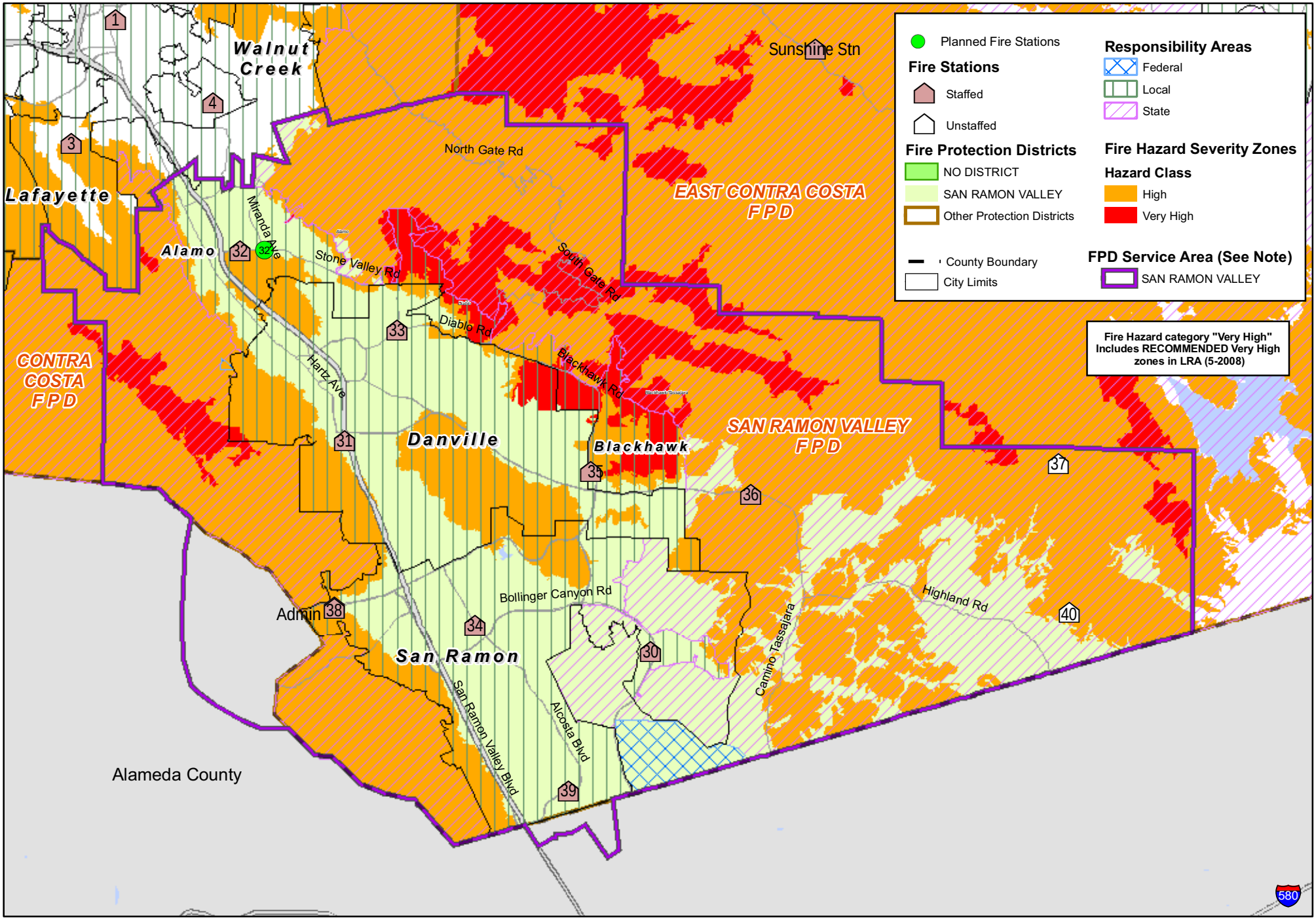
Map 14-2

San Ramon Valley Fire Protection District Boundary and Service Area



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GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.459N 122:06:35.384W

Miles
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Note: The boundary is the geographic area where the fire provider is legally responsible for providing service. The service area on this map is an approximation of the geographic area where this fire provider was typically the first provider (as of January 2009) to arrive on scene. To minimize response times, actual service areas differ from boundaries as a result of dispatching practices, service contracts, automatic aid agreements, and other agreements.

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LOCAL ACCOUNTABILITY AND GOVERNANCE

The District has a five-member governing body, as shown on Table 14-2. Board members are elected at large to staggered four-year terms. Board meetings are held monthly. The last contested election for a board seat occurred in 2008, when three seats were filled.

The District apprises constituents/customers through the public education division, which conducts outreach with community organizations, citizen groups, businesses and children. Guided tours of fire stations are offered free of charge to residents. The District maintains a website with information on District programs, board meeting agendas and financial information. The District sends out a newsletter bi-annually to the public and offers training courses and fire station tours.

With regard to customer service, complaints may be submitted through complaint cards at the administration building, mail, email, phone call, or personal contact with employees, managers, and/or Board of Directors. Complaints are handled individually by the Fire Chief or a direct report manager. The District reported that it does not track the number of complaints, but estimates that few complaints are received. Most complaints relate to fire code issues and code enforcement, and generally involve educating the customer about code requirements.

Table 14-2: SRVFPD Governing Body

San Ramon Valley Fire Protection District				
Governing Body				
Members	**Name**	**Position**	**Began Serving**	**Term Expires**
	Nick Dickson	President	2006	2010
	Roxanne W. Lindsay	Vice President	1997	2012
	Thomas Linari	Director	2008	2012
	Jennifer G. Price	Director	2002	2010
	Kenneth W. Sandy	Director	1993	2012
Manner of Selection	Elections at large			
Length of Term	Four years			
Meetings	Date: 4th Wednesday of each month at 7:00 p.m.	Location: 1500 Bollinger Canyon Road San Ramon, CA 94583		
Agenda Distribution	Online and at District Administration office.			
Minutes Distribution	Upon request from the District Clerk, available at subsequent Board meeting.			
Contact				
Contact	Fire Chief			
Mailing Address	1500 Bollinger Canyon Road, San Ramon, CA 94583			
Email/Website	www.srvfire.ca.gov			

The District demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO map inquiries and document requests.

MANAGEMENT

The District's staff consists of 195 full-time staff and 26 sworn volunteers, six communication volunteers, and a volunteer chaplain. The Fire Chief oversees the general operations of the District, serves as treasurer, reports monthly to the board on District performance, and plans for future

growth demands. The executive staff includes two assistant chiefs and an administrative director who report directly to the chief. The assistant chiefs are responsible for management of human resources, information management systems, facility maintenance, efficient services, and the design and delivery of vehicles and apparatus. The EMS Division is managed by a battalion chief, an EMS coordinator and an EMS quality improvement coordinator (registered nurse).

All paid District employees are evaluated annually. The District is up-to-date on staff performance evaluations.

District performance is evaluated periodically by the Insurance Services Office (ISO); an ISO evaluation was most recently completed in 1998. The District evaluates its performance by monitoring response times, training activities, fire prevention activities, overtime use, and financial performance. Response times and inspection activities are evaluated by comparison of SRVFPD performance to comparable service providers. The District monitors productivity by tracking workload indicators for service calls, training, fire prevention activity, hose testing, hydrant testing, and pre-plans for emergency response monitoring. Among fire prevention personnel, activity is tracked at the employee and division levels.

Management practices in use by the District include preparation of a strategic plan (2009), a four-year business plan (last updated in 2005), biennial compensation studies (2007), and a mission statement. Although the District has not developed a Standard of Cover plan, it plans to do so in 2009.[319] The District has enacted a comprehensive fire prevention ordinance that includes sprinkler requirements for most commercial buildings and residential buildings exceeding 3,600 square feet.

The District reported that its financial planning efforts include annual budgets and annual financial audits. The District's most recently completed audit was for FY 06-07. Although the District does not prepare a capital improvement plan, it plans for capital needs through a process of annual fire station inspections, subsequent generation of repair needs, budget requests and ongoing maintenance. The District plans for replacement of apparatus on a regular cycle. Long-term capital needs were last projected and reported in the District's 2005 business plan. The District does not directly impose development impact fees; typically new development provides for facilities through conditions in a development agreement. The District reports that it monitors all major development projects in the District, and forecasts the needs for future fire stations.

SRVFPD staff received several awards and honors between 2003 and 2008. The District received an award from the International Association of Fire Chiefs for a joint regional pre-incident planning program. The District's communications center was re-certified in 2007 as an accredited emergency medical dispatch center of excellence. The District's Community Emergency Response Team (CERT) program received the "Gold Award" from the California Emergency Services Association in 2008. The District's budget and financial statements regularly receive awards from the California Society of Municipal Finance Officers and the Government Finance Officers Association.

[319] Correspondence from Fire Chief Richard Price, Feb. 18, 2009.

SERVICE DEMAND AND GROWTH

Existing land uses within the District bounds include residential, commercial, mixed-use, agricultural, and open space. Residential developments in the San Ramon Valley are mostly low-density. The higher-density residential neighborhoods are located close to commercial uses along arterial streets. Residential areas are located throughout San Ramon Valley. Higher density residential neighborhoods are concentrated in the Cities of San Ramon and Danville, as well as in the community of Alamo. Lower density and rural residential developments are situated in the communities of Blackhawk and Tassajara.[320] Commercial development in the San Ramon Valley is historically situated in Downtown Danville, Alamo, along portions of San Ramon Valley Blvd., and are scattered throughout San Ramon.[321] Some commercial land uses are also located in the north and south by the commercial services and retail activities at the I-680 interchanges with Crow Canyon Rd. and Bollinger Canyon Rd.[322] Mixed-use land uses are located in Tassajara Valley, west of the I-680 and east of San Ramon Creek and along the west side of the I-680 and south of Town and County Road in Danville. Agricultural uses are situated in Bollinger Canyon, Tassajara Valley, Blackhawk community, and along Lawrence Road in the easternmost portion of Danville. A large portion of San Ramon Valley is open space: Short Ridge and Sherburne Hills in Danville, some land in Tassajara Valley, Bollinger Canyon, Westside in the City of San Ramon, and unincorporated communities of Diablo and Blackhawk.

The District considers its customer base to be the residents and businesses in its service areas as well as those living or traveling through the area, the structures in its service area, and the parks and open spaces. Peak demand overall occurs in the summer, particularly in July, and peak demand relating to grass fires is typically in October. Peak call volume occurs mid-day (10 a.m. – 1 p.m.) and during evening rush hour (4-5 p.m.).

Table 14-3: Service Calls by Station, FY 06-07

Station	Location	Calls FY 06-07
30	East San Ramon	466
31	Danville	1,080
32	Alamo	835
33	Diablo	859
34	Central San Ramon	1,284
35	Blackhawk	892
36	Tassajara	146
37	Morgan Territory	13
38	West San Ramon	645
39	South San Ramon	926

Service demand varies by station area, as shown in Table 14-3. The central San Ramon (FS 34) station faced the highest levels of demand. Fire stations in Danville, Alamo, Diablo, Blackhawk and south San Ramon faced moderate levels of demand. Fire stations 30 and 38 in east and west San Ramon respectively fielded fewer calls. The Tassajara and Morgan Territory stations experienced relatively light demand. By comparison, the median fire station in the County fielded 1,207 calls.

Local business activities include retail, professional and services. Major employers include ChevronTexaco and SBC (located at the Bishop Ranch Business Park in San Ramon), a hospital, and several hotels. High-risk businesses include

[320] City of San Ramon, *San Ramon General Plan 2020 Draft for Voter Approval*, Land Use chapter, 2002, pp. 4-2 through 4-7; City of Danville, *Danville 2010 General Plan*, Planning and Development chapter, 1999, pp. 19-33.

[321] City of Danville, *Danville 2010 General Plan*, Planning Context chapter, 1999, p. 12.

[322] City of San Ramon, *San Ramon General Plan 2020 Draft for Voter Approval*, Land Use chapter, 2002, pp. 4-7- 4-8.

numerous convalescent/assisted living facilities, and a facility housing a low-level nuclear reactor. The estimated number of jobs in District bounds in 2005 was 60,218, based on analysis of GIS, Census and 2007 ABAG projections data.[323] The projected job growth rate from 2005 to 2030 is 32 percent, which is lower than the countywide projected growth of 46 percent over that period.

The estimated residential population in the District bounds was 111,466 at the time of the 2000 Census. The estimated number of residents in District bounds in 2008 was 130,411, based on analysis of GIS, Census, 2007 ABAG projections data, and 2008 Department of Finance data.[324] The District's population density was approximately 1,105 per square mile in 2008, compared with the countywide density of 1,460. The projected population growth rate from 2008 to 2030 is 23 percent, which is somewhat higher than the countywide projected growth of 20 percent over that period. Significant residential growth is anticipated in the City of San Ramon and the Alameda County portion of the District's service area. Modest growth is projected in the Town of Danville.

Urban development in San Ramon Valley is permitted in accordance with the countywide urban limit line (Danville, Alamo and a portion of Blackhawk) and within the City of San Ramon's urban growth boundary. Growth in the San Ramon Valley is mostly expected in the City of San Ramon.

The City of San Ramon has grown rapidly in recent years, and is projected to continue its rapid growth through 2030; the City is the second fastest-growing city in the County after the City of Brentwood. The main growth strategy for the City of San Ramon is to combine urban growth with open space preservation. Growth will be limited to land that is contiguous to developed areas within the City and infill.[325] Approved developments include the City Center project, a 2.1 million square feet mixed use center with a hotel, cinema, retail, restaurant and residential uses planned; construction is estimated to occur by 2012. The Faria Preserve is a planned subdivision with 786 housing units planned; this approved development is located northwest of the city limits off of Crow Canyon Rd. Other pending and approved development projects include a medical office building on Alcosta Blvd., an office building on Thorup Ln., a retail expansion at Magnolia Square, and a hospital expansion on Norris Canyon Rd.[326]

There are a few examples of how the City of San Ramon incorporates its growth strategy into the development projects. Bollinger Canyon is located almost entirely outside of city limits but within the City's SOI and consists of open space and rural areas. Only a small area adjacent to the City limits is included in the City's urban growth boundary. Residential developments are allowed in this small portion of Bollinger Canyon; the rest of the territory is to remain rural. In the Crow Canyon area, the City encourages conservation and infill development. In the Dougherty Valley area, new developments were approved, but under the condition of preserving the creeks. In the Westside area, only limited mixed-use developments were approved to maintain open space. The City's growth strategies are evolving, as the City is updating its General Plan growth management and housing elements in 2009.

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[323] The estimated number of jobs in the District's service area in 2005 was 61,731.

[324] The estimated 2008 residential population in the District's service area was 135,009.

[325] City of San Ramon, *San Ramon General Plan 2020 Draft for Voter Approval*, Growth Management chapter, 2002, pp. 3-1- 3-2.

[326] City of San Ramon Planning Services Division, *Current Project List*, Dec. 2008.

The City of San Ramon's General Plan was last updated in 2002. The City adopted the following fire protection policies in order to minimize the risks to lives and property: require the completion of fire modeling for new development adjacent to high fire risk areas in order to determine which mitigation measures are appropriate to minimize fire hazard, require site design features and fire retardant building materials to reduce the risk of fire within the City, and require sprinklers in new homes located more than 1.5-miles from a fire station and in all mixed use development.[327]

The Town of Danville expects very limited growth, the lowest compared to the rest of the cities in the County. The Town is almost fully built-out. The new developments will be in the form of infill or re-use of property that has not been developed to its full potential, such as expansion of the Downtown area. Other major developments in the Town include projects in the Lawrence Road and Camino Tassajara areas and infill of other residential areas. Danville will continue to be a mostly residential city.[328]

The Town of Danville's General Plan was last updated in 1999. The Town adopted the following fire protection policies: maintain a response time of less than five-minutes for emergency fire calls to be met a minimum of 90 percent of the time, and/or a fire station within 1.5 miles of all residential and nonresidential development, cooperate with SRVFPD in efforts to reduce fire risk though controlled burning and fuel removal, require safe roofing and other fire prevention standards, require written verification from SRVFPD on the anticipated response time to the project and distance from existing stations prior to project approval, and assure provision of adequate fire equipment access to all developed and open space areas.[329]

The community of Alamo that is located within the urban limit line has a limited growth rate and is largely built out. The community will consider becoming incorporated as a city at a March 3, 2009 election. If formed, the new city is expected to preserve its semi-rural character.[330] A portion of the Blackhawk community is also within the urban limit line. There are no major planned projects in this area, but some minor low-density residential developments are under construction.[331] The community of Tassajara is mostly agricultural. Although development has been proposed in Tassajara in the past, it has been precluded by the urban limit line until at least 2010 when the County updates its General Plan. The County's adopted policies are to ensure that fire stations are located within 1.5 miles of developments,[332] to achieve a maximum running time of three minutes or 1.5 miles from the first-due station, to achieve response times of five minutes, to maintain at least

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[327] City of San Ramon, *City of San Ramon General Plan*, 2002, pp. 9-14 to 9-15.

[328] City of Danville, *Danville 2010 General Plan*, Planning and Development chapter, p. 34.

[329] Town of Danville, *Town of Danville General Plan*, 1999, p. 165.

[330] Winzler & Kelly, *Alamo Public Review Draft Comprehensive Fiscal Analysis*, 2008, p. 37.

[331] Contra Costa County, *General Plan: Housing Element*, 2002, p. 6-63.

[332] Contra Costa County, *General Plan 2005-2020*, 2005, p. 4-8

three firefighters per station in urban and suburban areas, to consider consolidation of fire agencies when appropriate, and to save costs by sharing support services and facilities.[333]

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The District monitors development projects, and forecasts the need for future fire stations.[334] To accommodate growth in recent years, the District has phased in staffing increases to provide for two paramedics staffing ambulances at three stations.

FINANCING

The District reported that the current financing level is adequate to deliver services at an appropriate service level. In response to the 2007-9 housing market downturn and 2008-9 recession, the District is concerned about revenue growth keeping pace with fuel, medical cost and pension contribution increases. In recent years, employee health and retirement cost inflation has been significant. In FY 07-08, the District's expenses grew by 13 percent to cover negotiated salary increases, the addition of an ambulance, as well as employee health and retirement costs; by contrast property tax revenues grew by 2.5 percent, the lowest growth rate in five years. As of late 2008, the District anticipated slow revenue growth.

The District practices appropriate fund accounting for separate revenue sources, including capital funds and grants.

The District's total revenues were $54.6 million in FY 07-08. Revenue sources include property taxes (91 percent), ambulance fees (three percent), interest (three percent), State reimbursement for mutual aid services and aid from the County (two percent), and service charges and miscellaneous sources (one percent). The District receives a 15 percent share of the property tax within its bounds, or 14 percent share net of redevelopment. The District's net share is 17 percent in the unincorporated areas, 16 percent in Danville and 13 percent in San Ramon. The countywide average fire district share was 12 percent in cities (within fire districts) and 13 percent in unincorporated areas.

The District collects ambulance fees for District residents only from insurance companies. Residents are not billed for co-pays or deductibles; uninsured residents are not billed. Ambulance fees in FY 08-09 were $1,055 for ALS transport, $624for BLS transport, and $9 per mile for transport to a non-local hospital. The average fee charged by Contra Costa ambulance providers for ambulance transport with ALS (paramedic) service was $1,206.[335]

The District's expenditures were $55.6 million in FY 07-08. Of this amount, 78 percent was spent on compensation, 10 percent on services and supplies, seven percent on capital projects, and four percent on debt service.

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[333] Contra Costa County, *General Plan 2005-2020*, 2005, pp. 7-29- 7-30.

[334] SRVFPD, *Multi-Year Business Plan: FY 2005-06 through FY 2009-10*, 2005, p. 7.

[335] California EMS Authority, *February 2008 Ground Ambulance Rates Survey*, 2008.

The District reported $20.4 million in outstanding long-term debt at the end of FY 07-08. Outstanding debt includes $9.3 million for lease revenue bonds issued in 2006 to finance construction of an apparatus storage building at FS 31, construction of new stations in Alamo, and construction of a relocated FS 36 in Tassajara Valley. An additional $7.1 million in debt is from lease revenue bonds issued in 1989 (refunded in 2003) to finance construction of FS 36, FS 38 and the administrative offices and remodeling of FS 31 and 33 (refinanced in 1993 and 2003). There was approximately $4.0 million in liabilities for capital leases financing ambulances, quints and staff vehicles. The District offers pension benefits to its employees through the CCCERA defined benefit plan. Unfunded pension liability was estimated as $62.3 million as of the end of 2007.[336] Due to the recent 20 percent decline in pension assets, SRVFPD has incurred additional unfunded pension liability although precise estimates were not available at the time this report was drafted.[337] The District provides health care benefits for retired employees, and conducted an actuarial study to identify its OPEB liability in FY 06-07; the liability amount was estimated at $39-62 million depending on actuarial assumptions.[338] SRVFPD has begun saving $0.5 million annually toward this liability.

The District's policy on financial reserves is to maintain a fund balance of at least 50 percent of general fund operating revenues. The District had $27.1 million in unrestricted net assets at the close of FY 07-08. The District's practice is to designate its reserves. The unreserved fund balance of $35.9 million was designated for economic uncertainties and cash flow (61 percent), planned construction and capital projects (36 percent) and workers compensation claims (two percent). The reserves designated for economic uncertainties and cash flow is equivalent to 45 percent of general fund expenditures in FY 07-08. In other words, the District maintained 5.4 months of working reserves.

The District engages in joint financing arrangements related to insurance. The District participates in the Contra Costa County Risk Management Program, a member of CSAC, a public entity risk pool which provides insurance coverage to participating members. The cities of San Ramon and Danville contribute to the District's CERT program costs. The District is a member of the East Bay Regional Communications System Authority, which is developing an inter-jurisdictional communications system.

FIRE SERVICE

NATURE AND EXTENT

The District provides fire suppression (structural, vehicle, and vegetation fires) and prevention, Basic Life Support (BLS) and Advanced Life Support (ALS) for medical emergencies, ambulance

[336] CCCERA, "Determination of Unfunded Actuarial Accrued Liability for the Employers as of December 31, 2007," June 27, 2008.

[337] CCCERA, "Projections of Employer Contribution Rate Changes Based on Various Market Value Investment Return Scenarios for 2008," November 18, 2008.

[338] Bartel Associates, *San Ramon Valley Fire Protection District Retiree Healthcare Plan: January 1, 2007 Actuarial Valuation Preliminary Results*, April 13, 2007.

transport, rescue, hazardous materials response, fire inspection, education, and fire-related permit services.

The District provides ground ambulance transport services directly. Ambulances are typically staffed by two paramedics. Ambulance transport of critical trauma patients requires an extra EMT on board when transport time is expected to exceed 15 minutes. Private companies provide air ambulance transport services when needed. The District also provides mutual aid to MOFPD and AMR as needed. The District responded to a total of 5,129 EMS calls in FY 07-08. SRVFPD provided 3,412 ambulance transports in 2007.[339] Approximately two-thirds of EMS calls required an ambulance transport.

The District responds to hazardous material incidents within its bounds, and also provides mutual aid assistance elsewhere in the County upon request from the lead (first-in) agency.[340]

SRVFPD's primary fire prevention strategy is to adopt appropriate requirements (e.g., sprinklers) and minimize grass fire exposure. Fire prevention activities include inspections for code compliance, weed abatement, fire suppression systems, fire warning, smoke control and water systems to ensure those facilities meet fire safety codes. Fire safety inspections are completed annually for large retail stores, hotels, apartments, schools, day care, and residential care facilities; other businesses are prioritized based on risk and inspected on a regular 18-30 month cycle. Vegetation inspections are conducted annually for approximately 2,200 properties with complaints or past compliance challenges; further enforcement and inspection activity is focused on bringing the non-compliant properties into compliance. The District abates no more than five percent of these properties annually.

The District's public education programs, providing safety and disaster preparedness information, include traditional school safety programs as well as programs oriented toward seniors and business communities. The school program provides a 50-minute in-classroom teaching activity for grades 1-5, and educates 6,000 students annually. Through its Community Emergency Response Team (CERT), the District offers periodic training to local agencies and the public in CPR, first aid, hazardous materials, and light search and rescue to promote disaster preparedness.

The District serves as the primary emergency operations centers for the cities of San Ramon and Danville.

Dispatch Services

All 911 calls made from land lines are automatically routed to the Contra Costa County Sheriff, which is the Public Safety Answering Point (PSAP). Once the PSAP dispatcher determines a call requires fire department response, the call is relayed to the SRVFPD secondary PSAP. SRVFPD directly dispatches the District's staff, and provides accredited emergency medical dispatch services (i.e., pre-arrival life-saving techniques). The District participates in closest-resource dispatching

[339] Contra Costa County Health Services Department Emergency Medical Services Agency, *Patient Transport by Ambulance Provider 2007*, 2009.

[340] *Letter of Understanding between San Ramon Valley Fire Protection District and Contra Costa Health Services' Hazardous Materials Program*, April 2004.

(cross-border) through ConFire; ConFire contacts the SRVFPD communication center to dispatch automatic aid.

Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP relays the calls requiring both law enforcement and fire/EMS response to the primary PSAP, and dispatching follows the protocol discussed above. EMS calls are often routed to SRVFPD.

Radios are interoperable with all adjacent providers.

LOCATION

The District provides first-in service to an area that is similar to the District bounds, as shown on Map 14-2. There are portions of the District's boundary area where a neighboring provider provides service, and there are areas in Alameda County where SRVFPD is the first-in service provider.

SRVFPD provides aid to Alameda County Fire District (ACFD) in the northern portion of Dublin and in Crow Canyon. The District reported responding to 250 incidents in ACFD bounds in FY 07-08; ConFire reported that SRVFPD provided 14 automatic aid responses in 2007 to areas within Contra Costa County, primarily within ConFire bounds. ACFD provides aid to the District in the southern end of San Ramon, and southern portions of Dougherty Valley.[341] ACFD provided mutual aid to five incidents in the City of San Ramon portion of SRVFPD in 2007, and did not provide the number of joint ACFD-SRVFPD responses to areas such as Crow Canyon, I-680 and Tassajara. ConFire provides aid in the northernmost portion of the Alamo community.[342] ConFire provided 29 responses and CAL FIRE provided five responses within SRVFPD bounds in 2007.

Through the California mutual aid plan, the District may provide or receive aid throughout California. SRVFPD most often provides mutual aid response to ACFD, CAL FIRE and ConFire, and provides occasional aid to Moraga Orinda FPD and Livermore-Pleasanton Fire Department. The District provides mutual aid by its rescue-certified personnel through a FEMA task force that may respond anywhere in the nation.

Overlapping service providers include the various automatic and mutual aid providers discussed above as well as EBRPD and the U.S. Army. EBRPD specializes in handling brush fires and EMS incidents in regional parks, although SRVFPD is the official first responder for structure fires and EMS incidents. The U.S. Army operates a fire station located near the City of Dublin to serve the U.S. Army Parks Reserve Forces Training Area, including the portion within SRVFPD bounds. There is also a small federal responsibility area located west of Danville, the Eugene O'Neill National Historic Site; by agreement, SRVFPD serves the site.

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[341] *Agreement between ACFD and SRVFPD for Automatic Aid Between Stations Located within the City of Dublin and SRVFPD*, 1996.

[342] *Contra Costa County FPD and San Ramon Valley FPD Automatic Aid Agreement*, 1988.

INFRASTRUCTURE

SRVFPD operates 11 fire stations, of which nine are staffed 24 hours a day and two stations are served by on-call firefighters. The District owns 10 of the stations; FS 40 is a leased garage of a single-family home. On-call firefighters staff FS 37 and 40, and otherwise would provide assistance during a major disaster. FS 32 in Alamo is aged (built in 1957) and needs replacement; a new station is being designed, will be located one-quarter mile away, and is scheduled for completion by 2012. FS 36 in Tassajara Valley was a prefabricated house intended to serve as transitional sleeping quarters, after 15 years use FS 36 is being replaced by a permanent station that was under construction at the time this report was drafted and scheduled for completion by March 2009. SRVFPD is considering solutions to improve response times to southwest San Ramon. FS 39 would be better situated if located north of its present location near Dublin and west of the freeway. The District reported needing its own training facilities with adequate space for several engines and trucks to maneuver, classrooms, and a multi-story tower.[343] Additional fire stations are needed in growth areas; developers are required to mitigate growth impacts by contributing facility costs.

Existing equipment includes 19 Type 1 engines, three ladder trucks, 10 wildland engines (Types 3 and 4), three water tenders, five ambulances, and a self-contained mobile communications unit for use on steep fire roads. All engines and trucks carry ALS emergency medical equipment, including defibrillators. The District's long-term plan envisions replacing ambulances on a 7-year cycle, engines on a 10-year cycle and other vehicles on a 15-year cycle; the District conducts an extensive rebuild of engines after 10 years use and continues their use for another 10 years.

The District's water resources for fire-fighting purposes include fire hydrants and water bodies. There are no hydrants in Morgan Territory. In rural areas without hydrants, the District deploys water tenders to supply water for firefighting. The District has no significant water-related infrastructure needs in areas with hydrants, as reflected by the high rating (36.2 of a possible 37) assigned by ISO for the District's water supply and hydrants.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. The District has an ISO rating of 2 in urban areas within five miles of a fire station, 8 for areas more than five miles from FS 35 in Blackhawk, and 9 for Morgan territory.[344]

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. NFPA guidelines call for career fire departments to respond within six minutes 90 percent of the time, with the response time including three components:

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[343] SRVFPD, *Multi-Year Business Plan: FY 2005-06 Through FY 2009-10*, 2005, p. 30.

[344] SRVFPD, *San Ramon Valley Fire Protection District Class 2 ISO Rating*, URL accessed on 2/18/2009 http://www.srvfpd.dst.ca.us/organization/class2rating.htm.

dispatch time of no more than one minute,[345] turn-out time of no more than one minute, and travel time of no more than four minutes.[346] The response time guideline established by the California EMS Authority for emergency medical calls is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. According to the State guidelines, the entire district is classified as urban.[347] The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. For emergency (Code 3) medical calls, the District is required by the Contra Costa County EMS Agency (LEMSA) to respond in urban and suburban areas within 10 minutes and in rural areas within 20 minutes 95 percent of the time.[348] The District's adopted policy goal is to respond within five minutes 90 percent of the time.[349] For Code 3 ambulance transport calls in 2007, SRVFPD responded within 5:50 minutes 50 percent of the time, and within 9:43 minutes 95 percent of the time.[350] In other words, the District met LEMSA response time requirements for its ambulance service calls.

SRVFPD's 90th percentile response time for all emergency (Code 3) calls was 8:12 minutes for all calls 7:37 in the urban areas and 11:42 in outlying areas.[351] The District's median response time was 5:17 minutes for all calls, 5:06 in the urban areas and 7:23 in outlying areas. Reported response times exclude dispatch time; the District's 90th percentile dispatch time was 1:23 minutes and the median was 0:32 minutes. In other words, the District is able to respond within LEMSA standards, but falls short of meeting NFPA, State and the District's own guidelines.

The District reported service challenges include the significant urban-wildland interface area. There are significant access challenges in west Danville, Diablo and Tassajara due to narrow, windy roads. Outlying areas—Morgan Territory and Mt. Diablo—experience longer response times. Areas outside the urban limit line are expensive to serve due to sparse development.

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[345] National Fire Protection Association, *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2007. The dispatch time standard is one minute 95 percent of the time.

[346] National Fire Protection Association, *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2001, p. 6.

[347] The recommended State guideline is classification of areas based on residential population density by census tract. A population density of 101 or more is urban, 51-100 is suburban, 7-50 is rural, and less than 7 is wilderness (California EMS Authority, *EMS System Standards and Guidelines*, 1993, pp. 26, 48-9). Response times in State guidelines include dispatch time. The only parts of the County meeting the suburban/rural standard are census tracts 3010 (Bethel Island, Jersey Island, Holland Tract and Bradford Island) and 3553.03 (Morgan Territory), calling into question the practical relevance of the State guidelines.

[348] Contra Costa County Health Services, *Ambulance Service Agreement with SRVFPD*, 2008. The response time standards for non-emergency (Code 2) service calls are 15 minutes in urban or suburban area, and 30 minutes in rural areas. The contractual response time standards do not include dispatch time.

[349] SRVFPD, *Multi-Year Business Plan: FY 2005-06 through FY 2009-10*, 2005, p. 25.

[350] Contra Costa EMS Agency, *Emergency Paramedic Ambulance Response Times: All Code 3 Responses, Contra Costa County, 2007*, 2009.

[351] Response times were measured for service calls placed between July 1, 2008 and Nov. 26, 2008, as the District's computer system did not track response times separately for Code 3 and Code 2 calls prior to July 1, 2008. There were 1,923 Code 3 calls during this period for incidents within District bounds, for which the District was first responder and with usable response time coded. Urban areas are the cities of San Ramon and Danville, and the unincorporated area of Alamo. Among the outlying areas, 90th percentile response times were faster in Blackhawk (9:45 minutes), Tassajara Valley (10:11), and Diablo (10:58), and slower in Morgan Territory (25:22) and Mount Diablo State Park (29:41).

Table 14-4: SRVFPD Fire Service Profile

Fire Service			
Service Configuration			
Fire Suppression	SRVFPD	PSAP [1]	Contra Costa County Sheriff
EMS - Basic Life Support	SRVFPD	Fire/EMS Dispatch	SRVFPD
EMS - Paramedic	SRVFPD	Building Review	SRVFPD
Ambulance Transport	SRVFPD	Public Education	SRVFPD
Hazardous Materials	SRVFPD	Weed Abatement	SRVFPD
Fire Investigation	SRVFPD	Academy	SRVFPD
Service Demand			
	All Calls	**Priority "Code 3"**	**Non-Priority "Code 2"**
Annual Calls FY 07-08	7,947	6,278	1,669
% EMS	65%	NP	NP
% Fire/Haz-Mat	6%	NP	NP
% Alarm	7%	NP	NP
% Other	22%	NP	NP
Service Calls per 1,000	56	44	12
% Auto Aid Given	4%	% Auto Aid Received	1%
Wildland Fires	There are on average 51 brush fires annually. CAL FIRE and EBRPD respond to all wildland incidents in the SRA during fire season. The Diablo Fire Safe Council is not active in the District's boundary area.		
Service Adequacy		**Resources**	
ISO Rating	2/8/9 [2]	Fire Stations	11
Median Response Time (min) [3]	5:17	Sq. Miles Served per Station [4]	11.2
90th Percentile Response Time (min)	8:12	Total Staff [5]	196
Response Time Base Year	2007	Total Full-time Firefighters	163
Percent Certified as FF1	100%	Total On-call Firefighters	18
Percent Certified as FF2 or more	100%	Total Sworn Staff per Station [6]	16.5
Percent Certified as EMT-1	100%	Total Sworn Staff per 1,000	1.3
Percent Certified as Paramedic/ALS	40%	Staffing Base Year	FY 08-09
Human Resources [7]			
Bargaining Unit:	International Association of Fire Fighters Local 3546		
Schedule:	48 hours on, 96 hours off rotation		
Full-time Firefighter (Top Step at Five Years Experience)			
Base Salary: $88,461	Overtime: $3,281	Qualifications:	Prefer Academy, certified as FF1 and EMT.
Full-time Paramedic (Top Step at Five Years Experience)			
Base Salary: $95,909	Overtime: $3,557	Qualifications:	Academy, certified as FF1 and paramedic.
Paid On-Call Firefighter			
Rate:	Unpaid exc. Captain at FS 37	Qualifications:	Drivers license and physical exam.

Notes:
(1) Public Safety Answering Point is the agency first answering 911 calls placed from land lines.
(2) SRVFPD has an ISO Rating of 2 for urban areas including Blackhawk, 8 for areas 5 or more miles from FS 35, and 9 for Morgan territory.
(3) Response time was calculated for Code 3 (priority) calls in District bounds July - Nov 2008, and excludes dispatch time.
(4) Primary service area (square miles) per station.
(5) Total staff includes sworn and civilian personnel, and excludes unpaid volunteers.
(6) Based on ratio of sworn full-time and on-call staff to the number of stations. Actual staffing levels of each station vary.
(7) Base salary in FY 08-09 excludes compensation for overtime hours (more than 56 weekly hours). Overtime compensation is minimal planned overtime (72 hours per year), and excludes unplanned overtime hours.

continued

Fire Service, cont.

Human Resources (continued)

Training: Training is conducted by the District in EMS, hazardous materials, firefighting for structures and wildland areas, auto extrication, and confined space rescue. The District's training staff include a division chief, three fire captains and a full-time EMS coordinator responsible for continuous quality improvement in EMS skills. Training is conducted at standards oriented toward staff achieving certification and to address ISO training standards. The District operates its own academy for new firefighters. Permanent sworn staff received an average of 527 hours of training in FY 07-08, and reserves and volunteers received an average of 135 hours. Reserves receive classroom and ride-along training, with drills twice monthly. The District participates in joint training exercises; joint training in 2008 included the west county mass casualty drill, live multi-company fire exercises in structure and wildland firefighting, and EBRPD.

Service Challenges

Unique aspects of the service area include the significant urban-wildland interface area. There are significant access challenges in west Danville, Diablo and Tassajara due to narrow, windy roads; in wildland interface areas there is only one route in and out. Outlying areas—Morgan Territory and Mt. Diablo—are more than five miles from the nearest fire station and experience longer response times. Areas outside the urban limit line are expensive to serve due to sparse development. Revenue growth has flattened due to the impact of the housing market downturn on assessed values.

Facilities

Station	Location	Condition	Staff per Shift[8]	Apparatus
Station 30	11445 Windemere Pkwy. San Ramon CA 94583	Excellent	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine, 1 Water tender, 1 Ambulance
Station 31	800 San Ramon Valley Blvd., Danville CA 94526	Good	1 Battalion Chief, 2 Captains, 2 Engineers, 2 Firefighters, 2 Paramedics	1 Type 1 engine, 1 Type 3 engine, 1 Ambulance, 1 Truck
Station 32	1101 Stone Valley Rd. Alamo CA 94507	Fair - to be replaced by 2012	2 Captains, 2 Engineers, 2 Firefighters	2 Type 1 engines, 1 Type 3 engine, 1 Ambulance
Station 32	*2100 Stone Valley Rd. Alamo CA 94507*	*Planned 2012*	*2 Captains, 2 Engineers, 2 Firefighters*	*2 Type 1 engines, 1 Type 3 engine, 1 Ambulance*
Station 33	1051 Diablo Rd. Danville CA 94526	Good	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 34	12599 Alcosta Blvd. San Ramon CA 94583	Good	2 Captains, 2 Engineers, 2 Firefighters	1 Type 1 engine, 1 Type 3 engine, 1 Truck, 1 Ambulance, 1 Heavy Rescue
Station 35	505 Silver Oak Ln. Danville CA 94506	Good	2 Captains, 2 Engineers, 2 Firefighters	1 Type 1 engine, 1 Type 3 engine, 1 Water Tender, 1 Haz-Mat vehicle, 1 Ambulance, 1 Truck
Station 36	2001 Lusitano St. Blackhawk, CA 94506	Excellent	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine
Station 37	10207-A Morgan Territory Rd., Livermore CA 94551	Good	Unstaffed (15 on-call firefighters)	1 Type 1 engine, 1 Type 3 engine
Station 38	1600 Bollinger Canyon Rd., San Ramon CA 94583	Good	1 Captain, 1 Engineer, 1 Firefighter	1 Type 1 engine, 1 Type 3 engine, 1 Ambulance, 1 Water tender
Station 39	9399 Fircrest Ln. San Ramon CA 94583	Good	1 Captain, 1 Engineer, 3 Firefighters, 2 Paramedics	1 Type 1 engine, 1 Type 3 engine, 1 Ambulance, 1 Water tender
Station 40	9017 Double Tree Lane Livermore, CA 94550	Good	Unstaffed (3 on-call firefighters)	1 Type 4 engine

Notes:
(8) All companies have at least one paramedic who could be a Firefighter/Paramedic or an Engineer.

continued

Fire Service, cont.
Infrastructure Needs/Deficiencies
Fire Station 32 in Alamo is aged (built in 1957) and needs replacement; a new station is being designed, will be located one-quarter mile away, and is scheduled for completion by 2012. The District is considering solutions to improve response times to southwest San Ramon. Fire Station 39 would be better situated if located north of its current location and west of the freeway. The District reported needing its own training facilities with adequate space for several engines and trucks to maneuver, classrooms, and a multi-story tower. No fire flow improvement needs were identified. An additional fire station is needed in Alamo. Additional fire stations are needed in growth areas; developers are required to mitigate growth impacts by contributing facility costs.
Facility-Sharing and Regional Collaboration
Automatic Aid[9] The District provides aid to Alameda County Fire District (ACFD) in the northern portion of Dublin and in Crow Canyon. ACFD provides aid to the District in the southern end of San Ramon, and southern portions of Dougherty Valley. ConFire provides aid in the northernmost portion of the Alamo community. **Mutual Aid**[10] Through the California mutual aid plan, the District may provide or receive aid throughout California. The District most often provides mutual aid response to ACFD, CAL FIRE and ConFire, and provides occasional aid to Moraga Orinda FPD and Livermore-Pleasanton FD. The District provides mutual aid by its rescue-certified personnel through a FEMA task force that may respond anywhere in the nation. The District provides hazardous materials response outside its bounds upon request by the lead (first-in) agency.
Current Practices: The District participates in joint training with other providers. The District participates in the East Bay Incident Management Team and the Diablo Fire Safe Council. The District leases office space at FS 39 to the City of San Ramon, and leases space to various tenants for communication facilities (Utility Easement Towers) at five stations. The District collaborates with law enforcement, fire and health agencies in Contra Costa and Alameda counties in the Terrorism Early Warning alliance. **Opportunities:** As a member of the East Bay Regional Communications System Authority, the District is collaborating with other public safety providers in Contra Costa and Alameda counties to develop a fully interoperable communication system. The project could potentially come to fruition if it can overcome radio shadows and dead zones.
Notes: (9) Automatic aid is automatically-dispatched aid to territory in another provider's boundary. (10) Mutual aid is aid to territory in another provider's boundary that is provided upon request and subject to availability, and is not automatically dispatched.

GOVERNANCE ALTERNATIVES

Two governance alternatives were identified: annexation of the service area in Alameda County, and annexation of a small area in Alamo presently in the ConFire service area.

Alameda County

The District's service area extends into Alameda County in the Crow Canyon and north Dublin areas where SRVFPD provides automatic aid to ACFD. When the City of San Ramon withdrew from DRFA in 1996, it transferred its fire station located near the San Ramon-Dublin border (FS 39) to SRVFPD. That station was owned by the City of San Ramon prior to it joining DRFA in 1988, and had previously been owned by the prior service provider, the Dublin-San Ramon Services District.[352] SRVFPD reported that FS 39 was built in 1966. SRVFPD and ACFD agreed on service arrangements, including SRVFPD providing automatic aid to medical calls and structure fires in north Dublin and ACFD providing automatic aid to structure fires in the Tassajara area; however, the agreement did not provide for any compensation for these services.[353] ACFD reported that the service arrangement was intended to compensate Dublin for the allocation of FS 39 to SRVFPD. Given that another fire station was allocated at that time to the City of Dublin, the MSR could not determine reasons why the automatic aid arrangement is uncompensated. The nearest ACFD stations are located two miles (or five minutes) southwest of FS 39 (at 7494 Donahue Lane, Dublin) and five miles (or 12 minutes) southeast of FS 39 (6200 Madigan Dr., Dublin). SRVFPD considers the fire station to lack a strategic location, and wishes to relocate the fire station. If the station is relocated, it would presumably affect the District's service area in Alameda County.

ACFD opposes annexation of the SRVFPD service areas[354] so that Dublin is served by a single provider. ACFD acknowledged that FS 39 is not strategically located. ACFD reported that the call disparity is related to SRVFPD not dispatching ACFD when it is the closest resource.

Tice Valley

There is a small area east of Tice Valley that was within the proposed city limits of Alamo. The area lies within the ConFire boundary area, but could be served by SRVFPD. Annexation of that area to SRVFPD would allow the proposed city to coordinate with one rather than two different fire districts, and thereby streamline government service, particularly plan review and ordinances. Staffs at both ConFire and SRVFPD were amenable to reorganizing this area by detaching it from ConFire and annexing it to SRVFPD if Alamo approves incorporation. Alamo voters rejected cityhood in March 2009. The Alamo area has initiated incorporation in the past, and could potentially initiate a community services district (CSD) governance model. This governance option may be relevant if incorporation or CSD formation is initiated in the future.

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[352] *Agreement between City of Dublin, City of San Ramon and Dougherty Regional Fire Authority*, 1988, pp. 2-4.

[353] *Agreement between ACFD and SRVFPD for Automatic Aid Between Stations Located within the City of Dublin and SRVFPD*, 1996.

[354] Correspondence from Alameda County Fire Department Fire Chief Sheldon Gilbert to Contra Costa LAFCO, March 23, 2009.

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) Residential population growth in the SRVFPD boundary is projected to be somewhat faster than the countywide average, with growth in San Ramon substantially faster and in Danville substantially slower than the countywide average. San Ramon is the second fastest-growing city in the County after the City of Brentwood. Residential growth areas include the Faria preserve, Dougherty Valley and the portion of Bollinger Canyon inside the urban limit line. In the long-term, growth is expected to increase the population from 130,411 in 2008 to 155,324 in 2030.

2) Commercial growth is projected to be somewhat slower in SRVFPD compared with the countywide average. Job creation in San Ramon is expected to outpace Danville and Alamo, and to be comparable with the countywide average. The City Center project in San Ramon is the most significant commercial growth area. In the long-term, growth is expected to increase the job base from 65,217 in 2008 to 79,601 in 2030.

3) Service demand levels are below-average in the District, with 56 incidents annually per 1,000 people compared with the countywide average of 79 incidents per 1,000.

4) SRVFPD presently engages in growth planning by collaborating with land use authorities—the cities of San Ramon and Danville and the County—in crafting mitigation measures for new projects and forecasting their financial effects on the District. The District projects long-term capital needs through a four-year business plan last updated in 2005. SRVFPD does not prepare a long-term capital improvement plan or development impact fee nexus study for purposes of planning growth-related infrastructure and financing needs; implementing these measures would improve the District's growth planning.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

5) SRVFPD operates nine staffed fire stations and two stations served by on-call firefighters. Ten of the eleven stations are in good to excellent condition. FS 32 in Alamo is aged and is scheduled for replacement in 2012. An additional station is needed in Alamo. FS 39 is not strategically located, and may need to be relocated to improve response times in southwest San Ramon. Unfunded capital plans include a new training facility. SRVFPD replaces apparatus on a regular cycle after 7-20 years use.

6) Additional fire stations and water improvements are needed in growth areas; developers are required to mitigate growth impacts by contributing facility costs.

7) SRVFPD plans for capital needs through its annual budget process and a four-year business plan last updated in 2005. The District could improve its capital planning for growth by completing and implementing a development impact fee nexus study. Such planning efforts would represent an improvement, and could promote more comprehensive growth planning.

8) The SRVFPD service areas contain some areas in the very high fire hazard severity zone (Mt. Diablo State Park) and extensive areas in the high fire hazard severity zone, including Blackhawk, Bishop Ranch and Las Trampas Regional Wilderness). To protect these vulnerable areas, the District has adopted sprinkler requirements, and conducts inspections of properties with past compliance challenges or complaints. Vegetation fires in most of these areas are the responsibility of CAL FIRE and EBRPD.

9) In the urban areas, SRVFPD provides adequate service levels. SRVFPD meets response time guidelines much of the time, but falls short of meeting guidelines 90 percent of the time. Although 911 call processing times do not meet industry standards, SRVFPD is faster than ConFire and City of Richmond. SRVFPD's staffing level of 1.3 sworn staff per 1,000 people is substantially higher than the countywide average (0.9), and slightly lower than the Bay Area median for urban fire providers with ambulance transport responsibilities (1.4). Based on staff certification levels, SRVFPD staff credentials and skills appear to be adequate. Training efforts appear to be adequate; training hours per sworn staff member are higher than the countywide average.

10) Morgan Territory and other outlying portions of SRVFPD lack fire hydrants, and experience longer response times due to distance from fire stations and the hilly topography. Growth potential in these areas is constrained by the countywide urban limit line and development of hydrants would be expensive due to relatively low densities in these areas. SRVFPD relies on water tanks on its engines, water tenders and drafting from water tanks to provide fire-fighting service to these areas.

11) The District identified service challenges in west Danville, Diablo and Tassajara where narrow, windy roads create access challenges. Outlying areas in Morgan Territory and Mt. Diablo experience longer response times. Areas outside the urban limit line are expensive to serve due to sparse development and high fire hazards.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

12) SRVFPD has the financial ability to provide adequate services. The District's expenditures per population served ($393) are higher than other providers in the County (median of $209). The District reported that the 2008-9 recession has slowed revenue growth and increased future pension obligations. The District did not identify cost-saving measures to economize on expenses. SRVFPD has adequate financial reserves. The District has significant long-term debt, most of which funded facilities, as well as unfunded pension and OPEB liability.

13) The District should implement development impact fees to ensure that new development does not have negative impacts on service levels.

14) SRVFPD relies on property taxes for 91 percent of its revenue, and receives an above-average share of property taxes compared with other fire districts in the County. Its share of property taxes is 17 percent in unincorporated areas, 16 percent in Danville and 13 percent in San Ramon; by comparison, the average fire district share was 12 percent in incorporated areas.

15) SRVFPD relies on ambulance fees for three percent of its revenues.

16) Financing opportunities include charging for services provided in Alameda County.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

17) SRVFPD practices limited facility-sharing and regional collaboration to economize on costs and improve service levels.

18) SRVFPD participates in closest-resource dispatching, and responds to emergencies regardless of boundaries. This most often involves exchanging automatic aid with ConFire's Lafayette and Walnut Creek station areas.

19) The District exchanges mutual aid response with Livermore-Pleasanton FD, and occasionally with fire departments in other counties.

20) The District is collaborating with other public safety providers in Contra Costa and Alameda counties to develop a fully interoperable communication system.

21) Joint training in EMS and classroom training in structure firefighting and initial hazardous materials response is conducted with west County fire departments and EBRPD.

22) The District did not provide studies or analysis of the potential for combining fire station service areas. Financing constraints could lead the District to reevaluate its station configuration options in the future.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

23) SRVFPD demonstrated accountability based on the measures of contested elections, constituent outreach efforts, transparency, and disclosure practices.

24) The District demonstrated accountability and transparency by disclosing financial and service-related information in response to LAFCO requests.

25) The District could benefit from benchmarking its costs against comparable service providers to explore cost savings and promote efficiency.

26) Annexation of a portion of Alamo is a government structure option. The affected area is a small portion of the unincorporated community of Alamo in ConFire bounds.

27) Annexation of territory served in Alameda County is an option. SRVFPD provides service to the northern part of Crow Canyon and to northern Dublin, but does not receive compensation for these services. Annexation would promote compensation for these services. Annexation may not be relevant if the District relocates a fire station as planned.

AGENCY SOI UPDATE

The existing SRVFPD SOI is smaller than the District's boundary and service area.

The SOI has not been amended to include territory formerly in the Tassajara FPD or in the Bogue Ranch area.

SOI OPTIONS

Given the considerations addressed in the MSR, three options are identified for the SRVFPD SOI:

SOI Option #1 – Increase SOI to Include Entire Boundary Area

If LAFCO determines that territory in Tassajara Valley and Bogue Ranch that was annexed to the District in 1990 and 1996 and lies within the District's service area should remain within District bounds, then the SOI should be expanded to encompass the affected territory.

SOI Option #2 – Increase SOI to Include Alamo Area

If LAFCO determines that SRVFPD may initiate annexation of the sliver of Alamo east of Tice Valley, then the SOI should be expanded to include the affected area.

SOI Option #3 – Increase SOI to Include Crow Canyon and North Dublin

If LAFCO determines that SRVFPD may initiate annexation of its first-in service area in Alameda County and be compensated for its services in that area, then the SOI should be expanded to include the area.

RECOMMENDATION

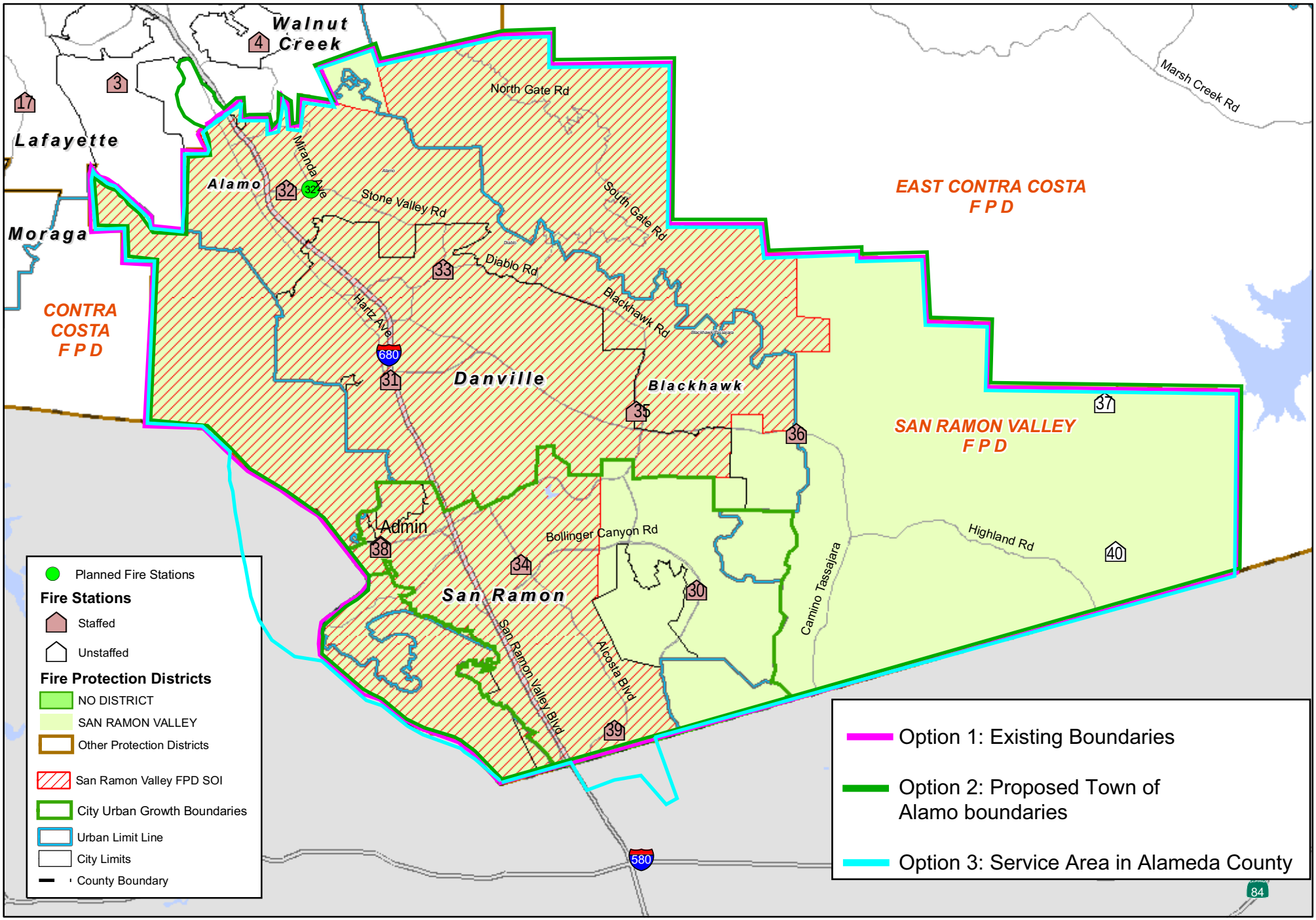
It is recommended that the SOI be expanded to include the District's boundary area (Tassajara Valley, southern Morgan Territory and Bogue Ranch) and a sliver of Alamo (i.e., SOI options #1 and #2).

The intent of an SOI is to identify the probable areas for an agency's services in the foreseeable future. Pursuant to the Contra Costa LAFCO policies relating to an SOI, LAFCO discourages inclusion of land in an agency's SOI if a need for services provided by that agency within a 5-10 year period cannot be demonstrated.[355] Territory included in an agency's SOI indicates the probable need for service has been established, and that the subject agency is determined by LAFCO to be the most logical service provider. SOIs generally will not be amended concurrently with an action on the related change of organization or reorganization. A change of organization or reorganization will not be approved solely because an area falls within the SOI of any agency.

[355] Contra Costa LAFCO, *Contra Costa LAFCO Policies and Standards*, Section 2.1, pp. 3-4.

Map 14-3

San Ramon Valley Fire Protection District Boundary and Sphere of Influence



Map created 01/09/2009
by Contra Costa County Department of Conservation and Development
GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

0 0.5 1 2 Miles

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SOI ANALYSIS AND DETERMINATIONS

Table 14-5: SRVFPD SOI Analysis

Issue	Comments
SOI update recommendation	SOI expansion to include Tassajara Valley, southern Morgan Territory, Bogue Ranch, and a sliver of Alamo.
Services provided	SRVFPD provides fire and emergency medical services including paramedic and ambulance transport. AMR, a privately owned ambulance company, serves as a back-up for ambulance transport services.
Present and planned land uses in the area	Land uses within the existing SOI include residential, commercial, mixed-use, agricultural, and open space. Residential developments in SRVFPD are mostly low-density, with higher-density residential neighborhoods located along arterial streets, primarily in the cities of San Ramon and Danville, as well as in the community of Alamo. Commercial development has historically been situated in Downtown Danville, Alamo, along portions of San Ramon Valley Blvd., and at Bishop Ranch Business Park among other locations in the City of San Ramon. Land uses in the potential SOI expansion areas are primarily open space and lower-density rural residential in the unincorporated Tassajara area and Morgan Territory, and agricultural in the Bollinger Canyon area and the Tassajara Valley. Land use is primarily residential in the potential SOI expansion areas of Alamo and Bogue Ranch.
Location of facilities, infrastructure and natural features	The District has nine staffed fire stations, and two stations staffed by on-call firefighters. Of the staffed stations, four are located in San Ramon, three are located in Danville, one is located in Alamo, and one is located in the Tassajara Valley. The two stations staffed by on-call firefighters are located in Morgan Territory. Natural features that affect fire services include the significant urban-wildland interface area. There are significant access challenges in west Danville, Diablo and Tassajara due to narrow, windy roads. Outlying areas—Morgan Territory and Mt. Diablo—experience longer response times. Areas outside the urban limit line are expensive to serve due to sparse development.

Projected growth in the District/Recommended SOI	The projected population growth rate within the entire district from 2008 to 2030 is 23 percent, whereas the projected growth rate for the City of San Ramon is 38 percent and seven percent for the Town of Danville. Approved developments in San Ramon include the City Center project, a 2.1 million square-foot mixed-use center with hotel, cinema, retail, restaurant and residential uses planned, and the Faria Preserve, a planned 786-unit subdivision. The Town of Danville expects limited growth, as the Town is almost fully built-out. New developments will consist of infill or re-use of property that has not been developed to its full potential, such as expansion of the Downtown area. Development within other areas of SRVFPD will be limited to infill. Growth within the potential SOI expansion areas is projected to be minimal, as the community of Alamo is largely built-out and is anticipated to preserve its semi-rural character. The Bogue Ranch area served by SRVFPD is also largely built-out.
Present and probable need for public facilities and services in the area	There is a present and probable need for public facilities and services in the area as the proposed SOI expansion areas already receive services from SRVFPD and ConFire.
Opportunity for infill development rather than SOI expansion	SOI expansion would have no effect on infill development as all affected areas already receive fire and EMS services.
Service capacity and adequacy	The MSR did not identify any capacity issues that would prevent SRVFPD from continuing to serve its service area, or expanding its service area to include the entirety of Alamo. The District identified service challenges in west Danville, Diablo and Tassajara where narrow, windy roads create access challenges. Outlying areas in Morgan Territory and Mt. Diablo experience longer response times. Areas outside the urban limit line are expensive to serve due to sparse development and high fire hazards.
Social or economic communities of interest	Communities of interest within the existing SOI include the incorporated cities of San Ramon and Danville, and the unincorporated communities of Alamo, Blackhawk, and Diablo. The southern portion of Morgan Territory and the Tassajara Valley are included within SRVFPD bounds and the potential SOI expansion area. A portion of Alamo currently served by ConFire has also been included as an SOI expansion area.
Effects on other agencies	SOI expansion for SRVFPD to include the areas already within its bounds would have no effect on other agencies. SOI expansion to accommodate the proposed Alamo bounds would affect ConFire.
Potential for consolidations or other reorganizations when boundaries divide communities	Potential reorganizations involve annexation of the Alamo sliver and areas within Alameda County to SRVFPD.

Willingness to serve	A willingness to serve has been demonstrated by the District providing fire service to its entire boundary area, including the Tassajara and Morgan Territory areas. SRVFPD also indicated a willingness to serve the entire boundary of the proposed Town of Alamo.
Potential effects on agricultural and open space lands	There would be no effect on agricultural and open space lands as the areas in question are already within the District boundary, or are currently being served by an existing fire and EMS provider.
Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.

15. COUNTY SERVICE AREA

County Service Area EM-1 (CSA EM-1) is a financing mechanism to provide enhanced emergency medical services (EMS) to Contra Costa County.

AGENCY OVERVIEW

FORMATION AND BOUNDARY

CSA EM-1 was formed on November 29, 1989 as a dependent special district of the County.[356] The District was formed to provide funding for enhancements to the County's EMS system.[357]

The principal act that governs CSAs is the County Service Area law.[358] The principal act authorizes county service areas to provide a wide variety of municipal services, including street maintenance, fire protection, extended police protection, water and sewer services.[359] A CSA may only provide those services authorized in its formation resolution unless the Board of Supervisors adopts a resolution authorizing additional services. If LAFCO approved formation of a CSA with a condition requiring LAFCO approval for new services, the Board of Supervisors must first get LAFCO approval before authorizing additional services.[360] Districts must apply and obtain LAFCO approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the District at the end of 2000.[361]

The boundaries of CSA EM-1 include all of Contra Costa County, including the incorporated cities. The CSA has a boundary area of approximately 720 square miles.

The SOI for CSA EM-1 was adopted by LAFCO at formation of the CSA, and is coterminous with the exterior boundaries of Contra Costa County.[362] There have been no boundary changes or SOI amendments since formation of the CSA.

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[356] Board of Equalization Official Date. Resolution No. 89-41 was approved by LAFCO October 11, 1989, and countywide Measure H was approved by voters November 8, 1988.

[357] Contra Costa Health Services Department, EMSA Annual Report, 2007, p. I-3.

[358] California Government Code §25210.1-25211.3.

[359] California Government Code §25210.4 and 25210.4a.

[360] California Government Code §25210.31.

[361] Government Code §56824.10.

[362] LAFCO Resolution No. 89-41.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The District has a five-member governing body, consisting of the County Board of Supervisors. Board members are elected by district to staggered four-year terms. The last contested election for a board seat occurred in 2008.

Table 15-1: CSA Governing Body

CSA EM-1				
Governing Body				
Board of Supervisors	**Name**	**District**	**Began Serving**	**Term Expires**
	John M. Gioia	District I	1999	2010
	Gayle B. Uilkema	District II	1997	2012
	Mary N. Piepho	District III, Chair	2005	2012
	Susan Bonilla	District IV	2007	2010
	Federal D. Glover	District V	2001	2012
Manner of Selection	Elections by district			
Length of Term	Four years			
Meetings	Date: Tuesdays at 9:30 a.m.	Location: 651 Pine St., Room 107 Martinez, CA 94553		
Agenda Distribution	Online and posted			
Minutes Distribution	Video of meetings available online and minutes by request			
Contact				
Contact	Director			
Mailing Address	Contra Costa EMS Agency, 1340 Arnold Drive, Suite 126, Martinez, CA 94553			
Email/Website	http://www.cchealth.org/groups/ems/			

There are also several advisory committees, including the Emergency Medical Care Committee and the Medical Advisory Committee. The Emergency Medical Care Committee acts as an advisory body to the Board of Supervisors and Local EMS Agency (LEMSA) on all matters relating to EMS, and its members are appointed by the Board of Supervisors.[363] Other committee members are not board-appointed. The Medical Advisory Committee provides advice and recommendations to the LEMSA and EMS Medical Director on medically related topics, including ALS and BLS medical treatment guidelines, new pre-hospital skills and/or medications, pre-hospital policies and procedures related to patient medical management, and review of medical quality issues.[364] The Fire EMS Training Consortium is appointed by the fire chiefs with representation from each agency; its purpose it to coordinate EMS training and make recommendations on expenditure of CSA funding for EMS training.

The CSA keeps constituents updated and conducts outreach activities through the Contra Costa Health Services Department EMS Agency. The EMS Agency publishes a monthly newsletter on EMS best practices and maintains a website with EMS policies and information, standards of

[363] Members include five consumer representatives (one from each supervisorial district) and representatives of Contra Costa Fire Chiefs' Association, Contra Costa ambulance providers, Emergency Department Physicians, the Emergency Nurses Association, and other industry groups and organizations.

[364] Members are base hospital coordinators, liaison physicians, representatives from each ALS provider agency, and receiving hospital emergency physician representatives.

certification and pre-hospital care, ambulance contracts, monthly contract performance reports, links to EMS documents, and answers to frequently asked questions. Information on the use of CSA assessment funds is available in the Agency's annual reports (available on the website) and in the County's annual budget. The EMS Agency provides outreach to local government, non-profit organizations and businesses on public safety and Public Access Defibrillation (PAD). As a requirement of its emergency ambulance contract, American Medical Response (AMR) provides CPR classes to the public and 25 automatic external defibrillators annually to public and non-profit entities.

With regard to customer service, the EMS Agency maintains systems to monitor internal customer service as well as services provided by EMS responders. Customer service survey cards are available at the EMS office for the public, and can be submitted in a mailbox outside of the building door. While the EMS Agency reports having received no complaints regarding customer service through these surveys, feedback has been received leading to improvements in the Agency's website. An electronic "EMS Event Reporting" system is maintained to facilitate reporting and tracking of issues and complaints involving services provided through the EMS system, including patient care, operations, billing, and professional conduct. Complaints can be filed anonymously, and all incidents involving patient care or safety, and all complaints received by EMS staff from the public via telephone, are entered by staff into the EMS Event Reporting database. Of 40 events recorded during 2007, the Agency reports that 90 percent involved patient care, 60 percent communication issues, 35 percent documentation issues, 33 percent patient destination determination, 30 percent response time, 18 percent patient medication, and three percent billing.

The District demonstrated full accountability in its disclosure of information and cooperation with LAFCO, including responding to written requests and participating in interviews.

MANAGEMENT

CSA EM-1 is managed by the Emergency Medical Services Division of the Contra Costa Health Services Department, which serves as the LEMSA. The LEMSA coordinates all EMS activities in Contra Costa County, including handling all administrative duties and financial matters related to CSA EM-1, with the Board of Supervisors making the policy decisions affecting the CSA. The Health Services Director reports directly to the Board of Supervisors, and delegates the responsibility and control of the pre-hospital medical system to the Emergency Medical Services Director.

The LEMSA staffing level consists of 11 full-time positions within the County Health Services Department. CSA EM-1 provides funding for four of these staff positions, to oversee the expanded EMS program and handle administrative tasks related to the CSA. Staff positions funded by CSA EM-1 are evaluated on an annual basis, consistent with other positions within the County Health Services Department.

In addition to managing the CSA, the LEMSA evaluates performance of all EMS providers in the County by monitoring statistics in a number of areas: ambulance services and air ambulance services (response/transportation times, and levels and quality of service provided); trauma care services (appropriate use of trauma center, trauma care); hospital resources (bed availability); and first responder defibrillation program (patient lives saved). Utilization statistics and trends, including number of EMS calls dispatched, response times, patients transported, patients receiving specialty trauma care, and defibrillation saves are compiled for each area on a regular basis to evaluate

performance and to identify any areas for increased attention. The Agency maintains monthly monitoring of ambulance contract performance and compliance reports on the agency's website.

Financial planning efforts for the LEMSA include annual budgets, annual financial audits, and capital improvement planning through Contra Costa County. The most recent audit for the County was completed for FY 07-08. The LEMSA produces an annual program report outlining major accomplishments for the year, program status reports and system activities, statistical reports, and financial information.

Regional planning efforts include quarterly Bay Area EMS meetings, a regional trauma planning committee, coordination of medical/health disaster planning of the 16-county Northern California Coastal Region, participation in the Bay Area Urban Area Security Initiative project, and participation in statewide planning activities sponsored by the State EMS Authority, the EMS Administrators' Association of California and the Emergency Medical Directors' Association.

Agency staff reported several accomplishments between 2003 and 2008, including undertaking a major EMS system redesign project resulting in the promotion and support of paramedic first responder programs in the fire services and in the integration of paramedic first responder and paramedic ambulance services, development of a countywide system for providing rapid definitive care for patients suffering serious forms of heart attack, establishing and expanding a Public Access Defibrillation (PAD) program, and significant improvements in disaster preparedness involving EMS field providers, hospitals, community clinics, and skilled nursing facilities.

SERVICE DEMAND AND GROWTH

The CSA bounds encompass a wide variety of land uses, as it includes the entirety of Contra Costa County. The District considers its customer base to be the residents, workers and visitors in the County. The Agency reports that the peak demand period for EMS calls (first responder and ambulance) are Monday through Friday, from 10 a.m. to 6 p.m.

In 2007, the Ambulance Dispatch Report for CSA EM-1 indicates there were 75,209 dispatches, of which 58,692 (or 78%) were Code 3 runs and 16,517 (or 22%) were Code 2.

Local business activities include a wide variety of industries. The estimated number of jobs in 2005 was 379,030, according to 2007 ABAG projections data. The projected job growth rate from 2005 to 2030 is 46 percent.

The estimated residential population in the District bounds was 1,051,674, according to the California Department of Finance. The projected population growth rate from 2008 to 2030 is 20 percent, according to 2007 ABAG projections.

Planned or proposed developments are most concentrated in the cities of Brentwood, Oakley, San Ramon, Concord, Richmond, and Hercules.

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies.

FINANCING

The CSA is primarily financed through assessments. Zone A consists of the SRVFPD boundary area, and the assessment is $3.94 per benefit unit or single-family residence.[365] Zone B consists of the remainder of Contra Costa County, and the assessment is $10 per benefit unit or single-family residence.[366] The CSA reported that assessment levels are capped at current levels and provide no increases for inflation. Inflation from 1990 to 2008 has caused the assessment to decrease by 59 percent in real dollars (i.e., spending power).[367] The current financing level is not adequate to deliver long-term services given historical inflation patterns.

CSA EM-1 accounting is reported in the aggregate within the County's financial statement and budget. The District practices fund accounting for each revenue source.

Total revenues were $0.2 million in Zone A and $4.4 million in Zone B, in FY 07-08. The CSA's expenditures were $0.2 million in Zone A and $5 million in Zone B, in FY 07-08. Of the Zone A expenditures, 22 percent was spent on salaries and benefits, 39 percent on services and supplies and 39 percent on other charges.[368] Of the Zone B expenditures, 10 percent was spent on salaries and benefits, 50 percent on services and supplies, 31 percent on other charges, eight percent on expenditure transfers, and one percent each on medical equipment and communications equipment.

No long-term debt was identified for CSA EM-1 at the end of FY 07-08.

The CSA Director indicated that the CSA does not collect enough in assessments to add to its financial reserves. CSA EM-1 had $3.1 million in unreserved, undesignated funds at the close of FY 07-08, consisting of a reserve deficit of $87,400 for Zone A and a reserve balance of $3.2 million for Zone B. In other words, the CSA maintained no working reserves for Zone A, and just over seven months of working reserves for Zone B.[369] The approved FY 08-09 budget for CSA EM-1 calls for $7.5 million in expenditures for Zone B, which if fully expended would wipe out the unreserved, undesignated fund balance left from FY 07-08. The FY 08-09 budgeted amount for Zone A is nearly $123,000. The CSA Director reports that the fund balance is unlikely to be expended this FY, but a typical practice is to budget all available funding for use as needed and approved by the BOS. Actual revenue and expenditures over the past three years have balanced out at about $4.4 million annually, with the fund balance carried forward each year as a de facto reserve.

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[365] In each zone, properties (including residential, commercial and industrial) are assessed based on their use code classification (e.g., ½ benefit unit for certain vacant properties, 1 benefit unit for a single family residential property, etc.).

[366] The assessment is less in Zone A because SRVFPD directly provides paramedic ambulance response, and does not receive a subsidy from CSA EM-1.

[367] The U.S. Bureau of Labor Statistics reports an annual average CPI for the San Francisco-Oakland-San Jose, CA MSA of 132.1 in 1990 and 222.767 in 2008.

[368] "Other charges" include paramedic engine subsidies to ConFire because it is a County-dependent district, whereas paramedic engine subsidies to independent districts show up under "services and supplies."

[369] The unreserved, undesignated fund balance at the close of FY 07-08 is equivalent to 63 percent of all expenditures in Zone B for FY 07-08.

EMERGENCY MEDICAL SERVICE

NATURE AND EXTENT

CSA EM-1 is a financing mechanism administered by the Emergency Medical Services (EMS) Division of the Contra Costa County Department of Health Services. CSA assessment funds are used to reduce deaths and complications resulting from medical emergencies in Contra Costa County by making needed improvements in the County's existing Emergency Medical Services System and assuring continued availability of high quality emergency medical and trauma care services throughout the County. Services include ambulance, EMS first responder, EMS communications, and support to the County's Hazardous Materials Program. CSA funding includes three EMS staff positions to oversee the expanded EMS program, and administrative and levy collections costs.

Funding from CSA EM-1 is used to subsidize first responder paramedic services in ConFire, El Cerrito Fire (and KFPD via El Cerrito Fire), MOFPD, Pinole Fire, and RHFPD.[370] CSA EM-1 provides a subsidy of $30,000 per engine to these districts, to partially offset the cost of providing first responder paramedic services. First responder paramedic services are provided to CCFPD, ECCFPD and Richmond Fire by American Medical Response (AMR), a privately-owned ambulance company, which is not subsidized by CSA EM-1 funds.[371] MOFPD provides paramedic and ambulance services directly. SRVFPD provides paramedic and ambulance services directly, and does not receive a paramedic subsidy from CSA EM-1 funds. All three ambulance providers are required to provide mutual aid to each other as requested and as they are able.

As the LEMSA, County Health Services provides overall direction, planning, and monitoring for the County's pre-hospital Emergency Medical Service system. The LEMSA regulates emergency ambulance services and the County's trauma system; establishes pre-hospital treatment protocols and certifies or accredits pre-hospital personnel; approves and monitors paramedic programs and first-responder defibrillation programs; provides planning and coordination of medical disaster response; and oversees the County's ST-elevation myocardial infarction (STEMI) program to assure rapid definitive treatment of certain critical heart attack victims. The LEMSA had about 300 paramedics, as of November 2008.[372]

The LEMSA has broad regulatory authority over pre-hospital emergency medical services and trauma center programs, including ambulance services; paramedic programs, EMT-I and paramedic training programs, testing, certification, and discipline of EMTs; accreditation of paramedics; ambulance permits; emergency ambulance patient charges, EMS response times, and ambulance service provider contracts. The LEMSA coordinates quality improvement (QI) programs for pre-

[370] The CSA Director reports that this subsidy is not going to increase. If new paramedic engines are added, the subsidy amount per engine will be cut accordingly.

[371] Per the County's agreement with AMR, AMR provides a total of four QRVs (non-transporting paramedic first responder vehicles), at no cost to the County, to provide paramedic first response coverage in east county and to augment paramedic engine coverage in northwest county.

[372] Interview with Art Lathrop, Contra Costa Health Services EMS Director, November, 13, 2008.

hospital care providers. Through the Contra Costa Fire EMS Training Consortium, the LEMSA supports coordinated and standardized training for first responders and ambulance personnel countywide.

A continuing goal of the LEMSA is to improve efficiencies via the QI Program. The LEMSA used CSA EM-1 funds to implement an electronic patient care record system for use by fire paramedic units, in order to evaluate the effectiveness of EMS field treatment and identify training issues. The LEMSA reported that a service challenge arises when first responders do not complete patient care records for all service calls.

Dispatch Services

All 911 calls made from land lines are automatically routed to the Public Safety Answering Point (PSAP) for the jurisdiction from which the call is placed—the Antioch Police, Concord Police, Contra Costa County Sheriff, East Bay Regional Park District, Pleasant Hill Police, Pinole Police, or Richmond Police. Once the PSAP dispatcher determines a call requires EMS response, the call is relayed to the appropriate fire/medical dispatch center (ConFire, SRVFPD or Richmond) for dispatch of fire first responder and ambulance. The EMS Agency's Message Transmission Network (MTN) provides a direct linkage between both the ConFire and Richmond Police dispatch centers with the AMR dispatch center. While the actual dispatch of AMR units is handled by AMR's dispatch center, all dispatch information, including initial call information, unit assignments, and status updates are transmitted via MTN between the dispatch centers' computer-aided dispatch systems. The MTN was first implemented in 1992 between ConFire and AMR and was designed to provide EMS message transmission between any agency connected to the All County Criminal Justice Information Network maintained by the County Department of Information Technology. The MTN has significantly decreased call handling time and dispatch errors.

Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP relays the call to the appropriate dispatch center, and dispatching follows the protocol discussed above.

LOCATION

CSA EM-1 provides funding for service and programs that benefit all areas of Contra Costa County. SRVFPD does not receive a paramedic subsidy, but benefits from other CSA EM-1 programs including first responder defibrillation, medical dispatcher training, enhancements to the communication system, and disaster medical supplies, among others.

The areas of the County served by AMR are divided into five Emergency Response Zones (ERZ), corresponding to the City of Richmond, other west county fire providers, the central ConFire area, the eastern ConFire area, and the ECCFPD area (see Table 15-2 for a list of communities by ERZ).

The District also provides ambulance service outside its bounds pursuant to the California Master Mutual Aid agreement. The District provides immediate need ambulance response mutual aid to adjacent counties, upon request from public safety agencies to Sheriff's Communications.

INFRASTRUCTURE

Because the CSA is merely a financing mechanism to provide enhanced EMS services, it does not own any equipment directly. The CSA is managed by the Emergency Medical Services Division of the Contra Costa Health Services Department, which has an office located at 1340 Arnold Drive Suite 126, in Martinez.

SERVICE ADEQUACY

First responder services are provided countywide by the jurisdiction fire service supplemented in certain areas by AMR non-transporting, paramedic-staffed quick response vehicles (QRVs). All fire jurisdictions provide paramedic-level first response with the exception of CCFPD, ECCFPD, and Richmond FD. In order to meet the LEMSA goal of two paramedic on-scene, and the first paramedic on-scene within 10 minutes for 90 percent of calls, the LEMSA requires AMR to provide three QRVs in areas of ECCFPD, one QRV in the area of CCFPD, and augment ambulance staffing with shorter response times in the area of Richmond FD. The CSA Coordinator indicated that a goal of the CSA is to achieve ALS staffing levels for Richmond first responders.

Paramedic-level ambulance service is provided by SRVFPD and MOFPD within their respective jurisdictions, and by AMR in the remaining areas of the County. AMR flex deploys between 18 and 23 ALS ambulances throughout the County based on the expected location and volume of emergency calls. SRVFPD deploys two constantly-staffed ambulances and up to five additional cross-staffed ambulances and MOFPD deploys two constantly-staffed ambulances and 1-3 cross–staffed ambulances. First response and ambulance minimum required staffing levels by provider are shown in Table 15-2.

Table 15-2: First Response and Ambulance Staffing Levels by Provider

Provider	Description	Level of 1st Response Staffing	Ambulance Staffing
AMR (ERZ A)	City of Richmond	BLS	2 Paramedics
AMR (ERZ B)	El Cerrito, Kensington, Pinole, Rodeo-Hercules, Crockett-Carquinez, San Pablo, El Sobrante, North Richmond, other areas of West County (except Richmond)	ALS	1 paramedic/ 1 EMT
AMR (ERZ C)	Concord, Clayton, Lafayette, Martinez, Pleasant Hill, other areas of Central County	ALS	1 paramedic/ 1 EMT
AMR (ERZ D)	Antioch, Bay Point, Pittsburg, and surrounding areas of East County	ALS	1 paramedic/ 1 EMT
AMR (ERZ E)	East Contra Costa FPD (Oakley, Brentwood, Byron, Bethel Island, Discovery Bay, and other areas of East County)	EMT or ALS	1 paramedic/ 1 EMT
Moraga-Orinda FPD	Moraga-Orinda FPD boundary	ALS	1 paramedic/ 1 EMT
San Ramon Valley FPD	San Ramon Valley FPD boundary	ALS	1 paramedic/ 1 EMT

Source: Contra Costa Health Services, Emergency Medical Services Agency 2007 Annual Program Report.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. The response time guideline established by the California EMS Authority for BLS first response is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. The minimum State standard is that the Local EMS Agency establish response times that include dispatch time. In Contra Costa, the LEMSA sets BLS first response standards only for those first responder agencies with contracts for paramedic engine subsidies. These first response standards vary between 5 and 7.5 minutes as has been mutually agreed with each agency based on that agency's response capability. The standards were set in 2004 to hold first responders responsible for maintaining service levels in place at that time. The system-wide response standard is two paramedics responding within 10 minutes 90 percent of the time.

As shown in Table 15-3, AMR complied with the maximum response time over 96 percent of the time in ERZs A, B and D, and over 93 percent of the time in ERZs C and E. The only instance where requirements were not met in 2007 was in April, when ERZ A achieved response times less than 95 percent of the time.[373]

Paramedic ambulance response time standards set by the LEMSA vary by area, as shown in Table 15-3. Response times vary between geographic areas due to differences in population location and densities, development patterns, proximity of responders, and accessibility.

Table 15-3: Emergency Paramedic Ambulance Response Times (Code 3), 2007

Geographic Area	2007 Response Time Standard (minutes)		% of Time Compliant		Median Response Time (minutes)
	Urban	Rural	Required	Actual	
American Medical Response (AMR)					
ERZ A - City of Richmond	10:00	20:00	95%	96.0%	6.05
ERZ B - West County, except Richmond	11:45		90%	96.2%	7.33
ERZ C - Central County				93.8%	8.10
ERZ D - Antioch, Bay Point, Pittsburg area				96.1%	6.92
ERZ E - East CCC Fire Protection District		16:45 - Bethel Island & Discovery Bay 20:00 - Other		93.5%	8.35
Moraga-Orinda Fire (MOFPD)	11:59	20:00		85.2%[1]	7.38
San Ramon Valley Fire (SRVFPD)	10:00	20:00	95%	95.6%	5.45

Source: Contra Costa EMS Agency, March 17, 2009.

Note: (1) A detailed review by the EMS Agency of MOFPD Code 3 ambulance response times for January 2009 found the District compliant 91.5% of the time.

[373] ERZ A had a response time compliance rate of 94.88% in April 2007.

AMR and San Ramon Valley FRP met ambulance response time standards in 2007.[374] Moraga-Orinda FPD has met standards in 2009 to date, but it was not confirmed that the District met standards in 2007.[375] The LEMSA reported that MOFPD's 85 percent compliance rate was a result of a data reporting problem rather than a compliance problem. Ninetieth percentile response times ranged from about eight minutes to nearly 15 minutes, with the longest response times observed in the East County area of ERZ E. The second longest response times were observed in ERZ C, the central Contra Costa area.

GOVERNANCE ALTERNATIVES

No governance alternatives were identified.

Due to lengthy dispatch times, the MSR recommends a coordinated effort among primary (law enforcement) dispatch and fire dispatch operations to implement technology and operational improvements to provide a more timely 911 call processing. Measure H funds might be used to document the delays and identify the reasons for delays. The EMS Agency might coordinate a 911 dispatch study in conjunction with the County Sheriff's Department. Solutions might be considered initially by the PSAP manager's group. Study results relating to understaffed dispatch centers should be published.

AGENCY MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

1) The residential population of the CSA is all Contra Costa County residents. The projected population growth rate within the CSA from 2008 to 2030 is 20 percent, according to 2007 ABAG projections. The projected job growth rate from 2005 to 2030 is 46 percent.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

2) No capacity constraints or infrastructure deficiencies were identified for the CSA.

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[374] Ambulance response times are measured from receipt of call at the ambulance provider's dispatch center to arrival of ambulance unit at scene or nearest public access to scene. Because AMR's dispatch center receives call information directly via computer-aided dispatch (CAD) link from the Contra Costa Fire dispatch center, AMR's response times do not include caller inquiry time. Caller inquiry time, however, is included for MOFPD and SRVFPD adding an average of one to two minutes to the ambulance response times given for these agencies.

[375] EMS's review of selected 2007 MOFPD computer-aided dispatch (CAD) records indicates that a substantial number of responses reported as over the 11:59 standard should have been excluded based on: (1) ambulance response time for a 2nd arriving ambulance reported for 1st arriving ambulance; (2) ambulance "staged" awaiting police or CHP clearance; (3) ambulance reduced to Code 2; (4) ambulance delayed due to traffic secondary to incident; (5) mobile data terminal (MDT) not been activated at upon arrival; (6) MDT failure reported in CAD notes; (8) response to rural-designated area (e.g., Tilden Regional Park) not noted. Based on the analysis of January 2009 responses and a sampling of 2007 responses, the EMS Agency believes that exclusion or appropriate handling of these calls would show MOFPD ambulance response times to meet or exceed compliance standards for 2007.

3) A significant service challenge for the CSA is assisting Richmond to achieve ALS staffing levels for first responders.

4) Based on response times, paramedic ambulance service within Contra Costa County is generally adequate. The only instance where requirements were not met in 2007 was in April, when ERZ A (Richmond) achieved response times less than 95 percent of the time. Moraga-Orinda FPD response times are likely compliant.

5) CSA funds have been used to increase the number of paramedic ambulance units available for emergencies, enhance first responder training, equipment and supplies, upgrade radio, dispatch and communication systems, and establish an electronic patient care record system.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

6) The CSA provides adequate services given financing levels; however, assessment levels are capped at current levels and provide no increases for inflation. A ballot measure would be required to adjust assessments for historical inflation, and should include an automatic inflation adjustment for the future so that voters do not need to be asked repeatedly to sustain funding levels.

7) The CSA reports having sufficient financial reserves at the present time, but is concerned about financing in the long-term. The current financing level is not adequate to deliver long-term services given historical inflation patterns.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

8) The CSA shares facilities with the Contra Costa Health Services Department, as the CSA is managed by the Emergency Medical Services Division.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

9) The CSA demonstrated accountability and transparency by disclosing financial and service-related information in response to LAFCO requests. The CSA achieves public accountability by maintaining a comprehensive website, conducting community outreach, and publishing an annual report with accomplishments for the year.

AGENCY SOI UPDATE

The SOI for CSA EM-1 is coterminous with its bounds, and includes the entirety of Contra Costa County.

AGENCY PROPOSAL

No SOI update was proposed by the agency.

SOI OPTIONS

Given the considerations addressed in the Municipal Service Review, the only SOI option identified for CSA EM-1 is to retain the existing coterminous SOI.

RECOMMENDATION

Retaining the existing coterminous SOI is recommended for CSA EM-1.

Table 15-4: CSA EM-1 SOI Analysis

Issue	Comments
SOI update recommendation	Retain coterminous SOI.
Services provided	CSA EM-1 is a financing mechanism to provide enhanced emergency medical services to Contra Costa County.
Present and planned land uses in the area	The CSA bounds encompass a wide variety of present and planned land uses, as it includes the entirety of Contra Costa County.
Location of facilities, infrastructure and natural features	The CSA office consists of the Emergency Medical Services Division of the Contra Costa Health Services Department, and is located at 1340 Arnold Drive Suite 126, Martinez, CA 94553. There are no natural features that affect CSA services, as it serves only as a financing mechanism.
Projected growth in the District/Recommended SOI	The projected population growth rate within the CSA from 2008 to 2030 is 20 percent, according to 2007 ABAG projections, and includes all projected growth within Contra Costa County.
Present and probable need for public facilities and services in the area	There is a present and probable need for emergency medical facilities and services in the County, which are enhanced by assessments collected through the CSA.
Opportunity for infill development rather than SOI expansion	Retaining the existing SOI for the CSA would have no effect on development in the County.
Service capacity and adequacy	The CSA faces long-term financing constraints due to the assessment being capped at current levels. The current financing level is not adequate to deliver long-term services given historical inflation patterns.
Social or economic communities of interest	Social and economic communities of interest include the entirety of Contra Costa County.
Effects on other agencies	Retaining the existing SOI would have no effect on other agencies.
Potential for consolidations or other reorganizations when boundaries divide communities	No potential consolidations or reorganizations were identified in the MSR.
Willingness to serve	A willingness to serve has been demonstrated by the CSA providing service since formation in 1989.

Potential effects on agricultural and open space lands	Retaining the existing SOI for the CSA would have no apparent effects on agricultural or open space lands.
Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.

16. OTHER PROVIDERS

There are municipal service providers in Contra Costa County that are not under Contra Costa LAFCO's jurisdiction. Such agencies play significant roles in service delivery and potentially affect the SOI and government structure options for local agencies that are subject to LAFCO regulation.

ALAMEDA COUNTY FIRE DEPARTMENT

NATURE AND EXTENT

The Alameda County Fire Department (ACFD) is the main fire and paramedic service provider for the unincorporated areas of Alameda County, and is under the jurisdiction of Alameda LAFCo. Alameda LAFCo adopted public safety MSR determinations covering ACFD in 2004. ACFD is also included in this MSR for comprehensive fire and EMS coverage in Contra Costa County.

ACFD is primarily responsible for fire and paramedic service in all unincorporated areas of Alameda County, except for the area served by the Fairview Fire Protection District, just north of the City of Hayward and unincorporated islands in Hayward and Pleasanton. The Department serves under contract the cities of Dublin and San Leandro, the Lawrence Berkeley National Laboratory, the Lawrence Livermore National Laboratory, and the Veteran's Hospital. The District has served the City of Dublin under contract since June 1997,[376] the City of San Leandro since June 1995, the Lawrence Berkeley National Laboratory since August 2002,[377] and the Lawrence Livermore National Laboratory since FY 07-08.[378] The ACFD service area encompasses approximately 475 square miles and has a daytime population of approximately 266,000.[379] The Department also provides automatic aid to portions of SRVFPD in Contra Costa County, and receives automatic aid from SRVFPD.

The ACFD staffing level for FY 08-09 consists of 37 FTEs involved in management of the Department, and 325 non-management FTEs.[380]

ACFD received a total of 21,888 service calls (including fire and EMS incidents) in FY 06-07, amounting to roughly 82 calls per 1,000 population.[381] ACFD responded to 2,063 incidents in the City of Dublin in FY 06-07, amounting to nine percent of its total number of calls. SRVFPD

[376] The Dougherty Regional Fire Authority—a JPA formed by the cities of Dublin and San Ramon—provided fire service in Dublin prior to Dublin's decision to contract with ACFD for service.

[377] Burr Consulting, *Alameda LAFCo Public Safety MSR*, 2004, p. A-25.

[378] Alameda County, *FY 2008-2009 Final Budget*, p. 439.

[379] Ibid., p. 437.

[380] Ibid., p. 433.

[381] Ibid., p. 439.

reported responding to 250 incidents in ACFD bounds in FY 07-08. ACFD provided mutual aid to five incidents in the City of San Ramon portion of SRVFPD in 2007, and did not provide the number of joint ACFD-SRVFPD responses to areas such as Crow Canyon, I-680 and Tassajara.

LOCATION

ACFD provides aid to SRVFPD in the southern end of San Ramon, and southern portions of Dougherty Valley.[382] ACFD receives automatic aid from SRVFPD in the northern portion of Dublin and in Crow Canyon.

RESOURCES

The automatic aid agreement between ACFD and SRVFPD stipulates that ACFD will respond to incidents in the southern Dougherty Valley with the engine at ACFD Station 15, located at 5325 Broder Road in Dublin, and to incidents in the southern San Ramon area with the engine or truck located at Dublin Station 1, located at 100 Civic Plaza in Dublin. Per the agreement, SRVFPD serves the northern portion of Dublin with the engine at Station 39, located at 9399 Fircrest Lane in San Ramon. SRVFPD serves Crow Canyon in Alameda County out of Station 38, located at 1600 Bollinger Canyon Road in San Ramon.

AMERICAN MEDICAL RESPONSE

NATURE AND EXTENT

American Medical Response (AMR) is a privately-owned ambulance company that provides ALS and ambulance transport services to Contra Costa County. AMR operates on a fee-for-service basis, and does not receive fees or subsidies from Contra Costa County, the cities or any local agencies. AMR is overseen and regulated by the Emergency Medical Services Division of the Contra Costa Health Services Department, which serves as the Local EMS Agency (LEMSA).

AMR deploys between 18 and 23 ALS ambulances throughout the County, based on the expected location and volume of emergency calls, and the availability of paramedic first responders in the area. Ambulances are posted at street corners, and their locations are modified under AMR's "fluid deployment" model based on 911 activity, time of day, and traffic patterns for the particular day of the week. Fire departments in the various jurisdictions (except MOFPD and SRVFPD) provide first responder services. Service levels in the cities of El Cerrito and Pinole, ConFire, Kensington FPD, and RHFPD include paramedic first responders. In the jurisdictions without paramedic first responders—CCFPD, ECCFPD, and Richmond FD—AMR supplements its service level by staffing quick response vehicles (QRVs) with paramedics. In order to meet the LEMSA goal of two paramedics on-scene, and the first paramedic on-scene within 10 minutes for 90 percent of calls, the LEMSA requires AMR to provide three QRVs in areas of ECCFPD, one QRV in the

[382] *Agreement between ACFD and SRVFPD for Automatic Aid Between Stations Located within the City of Dublin and SRVFPD*, 1996.

area of CCFPD, and augment ambulance staffing with shorter response times in the area of Richmond FD.[383]

AMR has a total of 240 staff members in Contra Costa County, consisting of 208 field employees (166 paramedic and 42 EMT), 26 field support staff (supervisors, outreach personnel, mechanics, etc.), and six administrative staff (general manager, human resources, data analyst, etc.). Salary was $78,000 for paramedics and $56,000 for emergency medical technicians with five years experience in FY 08-09, including regularly scheduled overtime for a 48-hour workweek. Most ambulances are staffed on a 10-hour or 12-hour shift basis.

LOCATION

AMR provides paramedic-level ambulance service to the entirety of Contra Costa County, with the exception of the SRVFPD and MOFPD boundary areas. SRVFPD and MOFPD provide paramedic and ambulance services directly. The area of the County served by AMR is divided into five Emergency Response Zones (ERZs). A description of each provider area, including staffing levels for first responders and ambulances, is shown in Table 16-1.

Table 16-1: First Response and Ambulance Staffing Levels by Provider

Provider	Description	Level of 1st Response Staffing	Ambulance Staffing
AMR (ERZ A)	City of Richmond	BLS	2 Paramedics
AMR (ERZ B)	El Cerrito, Kensington, Pinole, Rodeo-Hercules, Crockett-Carquinez, San Pablo, El Sobrante, North Richmond, other areas of West County (except Richmond)	ALS	1 paramedic/ 1 EMT
AMR (ERZ C)	Concord, Clayton, Lafayette, Martinez, Pleasant Hill, other areas of Central County	ALS	1 paramedic/ 1 EMT
AMR (ERZ D)	Antioch, Bay Point, Pittsburg, and surrounding areas of East County	ALS	1 paramedic/ 1 EMT
AMR (ERZ E)	East Contra Costa FPD (Oakley, Brentwood, Byron, Bethel Island, Discovery Bay, and other areas of East County)	EMT or ALS	1 paramedic/ 1 EMT

Source: Contra Costa Health Services, Emergency Medical Services Agency 2007 Annual Program Report.

RESOURCES

AMR resources include ALS ambulances deployed throughout the County (including an ambulance staffed with two paramedics in Richmond and most west County areas), and QRVs providing paramedic first responder services to ECCFPD and CCFPD. Three QRVs are stationed in the ECCFPD boundary area, at Stations 52, 57 and 95, and one QRV is stationed at CCFPD Station 79.

[383] Per the County's agreement with AMR, AMR provides a total of four QRVs (non-transporting paramedic first responder vehicles), at no cost to the County, to provide paramedic first response coverage in east county and to augment paramedic engine coverage in northwest county.

AMR was dispatched to a total of 68,209 EMS calls in 2007, and provided 53,392 ambulance transports.[384] Approximately 78 percent of all EMS dispatches required an ambulance transport.

As shown in Table 16-2, AMR complied with the maximum response time over 96 percent of the time in ERZs A, B and D, and over 93 percent of the time in ERZs C and E. The only instance where requirements were not met in 2007 was in April, when ERZ A achieved response times less than 95 percent of the time.[385]

Table 16-2: AMR Response Time Compliance, 2007

ERZ	Total Priority 1 Calls	Total Priority 1 Penalty Calls[1]	Response Times Compliance
Zone A	9,039	359	96.03%
Zone B	7,548	284	96.24%
Zone C	19,250	1,188	93.83%
Zone D	11,604	453	96.10%
Zone E	3,911	255	93.48%

Source: Contra Costa EMS Agency, AMR Monthly Compliance Reports, 2007.

Note:
(1) Penalty calls are the number of calls that exceed the maximum response time for a geographic area.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. Paramedic ambulance response time standards set by the LEMSA vary by area. Code 3 urban area response times for AMR are 11:45 (90th percentile) in all areas except the City of Richmond where a 10-minute, 95th percentile response time standard has been kept in effect pending the implementation of paramedic first response services by Richmond FD, as shown in Table 16-3.

Table 16-3: Emergency Paramedic Ambulance Response Times (Code 3), 2007

Geographic Area	Response Standard (minutes / percentile)	Response Time, Median[1] (minutes)	Response Time, Indicated Percentile[1] (minutes)
American Medical Response			
ERZ A	10.00 / 95%	6.05	9.95
ERZ B	11.75 / 90% urban 20.00 / 90% rural	7.33	10.38
ERZ C		8.10	11.15
ERZ D		6.92	10.52
ERZ E	11.75 / 90% urban 16.75 / 90% Bethel Island & Discovery Bay 20.00 / 90% other rural	8.35	14.93

Source: Contra Costa EMS Agency, 2/18/2009.

Note:
(1) Median and 90th percentile response times are for the entire geographic area. Urban/rural and Bethel Island/Discovery Bay response times could not be provided by the LEMSA in time for the public review draft of this report.

For AMR, the 90th percentile Code 3 response time in 2007 ranged from nearly 10 minutes in ERZ B to nearly 15 minutes in ERZ E.

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[384] Contra Costa County Health Services Department Emergency Medical Services Agency, *Patient Transport by Ambulance Provider 2007*, 2009.

[385] ERZ A had a response time compliance rate of 94.88% in April 2007.

The CSA has provided fire radios (on VHF and 800 MHz frequencies) for interoperable tactical communications between ambulance and fire units.

CAL FIRE

AGENCY OVERVIEW

California Department of Forestry and Fire Protection (CAL FIRE) provides fire protection, prevention and investigation services within the State Responsibility Area (SRA). CAL FIRE has primary responsibility for wildland fires in the SRA, whereas structural fire protection and EMS are the responsibility of the local fire providers whose boundaries overlap the SRA. CAL FIRE will respond to all other types of service calls in the SRA at the request of the local fire provider.[386] In the interface areas, where fires in the Local Responsibility Area (LRA) could easily spread to the SRA, CAL FIRE coordinates response plans with the local agency.

Fire prevention efforts in Contra Costa County include fuel reduction projects, and conducting education and outreach through the Hills Emergency Forum, the Diablo Fire Safe Council, Canyon Fire Safe Council, and the Contra Costa Fire Chiefs Association.

NATURE AND EXTENT

CAL FIRE Santa Clara Unit's Battalion 6 serves Contra Costa County, as well as a portion of northwestern Alameda County and western San Joaquin County. For wildland fire incidents, CAL FIRE dispatches a minimum of four engines, depending on the dispatch level at the time of the incident, with responding engines deployed from Battalion 6 and battalions in neighboring counties. CAL FIRE also provides "Amador Plan" winter fire protection and EMS service (from mid-November to mid-May) to East Contra Costa Fire Protection District (ECCFPD) by contract through its Sunshine Station.[387] CAL FIRE receives mutual aid by agreement from East Bay Regional Park District (EBRPD), to supplement CAL FIRE resources for wildland fire protection in the SRA north of I-580 and west of I-680, and in the form of helicopter support and equipment at OES-published rates for wildland fire suppression outside of the regional parks.[388]

CAL FIRE typically receives four to five calls per week during the fire season for wildland fires in the SRA or mutual threat zones. In 2007, the battalion received a total of 56 calls for service in the Contra Costa County SRA, and responded to 78 incidents in mutual threat zones.[389] The median

[386] These incidents include vehicle accidents, medical aids, swift water rescues, search and rescues, hazardous material spills, train wrecks, and natural disasters.

[387] In FY 08-09, the estimated contract cost is $320,380 for the six-month period.

[388] The mutual aid agreement with EBRPD includes a pre-identified response of District fire resources into non-park, SRA lands located west of I-680 and north of I-580. By the contract, CAL FIRE will also respond to fires on EBRPD lands in the LRA when requested by EBRPD.

[389] A CAL FIRE resource arrived at 45 of the 56 calls for service, while 11 times the call was canceled prior to CAL FIRE arrival due to the fire being unfounded or extinguished.

response time for CAL FIRE in 2007 was 20 minutes. CAL FIRE does not measure a 90th percentile response time for wildland fires; instead, its goal is containing 90 percent of fires to 10 acres or less in the first burn period.[390] CAL FIRE provided automatic aid to other service providers in the County for 203 incidents in 2007, of which 147 incidents involved contract service provision to ECCFPD.[391]

Dispatch and Communications

Dispatch processes depend on the nature of the incident. CAL FIRE's Emergency Command Center in Morgan Hill is responsible for command and control services to the SRAs, 12 fire stations, and areas covered by Schedule A and Amador Plan contract service. The Emergency Command Center is not a PSAP, but has the ability to deploy CAL FIRE resources throughout the State. ConFire directly dispatches Battalion 6 to incidents in its first-in service area under the ECCFPD service contract, with advisement to the Morgan Hill Emergency Command Center. For wildland fires in the SRA of Contra Costa County, the local dispatch center (ConFire, San Ramon Valley FPD, and Richmond FD) would contact Morgan Hill Emergency Command Center by phone and request CAL FIRE resources.

LOCATION

CAL FIRE provides wildland fire protection services in the Contra Costa County SRA, with services supplemented by EBRPD in the western portion of the SRA.[392] CAL FIRE also provides fire protection and EMS service to the western portion of ECCFPD during the winter months by Amador Plan contract.

RESOURCES

CAL FIRE primarily serves Contra Costa County through the Sunshine Fire Station. The Sunshine Fire Station is staffed 24 hours a day, year-round. Staffing levels vary by season, but at minimum there is one Captain or Engineer and two Firefighter I's on duty. CAL FIRE reports that Sunshine Fire Station is in fair condition, and is due to be replaced in the next 10 years.

The Santa Clara Fire Prevention Bureau handles education, engineering and enforcement. The Bureau falls under the direction and supervision of the Unit Chief. The Bureau is staffed by a Battalion Chief, one Fire Captain Specialist, one Pre-Fire Engineer (who also doubles as a fire Captain Specialist), and a Fire Prevention Specialist II. The Bureau also relies on volunteers from the CAL FIRE Volunteers in Prevention (VIP) Program for public outreach and education, with 110 members as of FY 06-07.

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[390] A burn period is from the time the fire starts until 10 a.m. the next day.

[391] Correspondence from ConFire Information Technology Manager, *Aid Provided (1/1/2007 – 12/31/2007)*, Feb. 10, 2009.

[392] The Contra Costa County SRA consists of a western portion and an eastern portion. The western portion of the SRA includes the Crockett Hills and south to the City of Lafayette, the vicinity of the Briones and San Pablo Reservoirs (including portions of Wildcat Canyon Regional Park), and south along the Contra Costa-Alameda county line to west of the City of San Ramon. The eastern portion of the SRA extends south from the cities of Pittsburg, Antioch and Brentwood to the Contra Costa-Alameda county line, including the Mount Diablo State Park and the communities of Diablo, Tassajara, and the Morgan Territory.

Table 16-4: CAL FIRE Service Profile

Fire Service			
Service Configuration		**Service Demand**	
Fire Suppression	CAL FIRE	Statistical Base Year	2007
EMS	CAL FIRE and local	Total Service Calls	56
Ambulance Transport	AMR	% EMS	0%
Hazardous Materials	CAL FIRE and County Health	% Fire	100%
Air Rescue & Ambulance Helicopter	EBPRD and private	% Vehicle Accidents	0%
Fire Suppression Helicopter	EBPRD	% Other	0%
Public Safety Answering Point	County Sheriff	% Mutual Aid Calls	NP
Fire/EMS Dispatch	CAL FIRE	Calls per 1,000 people	0.05
Service Adequacy		**Resources**	
ISO Rating	NA [1]	Fire Stations in District	1
Median Response Time (min)	20	Fire Stations Serving District[2]	2
90th Percentile Response Time (min)	NP	Sq. Miles per Station	360.0
Response Time Base Year	2007	Total Staff [3]	20
Mutual/Automatic Aid Providers		Total Full-time Firefighters	20
CAL FIRE has a mutual aid agreement with EBRPD for incidents in non-park SRA lands and LRA lands in regional parks.		Total Call Firefighters	0
		Total Sworn Staff per Station [4]	20
Service Challenges		Sworn Staff per 1,000	0.02
No challenges were identified.		Staffing Base Year	2008
		Fire Flow Water Reserves	NA

Human Resources						
Full-time Top Step Firefighter staffing Sunshine Fire Station, FY 08-09						
Fire Captain A	Base Salary:[5]	$4,432	Overtime:	$2,084	Total Monthly Compensation:	$6,516
Engineer	Base Salary:	$3,849	Overtime:	$1,810	Total Monthly Compensation:	$5,659
Firefighter I	Base Salary:	$2,837	Overtime:	$1,037	Total Monthly Compensation:	$3,874

Training

Seasonal employees are required to complete a one week training course delivered at the Unit level prior to staffing an engine for the fire season, and typically average between 24-30 hours per month training. Training activities cover wildland and structural firefighting, automobile accidents, haz-mat incidents, EMS and Incident Command System training. An apprentice fire apparatus engineer is required to have 144 training hours per year. A journeyed employee receives between 80-160 hours of formal Unit, Region or State level training per year, and approximately 100 hours of locally provided training per year.

Notes:
(1) ISO ratings are not assigned to state agencies.
(2) Fire stations include CAL FIRE Sunshine Fire Station and East Bay RPD Tilden Station (Station 1).
(3) Total staff includes sworn and non-sworn personnel.
(4) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels vary by season.
(5) Base salary for Fire Captain A includes $75 education incentive per month.

continued

Fire Service, cont.				
Facilities				
Station	**Location**	**Condition**	**Staff per Shift**	**Apparatus**
Sunshine Fire Station	11851 Marsh Creek Road, Clayton, CA 94517	Fair (Built in 1967)	Summer: 1 Captain, 1 Engineer, 4-5 Firefighter I's. Winter: 1 Captain, 1 Engineer, 2 FF I's.	2 Type 3 engines
Infrastructure Needs/Deficiencies				
Sunshine Station is due to be replaced in the next 10 years. Engine 1676 was reported to be less than three years old, and engine 1666 was reported to be nine years old.				
Facility-Sharing and Regional Collaboration				
Current Practices: -CAL FIRE participates in a two-day vegetation fire drill at Camp Parks that involves all Alameda and Contra Costa Training Officers Association member agencies, and draws from many counties in and around the Bay Area. This annual drill has occurred for over 10 years and has solidified CAL FIRE relations with local providers in Contra Costa and neighboring counties. -CAL FIRE served as lead on an inter-agency pre-plan document for Mt. Diablo and interface areas and evacuation routes, in conjunction with ConFire, ECCFPD, EBRPD and San Ramon Valley FPD. -CAL FIRE coordinates response plans with local agencies in mutual threat zones. -The CAL FIRE dispatch center is used for a multi-county area. **Opportunities:** No additional opportunities for sharing or collaboration were identified.				

COUNTY SHERIFF MARINE UNIT

NATURE AND EXTENT

The Contra Costa County Sheriff Marine Unit is the primary first responder for incidents involving injuries and boating accidents off the coast of Contra Costa County. The Marine Unit responds to urgent medical situations by providing first aid and transport to the quickest possible local responder, or directly to a medevac helicopter. The Marine Unit also serves as law enforcement for abandoned vessels and crimes committed on Contra Costa waterways. It enforces boating laws, and provides boater safety education. Other functions not related to fire and EMS services include homeland security, search and rescue, boat accident investigations, special events, and Department of Fish and Game enforcement.

The Marine Unit responds to fire incidents on the waterways with vessels that are equipped with water pumps used for de-watering and small fires, although the officers are not trained firefighters. During busy periods on the waterways—typically over holiday weeks during the summer—AMR will equip a Sheriff vessel and accompany the officers on patrol for on-scene paramedic support.

The Marine Unit directly monitors VHF channel 16 for marine distress calls. Calls to 911 from cellular phones are initially routed to the California Highway Patrol (CHP). CHP typically relays calls to the U.S. Coast Guard, which then relays calls to the Sheriff Marine Unit.

LOCATION

The Marine Unit patrols the waterways along Contra Costa County based out of two stations, one at the former Concord Naval Weapons Station, and another at Lauritzen's Harbor in Oakley. Most incidents the Marine Unit responds to involve recreational boaters, and are east of the City of Antioch and into the delta. The Oakley station's primary function is recreation boating and accidents. The Concord station's primary function is protection of infrastructure, including harbors, refineries, and military assets.

RESOURCES

The Marine Unit has 11 full-time sworn staff, and typically deploys a staffed boat from each station for a 10-hour regular shift. During busy periods on the waterways the Marine Unit will operate with a staff of up to 15. The Marine Unit regularly staffs the Concord Naval Weapons Station facility with one two-man crew 12 hours per day, but has officers on call 24 hours per day, seven days a week.

The Marine Unit operates up to eight vessels, four based out of the Antioch station, two based out of the Discovery Bay station, and two based out of the Concord Naval Weapons Station. Three vessels between the Antioch and Discovery Bay stations are equipped with small pumps for firefighting, and one vessel at the Concord Naval Weapons Station is equipped with a large 500 gallon-per-minute pump. For firefighting purposes, the Marine Unit also works in conjunction with the East Contra Costa FPD, which has a fire boat based out of Bethel Island. In the event of a large fire, the Oakland Fire Department and San Francisco Fire Department have large fire boats that will respond to Contra Costa.

U.S. COAST GUARD

NATURE AND EXTENT

The U.S. Coast Guard (USCG) serves as a first responder for incidents involving injuries, loss of life or damage to vessels on the waterways and off of the coast of Contra Costa County. USCG responds to urgent medical situations by providing first aid and basic life support, and transport of the injured to the quickest possible local responder.

The USCG responds to fire incidents on the water for the purpose of lifesaving, but not for the purpose of fire suppression. USCG Vallejo reports that it may assist a local jurisdiction with firefighting activities at a particular incident if it is given approval by the USCG San Francisco Division, but generally does not fight fires, as the USCG is not trained for such activities.

USCG Vallejo and Rio Vista Stations work in conjunction with the Contra Costa County Sheriff Marine Unit for serving waterways off of the County. Calls to 911 from cellular phones are initially routed to the California Highway Patrol, which then relays calls to the USCG, and the USCG relays calls to the Sheriff Marine Unit. Both the USCG and Sheriff Marine Unit monitor VHF channel 16 for marine distress calls.

LOCATION

The USCG serves Contra Costa County via its Vallejo and Rio Vista stations. The Vallejo Station serves San Pablo bay, the Carquinez Straight and Suisun Bay, as far east as the Pittsburg Marina. Coast Guard Station Rio Vista serves from the Pittsburg Marina to the entire eastern portion of the delta.

USCG will provide service to any area that is safely navigable by their vessels, generally up to a depth of three feet (the precise areas that can be served are subject to tidal cycles). USCG will also respond to incidents at marinas and piers along the bays, delta and the southern shore of the Carquinez straight.

RESOURCES

The two USCG stations serving Contra Costa County are USCG Station Vallejo (2 Harbor Way, Vallejo, CA 94590) and USCG Station Rio Vista (900 Beach Drive, Rio Vista, CA 94571).

17. SOURCES

DATA SOURCES

Agency-specific data: responses to LAFCO Requests for Information, budgets, audited financial statements, Capital Improvement Plans, development impact fee nexus studies, master plans

Demographic data: U.S. Bureau of the Census; California Department of Finance

Expenditures per capita (Bay Area): California State Controller (expenditures), California Department of Finance (city population), and LAFCO municipal service reviews (fire district population)

Growth areas and strategies: General Plans, city websites, interviews

Jobs and population projections: Association of Bay Area Governments

Land area: calculations by Contra Costa County GIS staff based on boundary areas and service areas as reflected on LAFCO maps

Long-term debt: Audited financial statements

Response times: City of El Cerrito and authors' calculations based on incident data provided by Contra Costa County FPD, San Ramon Valley FPD and City of Richmond

Revenue: Contra Costa County Auditor/Controller; audited financial statements

Salaries: Memorandums of Understanding with employee bargaining units

Service calls: cities of El Cerrito and Richmond, Contra Costa County FPD, San Ramon Valley FPD, Alameda County Fire Department

INTERVIEWS AND CORRESPONDENCE

Agency	Name/Title
Alameda County Fire Department	David Rocha, Deputy Chief
CAL FIRE	Shana Jones, East Bay Division Chief
CAL FIRE	Bill Murdock, Division Chief
CAL FIRE	Rob Van Wormer, Battalion Chief
City of Brentwood	Donna Landeros, City Manager
City of Danville	Kevin Gailey, Planning Chief
City of El Cerrito Fire Department	Lance Maples, Fire Chief
City of Oakley	Bryan Montgomery, City Manager
City of Orinda	Janet Keeter, City Manager
City of Pinole	Richard Loomis, Finance Director
City of Pinole Fire Department	Jim Parrot, Fire Chief
City of San Ramon	Ryan Driscoll, Planning Specialist
Contra Costa County Administrator's Office	Rich Seithel, Special Districts Analyst
Contra Costa County Auditor-Controller's Office	Robert Campbell, Chief Accountant
Contra Costa County Fire Protection District	Keith Richter, Fire Chief
Contra Costa County Fire Protection District	Rich Grace, Assistant Chief
Contra Costa County Fire Protection District	Ken Crawley, IT Manager
Contra Costa County Conservation & Development	Patrick Roche, Advance Planning Director
Contra Costa County Public Works Department	Jenna Caldwell, Engineer
Contra Costa County Sheriff Marine Unit	Doug Powell, Sergeant
Contra Costa Emergency Medical Services Agency	Art Lathrop, EMS Director
Crockett-Carquinez Fire Protection District	Gerald Littleton, Fire Chief
East Bay Regional Park District	Ken Blonski, Fire Chief
East Bay Regional Park District	John Swanson, Assistant Chief
East Contra Costa Fire Protection District	Hugh Henderson, Fire Chief
Federal Fire Department, MOTCO	George Day, Fire Chief
Kensington Fire Protection District	Brenda Navallier, Administrator
Moraga-Orinda Fire Protection District	Peter Nowicki, Fire Chief
Moraga-Orinda Fire Protection District	Jeff Maxwell, Battalion Chief
Richmond Fire Department	Michael Banks, Fire Chief
Richmond Fire Department	Clyde Tucker, Deputy Chief
Richmond Fire Department	Jay Gandhi, Civil Engineer
Rodeo-Hercules Fire Protection District	Gary Boyles, Fire Chief
San Ramon Valley Fire Protection District	Richard Price, Fire Chief
San Ramon Valley Fire Protection District	Craig Bowen, Fire Chief (Retired)
San Ramon Valley Fire Protection District	Steve Hart, Assistant Chief
Moraga-Orinda Fire Protection District	Bryan Collins, Assistant Chief
San Ramon Valley Fire Protection District	Steve Call, Technology Systems Manager
U.S. Coast Guard	Petty Officer Gilrein