



Lou Ann Teixeira
Executive Officer

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City Member

August 12, 2009 (Agenda)

August 12, 2009
 Agenda Item 8

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

**Fire and Emergency Medical Services Municipal Service Review and
 Sphere of Influence Updates**

Dear Members of the Commission:

In April 2009, the Commission conducted two public hearings on the Fire and Emergency Medical Services (EMS) Municipal Service Review (MSR) report and corresponding sphere of influence (SOI) updates. The report addresses services provided by the following local agencies: cities of El Cerrito, Pinole and Richmond, Contra Costa County Fire Protection District (CCCFPD), Crockett-Carquinez Fire Protection District (CCFPD), East Contra Costa Fire Protection District (ECCFPD), Kensington Fire Protection District (KFPD), Moraga-Orinda Fire District (MOFD), Rodeo-Hercules Fire Protection District (RHFPD), San Ramon Valley Fire Protection District (SRVFPD) and County Service Area (CSA) EM-1. The MSR report is available on the LAFCO website (www.contracostalafco.org).

On April 8, the Commission opened the public hearings on the Fire/EMS MSR and SOI updates, received comments and continued the hearing to a special meeting on April 22, 2009. During the special meeting, the Commission received additional comments, further deliberated and took the following actions:

1. Received the Final Draft MSR report and deferred formal acceptance of the MSR report and approval of the written determinations to a later date;
2. Determined that the MSR project is Categorically Exempt pursuant to §15306, Class 6 of the California Environmental Quality Act (CEQA) Guidelines;
3. Deferred action on all SOI updates; and
4. Formed a Fire Committee composed of Commissioners Allen (Committee Chair), McNair, D. Piepho (Committee Vice Chair), Tatzin (2nd Alternate) and Uilkema (1st Alternate) charged with conducting meetings with interested parties to discuss the various governance structure and SOI options identified in the MSR report.

The Fire Committee held four meetings as follows: May 8 (Organizational meeting), May 20 (Central County), June 8 (East County) and June 25 (West County and regional issues). Committee agendas and meeting minutes are available on the LAFCO website.

The governance structure and SOI options identified in the MSR report were discussed at the committee meetings. Officials and staff from local agencies, labor officials and interested members of the public attended the committee meetings and provided comment. In addition, comment letters were received from the City of Brentwood and the Kensington FPD.

The Fire Committee discussed governance structure and SOI issues relating to Central, East and West County; and tabled discussion regarding regional consolidation options, including 1) consolidating all fire service countywide under ConFire, 2) consolidating all fire service countywide under a newly created independent fire agency, and 3) consolidating all fire service countywide under CALFIRE. The Commission may wish to discuss these regional options.

Based on deliberations and comments received at the committee meetings, the Fire Committee submits the following recommendations.

RECOMMENDATIONS

1. Accept the Fire/EMS MSR report (available on the LAFCO website) and direct staff to release the Final MSR report,
2. Adopt the MSR determinations by resolution attached hereto, and
3. Approve the governance structure and SOI actions as presented in the attached table (“Committee Recommendations”) and corresponding resolutions.

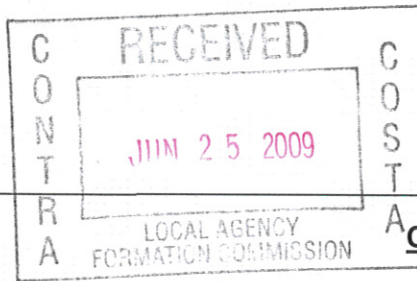
Sincerely,

LOU ANN TEXEIRA
EXECUTIVE OFFICER

c: Distribution

Attachments:

1. Letter dated June 23, 2009 from Robert Taylor, Mayor, City of Brentwood
2. Letter dated July 7, 2009 from Brenda J. Navellier, Administrator, Kensington FPD
3. MSR Determinations Resolution
4. Governance Structure and SOI Table
5. SOI Resolutions
 - a. CCCFPD
 - b. MOFD
 - c. SRVFPD
 - d. ECCFPD
 - e. CSA EM-1



OFFICE OF THE MAYOR

Attachment 1

June 23, 2009

Contra Costa County Local Agency Formation Commissioners
c/o Lou Ann Texeira, Executive Officer
651 Pine Street, 6th Floor
Martinez, CA 94553-1229

RE: Response to LAFCO Fire Ad-Hoc Committee recommendations regarding
East Contra Costa Fire Protection District Sphere of Influence.

Dear Commissioners:

Representative of the City of Brentwood had the opportunity to attend and provide comment at the June 8th Fire Ad-Hoc Committee meeting regarding the Sphere of Influence for East Contra Costa Fire Protection District, and also hear the committee's recommendations.

LAFCO staff, in the April 8th agenda, agreed status quo is unacceptable and urged affected parties to work out solutions. The City of Brentwood agrees with LAFCO staff that a provisional sphere of influence should not be recommended at this time without realistic options and with no clear successor agency.

The City reiterates our desire for local governance through a locally appointed board and our commitment to work with all parties to bring an urban level of fire and paramedic services to our residents. We feel it is important to work through these issues directly with the affected agencies and that additional LAFCO committee representation is not necessary at this time.

We appreciate the opportunity to be involved in the LAFCO process.

Sincerely,

Robert Taylor, Mayor

Dg

CC: City of Brentwood Council members
City of Oakley Mayor and Council members
ECCFPD Board
Hugh Henderson, Acting Fire Chief, ECCFPD

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24 Hr. Dispatch: 925-778-2441
Fax: 925-809-7799

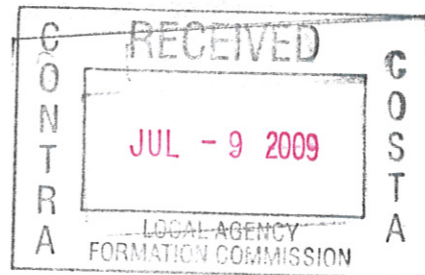
PUBLIC WORKS
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2201 Elkins Way
Phone: 925-516-6000
Fax: 925-516-6001

Engineering Division
118 Oak Street
Phone: 925-516-5420
Fax: 925-516-5421



July 7, 2009

Commissioners
 Contra Costa County LAFCO
 651 Pine Street, Sixth Floor
 Martinez, CA 94553-1229



Re: Fire and Emergency Medical Services Ad-Hoc Committee

Dear Commissioners,

On behalf of the Kensington Fire Protection District, I would like to thank the Commission for forming the Fire and EMS Ad-Hoc Committee.

By forming this Committee and holding regional meetings with the stakeholders, the participating LAFCO Commissioners have been able to hear many of the specific circumstances of the individual agencies and participate in lengthy dialog to help steer future decisions. The Committee process has been very effective to date.

In the specific case of Kensington, we very much appreciate the Committee's vote to remove the option of consolidation with the Kensington CSD from the MSR. This option was not valid for our agency that is already working so well with the El Cerrito Fire Department by contract. Both communities are pleased with this cooperative relationship and both agencies are sustainable financially.

We look forward to continued participation in the future meetings of the Fire Ad-Hoc Committee as they next take on a regional approach.

Sincerely,

KENSINGTON FIRE PROTECTION DISTRICT

A handwritten signature in black ink, appearing to read "Brenda J. Navellier".

Brenda J. Navellier
 Administrator
 Kensington Fire Protection District

**RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION
ADOPTING DETERMINATIONS OF THE
2009 FIRE AND EMERGENCY MEDICAL SERVICES MUNICIPAL SERVICES REVIEW**

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

WHEREAS, the Commission previously authorized the Fire and Emergency Medical Services MSR to be prepared;

WHEREAS, on February 11, 2009, the Commission conducted a workshop to receive and overview of the Preliminary Draft *Fire and Emergency Medical Services MSR*, received comments, and directed staff to circulate the MSR for public review,

WHEREAS, following the workshop the Public Review Draft MSR was circulated for a 21-day public comment period;

WHEREAS, on April 8, April 22, and August 12, 2009, the Commission conducted public hearings to receive the Final Draft MSR;

WHEREAS, the Commission considered all comments, written and oral, received prior to and during the hearings on April 8, April 22, and August 12, 2009; and

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

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

The Fire and Emergency Medical Services Municipal Services Review determinations attached hereto as Exhibit A and incorporated herein by reference are hereby adopted.

* * * * *

PASSED AND ADOPTED THIS 12th day of August 2009, by the following vote:

AYES:

NOES:

ABSTENTIONS:

ABSENT:

GAYLE UILKEMA, CHAIR, CONTRA COSTA LAFCO

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

Dated: August 12, 2009

Lou Ann Teixeira, Executive Officer

EXHIBIT A
**FIRE AND EMERGENCY MEDICAL SERVICES SUB-REGIONAL
MUNICIPAL SERVICE REVIEW DETERMINATIONS**

I. CITY OF EL CERRITO

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.
- 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) is comparable with the median among fire providers in the County (\$212).
- 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.

II. CITY OF PINOLE

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 (\$212). 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.

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

III. CITY OF RICHMOND

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 are 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 (\$212) 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.

IV. CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT (CONFIRE)

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 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 \$212). 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 El Sobrante Hills 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 El Sobrante Hills area and provides responses to San Pablo, El Sobrante 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.

V. CROCKETT CARQUINEZ FIRE PROTECTION DISTRICT (CCFPD)

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 (\$130) are lower than other providers in the County (median of \$212). 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.

VI. EAST CONTRA COSTA FIRE PROTECTION DISTRICT (ECCFPD)

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 673 annual service calls) as the cities of Oakley and Brentwood (with a combined population of about 84,000 and 3,500 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 \$212).
- 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.

VII. KENSINGTON FIRE PROTECTION DISTRICT (KFPD)

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.
- 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 areas contain areas in the extremely high fire hazard and high fire hazard severity zones along its eastern boundary. 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 \$212). 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.

VIII. MORAGA ORINDA FIRE PROTECTION DISTRICT (MOFPD)

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 \$212). 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.

IX. RODEO HERCULES FIRE PROTECTION DISTRICT

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 \$212). 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.

X. SAN RAMON VALLEY FIRE PROTECTION DISTRICT (SRVFPD)

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 \$212). 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.

XI. COUNTY SERVICE AREA EM-1 (CSA EM-1)

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.
- 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.

**FIRE AND EMERGENCY MEDICAL SERVICES
MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATES**

Governance Structure Option	SOI Action	Consultant Recommendation	LAFCO Staff Recommendation	Agency Comments	Committee Recommendations
Central County					
ConFire					
1. Annex areas within ConFire’s service areas currently within ECCFPD’s bounds (e.g., area southeast of Clayton)	Expand SOI to include area southeast of Clayton	Approve	Approve	Agency staff supports	Approve SOI expansion
2. Detach area in north Alamo to allow all of Alamo to be served by one fire agency (SRVFPD)	Reduce SOI to remove area in north Alamo	Approve	Approve	Agency staff supports if Alamo incorporates	Defer SOI action
3. Clean-up	Remove Bogue Ranch from SOI which was previously annexed to SRVFPD	Approve	Approve	Agency staff supports	Approve SOI clean-up
4. Clean-up	Remove 101 acres in Orinda from SOI which was annexed to MOFPD in 1998	Approve	Approve	Agency staff supports	Approve SOI clean-up
5. Annex MOFPD to ConFire	Expand SOI to include MOFPD	See #8	See #8		Defer
6. Annex City of Orinda to ConFire	Expand SOI to include City of Orinda	See #8	See #8		Defer
MOFPD					
7. Clean-up	Expand SOI to include 101 acres annexed to MOFPD in 1998 (adjacent to City of Lafayette)	Approve	Approve	Agency staff/officials support	Approve SOI clean-up
8. Annex MOFPD to ConFire	Adopt a zero SOI for MOFPD	12-month provisional SOI and report back to LAFCO on funding solutions	Encourage agencies to explore options to address road/water infrastructure challenges; provide periodic progress reports to LAFCO. Reconsider SOI action in one year.	Agency staff/officials do not support, and believe they should be allowed, without intervention from LAFCO, to assess the fiscal/ infrastructure issues on their own in the future.	See #10
9. Annex City of Orinda to ConFire	Remove City of Orinda from MOFPD’s SOI	See #8	See #8	See #8	See #10
10. Encourage agencies to communicate regarding road/water infrastructure challenges and report back to LAFCO					#10 added by Committee

Governance Structure Option	SOI Action	Consultant Recommendation	LAFCO Staff Recommendation	Agency Comments	Committee Recommendations
SRVFPD					
11. Clean-up	Expand SOI to include previously annexed areas (Tassajara Valley/Morgan Territory, Bogue Ranch)	Approve	Approve	Agency staff supports	Approve
12. Align boundary with service call areas (i.e., north Dublin and Crow Canyon areas)	Increase SOI to include north Dublin and Crow Canyon areas	Not recommended	Not recommended		Encourage agencies to work together to achieve service/fiscal balance
13. Annex area in north Alamo to allow all of Alamo to be served by one fire agency	Increase SOI to include area in north Alamo	Approve	Approve	Agency staff supports	Defer
East County					
ConFire					
14. Clean-up	Expand SOI to include eastern boundary areas in cities of Antioch and Pittsburg already served by ConFire	Approve	Approve		Approve
15. Annex areas within ConFire's service areas currently within ECCFPD's bounds (e.g., pocket in northwest Brentwood)	Expand SOI to include these areas	Not recommended	Not recommended		Not recommended
16. Annex Roddy Ranch property currently within the bounds and service area of ECCFPD	Expand SOI to include Roddy Ranch property	Approve	Approve		Approve
17. Annex cities of Brentwood and/or Oakley	Expand SOI to include cities of Brentwood and/or Oakley	See #23	See #23		No action
18. Annex all of ECCFPD service area	Expand SOI to include all of ECCFPD service area	See #23	See #23		No action
19. Encourage ConFire to consider becoming independent		See #23	See #23		Tabled discussion
ECCFPD					
20. Annex Jersey and Bradford islands and Webb Tract not currently in any fire agency's bounds	Expand SOI to include Jersey and Bradford islands and Webb Tract	Approve	Approve		No action
21. Clean-up	Remove northwest portion of Brentwood from SOI which is currently served by ConFire	Approve	Approve		No action
22. Detach Roddy Ranch property	Remove Roddy Ranch property from SOI	Approve	Approve		No action

Governance Structure Option	SOI Action	Consultant Recommendation	LAFCO Staff Recommendation	Agency Comments	Committee Recommendations
ECCFPD (Cont'd)					
23. Detach cities of Brentwood and/or Oakley	Remove cities of Brentwood and/or Oakley from SOI	12-month provisional SOI and report back to LAFCO on fiscal, governance and service issues	Encourage agencies to explore options to address governance, fiscal and service issues. Reconsider SOI action in one year		Adopt a zero SOI; form an ad hoc fire committee comprised of agency representatives and LAFCO
24. Consolidate with ConFire	Adopt zero SOI in anticipation of a future consolidation	See #23	See #23		
25. Consolidate with another fire service provider	Adopt zero SOI in anticipation of a future consolidation	See #23	See #23		
West County					
City of El Cerrito					
26. Annex unincorporated areas within El Cerrito's fire service area (i.e., Kensington, southern portion of East Richmond Heights)	No SOI action requested at this time; SOI update to follow completion of West County Sub- regional MSR	No recommendation	Form a West County Ad Hoc Committee comprised of representatives of all affected agencies and LAFCO to study/develop a reorganization plan and report back to LAFCO within 12 months; defer action on City's SOI until study is complete		Form a West County Ad Hoc Committee comprised of representatives of all affected agencies and LAFCO. Commissioner McNair will serve as Chair and Pinole Fire Chief Parrott will serve as coordinator. The Committee will have 30 days to develop a work plan and timeline and report back to LAFCO.
27. Consolidate with all west county fire providers	Add El Cerrito to SOI of the anticipated successor agency	Not recommended			
28. Form a subsidiary district to provide fire service both inside and outside the city limits					
City of Pinole					
29. Annex unincorporated areas within Pinole's fire service area (i.e., Tara Hills, Bayview and Montalvin Manor, portion of El Sobrante)	No SOI action requested at this time; SOI update to follow completion of West County Sub- regional MSR	No recommendation	Form west county ad hoc committee		
30. Consolidate with all west county fire providers	Add Pinole to SOI of anticipated successor agency	Not recommended			

Governance Structure Option	SOI Action	Consultant Recommendation	LAFCO Staff Recommendation	Agency Comments	Committee Recommendations
City of Pinole (Cont'd)					
31. Consolidate with RHFPD and adjacent ConFire areas (Battalion 7)	Add Pinole to RHFPD/Battalion 7 SOI				
32. Consolidate with RHFPD, adjacent ConFire areas, and CCFPD	Add Pinole to RHFPD/expanded Battalion 7 SOI	Recommended			
33. Discontinue direct fire service and either contract with ConFire or annex to ConFire	Add to ConFire's SOI	Not recommended			
City of Richmond					
34. Annex unincorporated areas within Richmond's fire service area (i.e., North Richmond, El Sobrante Hills, southwest portion of East Richmond Heights, portion of El Sobrante)	No SOI action requested at this time; SOI update to follow completion of West County Sub- regional MSR	No recommendation	Form west county ad hoc committee (see El Cerrito)		
35. Consolidate with all west county fire service providers	Add Richmond to SOI of the anticipated successor agency	Not recommended			
36. Form a subsidiary district to provide fire service both inside and outside the city limits					
37. Provide fire service to San Pablo either through a JPA or service contract					
ConFire					
38. Detach west county service areas (i.e., San Pablo, El Sobrante, Bayview, Alhambra Valley, East Richmond Heights) and annex to a future west county consolidated provider	Continue to exclude from ConFire's SOI the western boundary areas (i.e., City of San Pablo, and unincorporated areas including Bayview, East Richmond Heights, El Sobrante, Montalvin Manor, North Richmond, Tara Hills) in anticipation of a future west county consolidation	Approve	Form west county ad hoc committee (see El Cerrito)		Continue to exclude from ConFire's SOI the western boundary areas (i.e., City of San Pablo, and unincorporated areas including Bayview, East Richmond Heights, El Sobrante, Montalvin Manor, North Richmond, Tara Hills) in anticipation of a future west county consolidation
39. Detach San Pablo in anticipation of a JPA with another fire service provider					
40. Detach E. Richmond Heights (if City of El Cerrito forms a subsidiary district to serve area)					

Governance Structure Option	SOI Action	Consultant Recommendation	LAFCO Staff Recommendation	Agency Comments	Committee Recommendations
ConFire (Cont'd)					
41. Detach El Sobrante area and other areas surrounding Richmond (if City of Richmond forms a subsidiary district to serve these areas)					
42. See #33	Expand SOI to include City of Pinole	Not recommended			
43. Clean-up (Avon is a carry-over from Central County options)	Remove Avon area from SOI which is not currently served by any fire district (refinery is served by a private fire brigade)	Approve			
Crockett Carquinez (CCFPD)					
44. Consolidate with Battalion 7 agencies	Adopt a zero SOI in anticipation of consolidation with other fire providers	Approve	Form west county ad hoc committee (see El Cerrito)		
45. Consolidate with all west county fire service providers	Adopt a zero SOI	Not recommended			
46. Detach territory served by RHFPD (east of I-80 primarily within the Carquinez Straight Regional Park) and annex RHFPD territory served by CCFPD	Adjust SOI to coincide with service area	Recommended if consolidation is not pursued			
47. Detach submerged areas not requiring fire service (Carquinez Straight)	Remove areas from SOI	Not recommended due to service to overlying bridge			
Kensington (KFPD)					
48. Consolidation with Kensington CSD	Adopt zero SOI in anticipation of future consolidation	Consider SOI options following completion of KCSD MSR	Defer SOI action pending completion of KCSD MSR and forming a west county ad hoc committee	KFPD does not support this option	Committee does not support this option
49. Consolidation of west county fire service providers	Adopt a zero SOI	Not recommended			
50. Annex EBMUD reservoir currently served by KFPD (clean-up)	Expand SOI to include EBMUD reservoir area (clean-up)	Recommended if consolidation is not pursued			
Rodeo Hercules (RHFPD)					
51. Consolidate with City of Pinole and adjacent ConFire areas (Battalion 7)	Expand SOI to include other Battalion 7 service areas	Recommended if CCFPD is deemed incompatible	Form west county ad hoc committee (see El Cerrito)		

Governance Structure Option	SOI Action	Consultant Recommendation	LAFCO Staff Recommendation	Agency Comments	Committee Recommendations
RDFPD (Cont'd)					
52. Consolidate with City of Pinole, adjacent ConFire areas and CCFPD	Expand SOI to include other Battalion 7 and CCFPD areas	Approve			
53. Detach submerged areas (San Pablo Bay) (clean-up)	Adjust SOI to coincide with actual service areas (clean-up)	Approve (with exception of Carquinez Straight)			
54. Detach Conoco Phillips refinery property (clean-up)	Remove area from SOI	Not recommended			
55. Annex service area east of I-80 (Carquinez Straight Regional Park) (clean-up)	Add area to RHFPD SOI and remove from CCFPD SOI	Recommended if consolidation is not pursued			
56. Consolidation of west county fire service providers with RHFPD as successor agency	Expand SOI to include all west county areas	Not recommended			
57. Consolidate of west county fire service providers with another entity as successor agency	Adopt a zero SOI	Not recommended			
CSA EM-1					
58. None identified	Retain existing SOI	Approve	Retain existing SOI and encourage District to coordinate a 911 dispatch study in conjunction with County Sheriff and PSAP manager's group		Retain existing SOI
Regional					
26. Consolidate all fire service county- wide with a newly created independent fire district as successor agency	Adopt zero SOIs for all fire districts	Not analyzed; no recommendation	No recommendation		Tabled discussion
27. Consolidate all fire services county- wide with ConFire as successor agency	Expand ConFire's SOI to be countywide; adopt zero SOIs for all other fire districts	Not analyzed; no recommendation	No recommendation		Tabled discussion
28. Consolidate all fire services county- wide with CALFIRE as successor agency	Adopt zero SOIs for all fire districts	Not analyzed; no recommendation	No recommendation		Tabled discussion

RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION

**APPROVING A SPHERE OF INFLUENCE UPDATE FOR
CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT**

WHEREAS, Government Code §56425 requires the Local Agency Formation Commission (LAFCO) to develop and determine the sphere of influence (SOI) of each local governmental agency within the County; and

WHEREAS, Government Code §56425(f) requires that LAFCO review and update the SOI boundaries, as necessary, not less than once every five years; and

WHEREAS, Government Code §56430 requires that a municipal service review be conducted prior to or in conjunction with an SOI update; and

WHEREAS, LAFCO conducted a countywide review of fire and emergency medical service providers, including services provided by the Contra Costa County Fire Protection District (ConFire) and adopted written determinations as required by Government Code §56430 on August 12, 2009; and

WHEREAS, the MSR report identified a number of SOI and governance structure options for ConFire; and

WHEREAS, the District's service boundary encompasses approximately 257 square miles and its SOI is not coterminous with the District's service boundary; and

WHEREAS, in updating SOIs for fire service providers, LAFCO should consider the uniqueness of fire service areas as a result of automatic aid, mutual aid and contract service arrangements; and

WHEREAS, ConFire's existing SOI extends beyond the District in some areas (i.e., unincorporated Avon area, Bogue Ranch area), and is smaller than the District's boundaries in other areas (i.e., area in the cities of San Pablo, Antioch and Pittsburg, unincorporated areas in Bay Point, East Richmond Heights, El Sobrante, Montalvin Manor, North Richmond, and Tara Hills); and

WHEREAS, it is hereby proposed that ConFire's SOI be adjusted as follows: expand SOI to include area southeast of Clayton, Roddy Ranch area, eastern boundary areas in the cities of Antioch and Pittsburg already served by ConFire; remove Bogue Ranch area previously annexed to San Ramon Valley Fire Protection District; remove 101 acres in Orinda previously annexed to Moraga Orinda Fire Protection District; and continue to exclude from ConFire's SOI the western boundary areas (i.e., City of San Pablo, and unincorporated areas including Bayview, East Richmond Heights, El Sobrante, Montalvin Manor, North Richmond, Tara Hills) in anticipation of a future west county fire consolidation, as generally depicted on Exhibit A attached hereto; and

WHEREAS, no change in regulation, land use or development will occur as a result of updating the District's SOI; and

WHEREAS, in the form and manner prescribed by law, the Executive Officer has given notice of a public hearing by this Commission regarding the SOI action; and

WHEREAS, the SOI update was duly considered at public meetings held on April 8, April 22, May 20, June 8 and June 25, 2009; and

WHEREAS, Contra Costa LAFCO heard and received all oral and written protests, objections and evidence that were made, presented or filed, and all persons present were given an opportunity to appear and be heard with respect to any matter pertaining to said SOI update.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED that Contra Costa LAFCO does hereby:

1. Adjust the SOI for ConFire as generally depicted on Exhibit A attached hereto.
2. Determine, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that the SOI update is categorically exempt under §15061(b)(3) of the CEQA Guidelines, and direct staff to file a Notice of Exemption.
3. Determine that the Commission has considered the criteria set forth in Government Code §56425(e) as follows:
 - a. *The present and planned land uses in the area, including agricultural and open-space lands* – The District bounds encompass a variety of land uses in incorporated and unincorporated areas in the central and northern portions of Contra Costa County including residential, commercial, mixed-use, agricultural, recreational, open space, and watershed. Land uses in the SOI expansion areas include residential and open space in the vicinities of southeast Clayton, and the cities of Antioch and Pittsburg, most of which are already receiving services through ConFire. The District has no land use authority. Contra Costa County and city plans include land uses and population growth that may impact the District’s services. There is Williamson Act land within ConFire’s boundaries and SOI.
 - b. *The present and probable need for public facilities and services in the area* – The District provides fire prevention, suppression and emergency medical response for advanced and basic life support, and dispatch services. There is a present and probable need for public facilities and services. There are a number of future growth areas within and around the District’s bounds, including areas within the cities of Antioch and Pittsburg. Service demand will increase with build-out of these areas. No changes in public facilities or services provided by the District will result from this SOI update.
 - c. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide* – the MSR report notes that revenues have not kept pace with employee salary/benefit costs, financial resources have not sustained service levels, and many of the District’s capital needs have remained unfunded for the last 20 years. Adjustment of the SOI as proposed will not affect the present capacity of public facilities and adequacy of services provided by ConFire.
 - d. *The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency* – ConFire was formed in 1964 as a county-dependent district; there have been numerous boundary reorganizations over the last 45 years. The District is funded

primarily through property taxes, within limited funding through service charges and intergovernmental revenues. The social and economic communities of interest include the cities of Antioch, Clayton, Concord, Lafayette, Martinez, Pittsburg, Pleasant Hill, San Pablo and Walnut Creek; the Briones Regional Park, Black Diamond Mines Regional Preserve, and the Concord Naval Weapons Station; and the unincorporated communities of El Sobrante, East Richmond and North Richmond. Communities of interest within the SOI expansion areas include the vicinity surrounding Russellmann Park (southeast of the City of Clayton, and the Roddy Ranch area. Communities of interest within the SOI reduction areas are those located in Bogue Ranch and Orinda. Property owners within the District have an economic interest in receiving services from this investment. The SOI update will not affect the existence of any social or economic communities of interest in the areas that are relevant to ConFire.

- e. *Nature, location, extent, functions & classes of services to be provided* – ConFire’s service boundary encompasses approximately 257 square miles. 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. ConFire has 28 staffed fire stations and two unstaffed stations. Fire stations are located throughout the western, central and eastern portions of the District’s boundary area.

* * * * *

PASSED AND ADOPTED THIS 12TH day of August 2009, by the following vote:

AYES:

NOES:

ABSTENTIONS:

ABSENT:

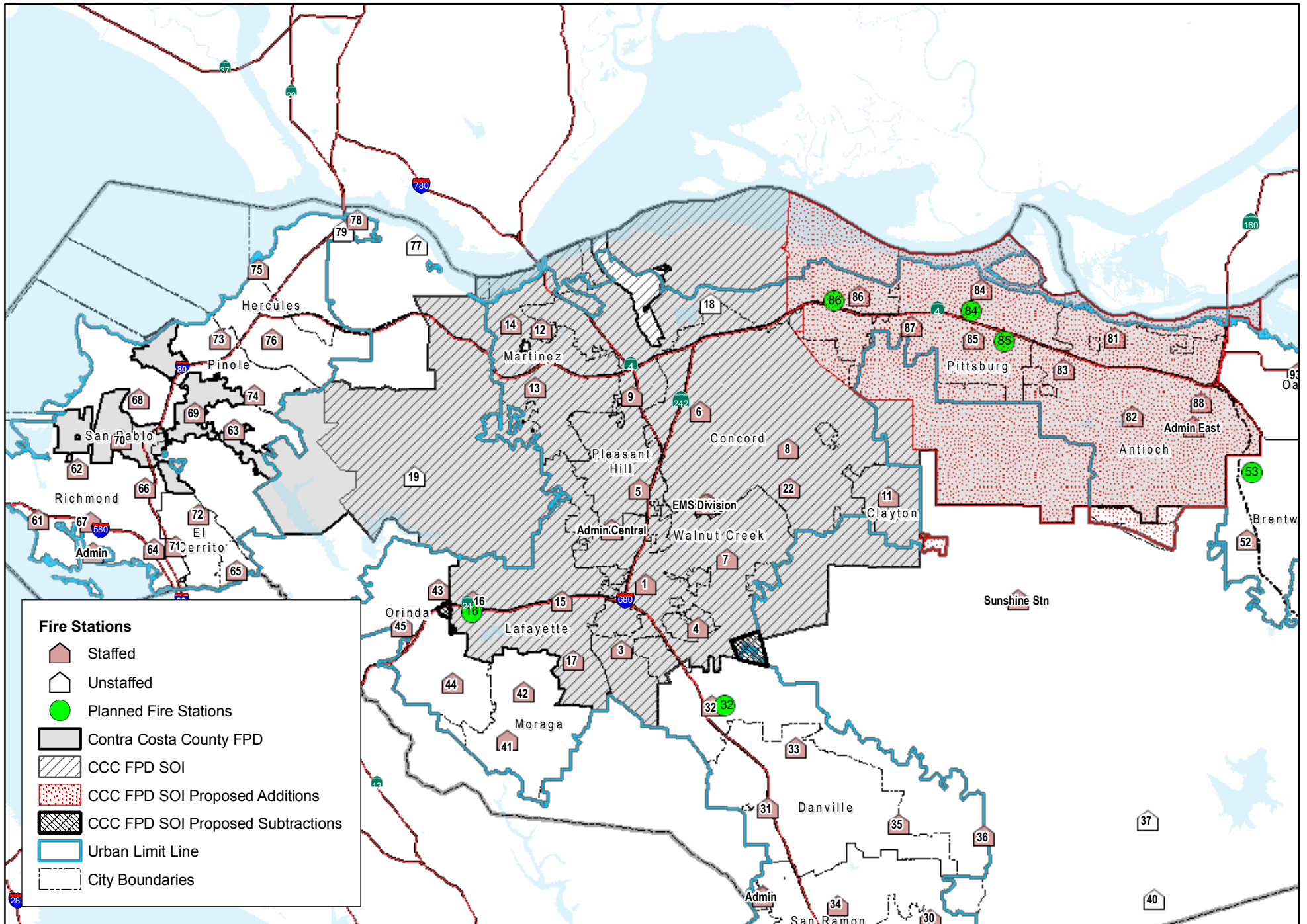
GAYLE UILKEMA, CHAIR, CONTRA COSTA LAFCO

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

Dated: August 12, 2009

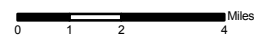
Lou Ann Texeira, Executive Officer

Contra Costa County Fire Protection District and Sphere of Influence



- Fire Stations**
- Staffed
 - Unstaffed
 - Planned Fire Stations
- Boundaries and SOI**
- Contra Costa County FPD
 - CCC FPD SOI
 - CCC FPD SOI Proposed Additions
 - CCC FPD SOI Proposed Subtractions
- Other Features**
- Urban Limit Line
 - City Boundaries

This map was created by the Contra Costa County Community 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.



RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION
APPROVING A SPHERE OF INFLUENCE UPDATE FOR
MORAGA-ORINDA FIRE DISTRICT

WHEREAS, Government Code §56425 requires the Local Agency Formation Commission (LAFCO) to develop and determine the sphere of influence (SOI) of each local governmental agency within the County; and

WHEREAS, Government Code §56425(f) requires that LAFCO review and update the SOI boundaries, as necessary, not less than once every five years; and

WHEREAS, Government Code §56430 requires that a municipal service review be conducted prior to or in conjunction with an SOI update; and

WHEREAS, LAFCO conducted a countywide review of fire and emergency medical service providers, including services provided by the Moraga-Orinda Fire District (MOFD) and adopted written determinations as required by Government Code §56430 on August 12, 2009; and

WHEREAS, the MSR report identified a number of SOI and governance structure options for MOFD; and

WHEREAS, the District's service boundary encompasses approximately 47 square miles, and its SOI and boundary are generally consistent; and

WHEREAS, in updating SOIs for fire service providers, LAFCO should consider the uniqueness of fire service areas as a result of automatic aid, mutual aid and contract service arrangements; and

WHEREAS, MOFD's existing SOI excludes 101 acres in eastern Orinda which were annexed to the District in 1998; and

WHEREAS, it is hereby proposed that MOFD's SOI be expanded to the 101 acres previously annexed to the District; and

WHEREAS, the MSR report identified a number of issues relating to cost-savings, efficiency, infrastructure challenges and revenue allocation among the affected local agencies which need to be addressed; and

WHEREAS, no change in regulation, land use or development will occur as a result of updating the District's SOI; and

WHEREAS, in the form and manner prescribed by law, the Executive Officer has given notice of a public hearing by this Commission regarding the SOI action; and

WHEREAS, the SOI update was duly considered at public meetings held on April 8, April 22, May 20, June 8 and June 25, 2009; and

WHEREAS, Contra Costa LAFCO heard and received all oral and written protests, objections and evidence that were made, presented or filed, and all persons present were given an opportunity to appear and be heard with respect to any matter pertaining to said SOI update.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED that Contra Costa LAFCO does hereby:

1. Expand the SOI for MOFD as generally depicted on Exhibit A attached hereto.
2. Encourage the District, the City of Orinda and the Town of Moraga to communicate regarding road and water infrastructure challenges and report back to LAFCO within 12 months.
3. Determine, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that the SOI update is categorically exempt under §15061(b)(3) of the CEQA Guidelines, and direct staff to file a Notice of Exemption.
4. Determine that the Commission has considered the criteria set forth in Government Code §56425(e) as follows:
 - a. *The present and planned land uses in the area, including agricultural and open-space lands* – The District bounds encompass residential, commercial, institutional, agricultural and open space uses within the cities of Moraga and Orinda and surrounding unincorporated areas to the east and west of the cities. Present land uses in the incorporated areas are predominantly residential and commercial. The cities both contain significant open space. Land uses in the unincorporated areas are primarily open space. Future land uses within the existing SOI include new residential and open space development in the Rheem valley area (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. The SOI expansion areas are located within the City of Orinda and consist of residential areas. The District has no land use authority. Contra Costa County and city plans include land uses and population growth that may impact the District’s services. There is Williamson Act land within the District’s boundaries and SOI.
 - b. *The present and probable need for public facilities and services in the area* – The District provides fire and emergency medical services including paramedic and ambulance transport. MOFD contracts with Contra Costa County Fire Protection District for dispatch and radio services. There is a present and probable need for public facilities and services in the existing SOI and in the SOI expansion area, which was annexed to the District in 1998. Service demand will increase with build-out of the cities. No changes in public facilities or services provided by the District will result from this SOI update.
 - c. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide* – the MSR report did not identify any capacity or service adequacy issues that would prevent the District from continuing to serve its boundary area. Adjustment of the SOI as proposed will not affect the present capacity of public facilities and adequacy of services provided by MOFD.

- d. *The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency* – MOFD was formed in 1997 as an independent special district through the consolidation of the Moraga Fire Protection District and the Orinda Fire Protection District; there has been one boundary change to the District since its formation. The District is funded primarily through property taxes, within limited funding through ambulance fees, fire flow taxes, and miscellaneous revenues. The social and economic communities of interest include the cities of Moraga and Orinda and the unincorporated community of Canyon. Other communities of interest within the District include St. Mary’s College (Moraga), Redwood Regional Park, Robert Sibley Regional Preserve, Charles Lee Tilden Regional Park and Golf Course, and portions of Wildcat Canyon Regional Park and San Pablo and Briones reservoirs. The community of interest within the SOI expansion areas is the City of Orinda. Property owners within the District have an economic interest in receiving services from this investment. The SOI update will not affect the existence of any social or economic communities of interest in the areas that are relevant to MOFD.

- e. *Nature, location, extent, functions & classes of services to be provided* – MOFD service boundary encompasses approximately 47 square miles. The District provides fire prevention and suppression, advanced and basic life support for medical emergencies, ambulance transport, rescue, initial hazardous materials response, fire inspection, education and fire-related permit services. The District relies on AMR, a privately-owned ambulance company, for back-up ambulance services. There are five fire stations located within the District; three in Orinda and two in Moraga.

* * * * *

PASSED AND ADOPTED THIS 12TH day of August 2009, by the following vote:

AYES:

NOES:

ABSTENTIONS:

ABSENT:

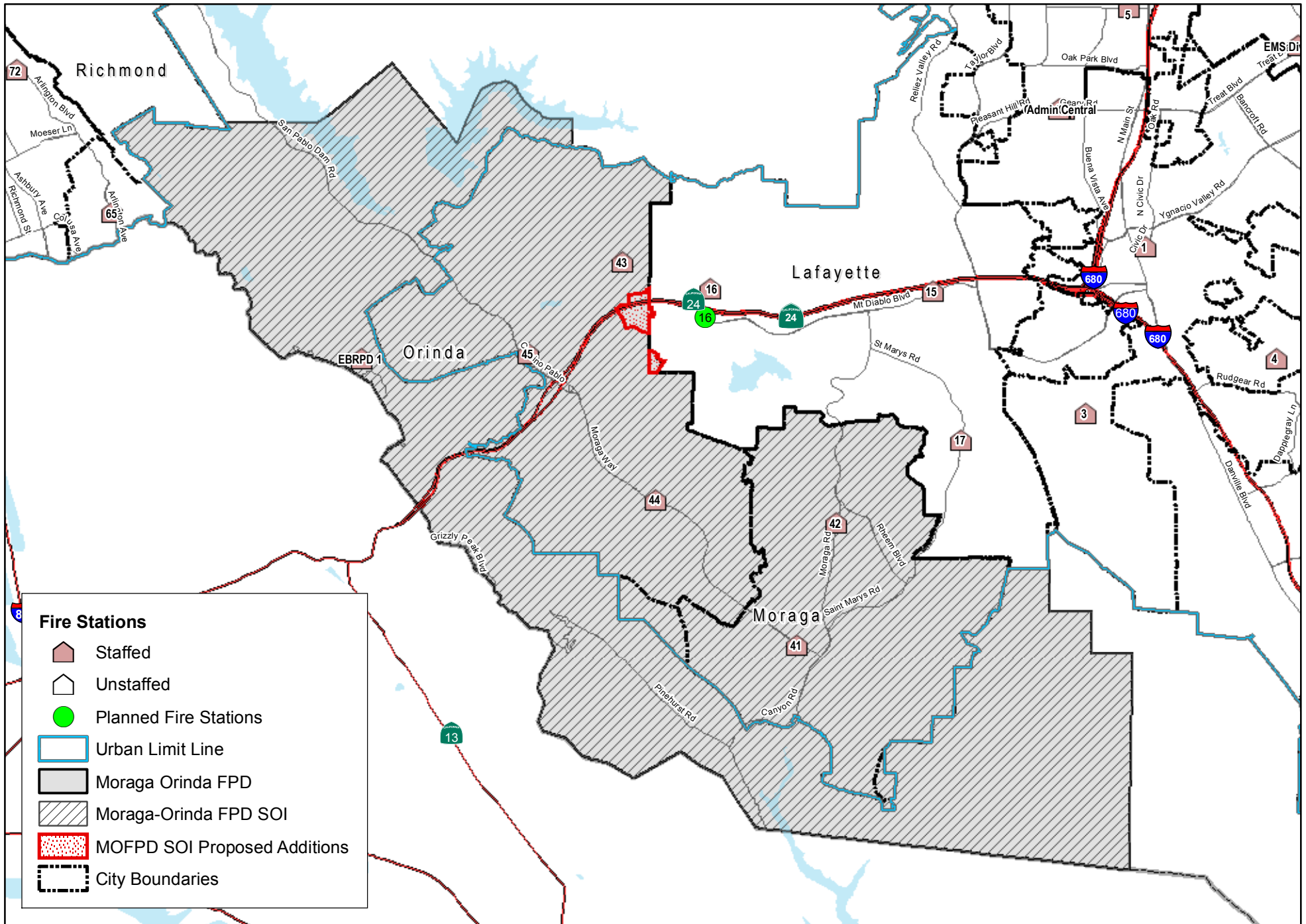
 GAYLE UILKEMA, CHAIR, CONTRA COSTA LAFCO

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









Dated: August 12, 2009

 Lou Ann Texeira, Executive Officer

Moraga-Orinda Fire Protection District and Sphere of Influence



Fire Stations

-  Staffed
-  Unstaffed
-  Planned Fire Stations
-  Urban Limit Line
-  Moraga Orinda FPD
-  Moraga-Orinda FPD SOI
-  MOFPD SOI Proposed Additions
-  City Boundaries



RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION
APPROVING A SPHERE OF INFLUENCE UPDATE FOR
SAN RAMON VALLEY FIRE PROTECTION DISTRICT

WHEREAS, Government Code §56425 requires the Local Agency Formation Commission (LAFCO) to develop and determine the sphere of influence (SOI) of each local governmental agency within the County; and

WHEREAS, Government Code §56425(f) requires that LAFCO review and update the SOI boundaries, as necessary, not less than once every five years; and

WHEREAS, Government Code §56430 requires that a municipal service review be conducted prior to or in conjunction with an SOI update; and

WHEREAS, LAFCO conducted a countywide review of fire and emergency medical service providers, including services provided by the San Ramon Valley Fire Protection District (SRVFPD) and adopted written determinations as required by Government Code §56430 on August 12, 2009; and

WHEREAS, the MSR report identified a number of SOI and governance structure options for SRVFPD; and

WHEREAS, the District's service boundary encompasses approximately 118 square miles, and its SOI is smaller than the District's boundary area as a result of prior boundary reorganizations; and

WHEREAS, in updating SOIs for fire service providers, LAFCO should consider the uniqueness of fire service areas as a result of automatic aid, mutual aid and contract service arrangements; and

WHEREAS, SRVFPD's existing SOI excludes areas in the Tassajara Valley, Morgan Territory and Bogue Ranch areas, which were previously annexed to the District; and

WHEREAS, it is hereby proposed that SRVFPD's SOI be expanded to include these previously annexed areas as generally depicted on Exhibit A attached hereto; and

WHEREAS, the MSR report identified a service issue in the Crow Canyon and North Dublin areas in Alameda County, where SRVFPD responds to a high number of service calls; and

WHEREAS, no change in regulation, land use or development will occur as a result of updating the District's SOI; and

WHEREAS, in the form and manner prescribed by law, the Executive Officer has given notice of a public hearing by this Commission regarding the SOI action; and

WHEREAS, the SOI update was duly considered at public meetings held on April 8, April 22, May 20, June 8 and June 25, 2009; and

WHEREAS, Contra Costa LAFCO heard and received all oral and written protests, objections and evidence that were made, presented or filed, and all persons present were given an opportunity to appear and be heard with respect to any matter pertaining to said SOI update.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED that Contra Costa LAFCO does hereby:

1. Expand the SOI for SRVFPD as generally depicted on Exhibit A attached hereto.
2. Encourage SRVFPD and the Alameda County Fire Department to work together to achieve service/fiscal balance in this area.
3. Determine, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that the SOI update is categorically exempt under §15061(b)(3) of the CEQA Guidelines, and direct staff to file a Notice of Exemption.
4. Determine that the Commission has considered the criteria set forth in Government Code §56425(e) as follows:
 - a. *The present and planned land uses in the area, including agricultural and open-space lands* – The District bounds encompass residential, commercial, Mixed-use, agricultural and open space uses within the cities of San Ramon and Danville and the unincorporated communities of Alamo, Blackhawk, Diablo, Tassajara Valley, and southern portions of Morgan Territory, along with portions of Dublin and Crow Canyon in Alameda County. Land uses in the SOI expansion areas are primarily open space and lower density rural residential in the unincorporated Tassajara Valley and Morgan Territory, with some agricultural in the Bollinger Canyon and Tassajara Valley areas; and primarily residential development in the Bogue Ranch area. The District has no land use authority. Contra Costa County and city plans include land uses and population growth that may impact the District’s services. There is Williamson Act land within District’s boundaries and SOI.
 - b. *The present and probable need for public facilities and services in the area* – The District provides dispatch, fire and emergency medical services including paramedic and ambulance transport. There is a present and probable need for public facilities and services in the existing SOI and in the SOI expansion areas, which were previously annexed to the District. Service demand will increase with build-out of the cities. No changes in public facilities or services provided by the District will result from this SOI update.
 - c. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide* – the MSR report did not identify any capacity or service adequacy issues that would prevent the District from continuing to serve its boundary area. Adjustment of the SOI as proposed will not affect the present capacity of public facilities and adequacy of services provided by SRVFPD.
 - d. *The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency* – SRVFPD was originally formed in 1921 as an independent special district known as the Danville Fire District; there have been numerous reorganizations and boundary changes to the District since its formation. The District is funded primarily

through property taxes, within limited funding through ambulance fees and service charges, intergovernmental and miscellaneous revenues. The social and economic communities of interest include the cities of Danville and San Ramon, and the unincorporated communities of Alamo, Blackhawk and Diablo. The southern portions of Morgan Territory and the Tassajara Valley are included with the SRFPD bounds and SOI expansion areas. Property owners within the District have an economic interest in receiving services from this investment. The SOI update will not affect the existence of any social or economic communities of interest in the areas that are relevant to SRVFPD.

- e. *Nature, location, extent, functions & classes of services to be provided* – SRVFPD service boundary encompasses approximately 118 square miles. The District provides fire prevention and suppression, advanced and basic life support for medical emergencies, ambulance transport, rescue, initial hazardous materials response, fire inspection, education and fire-related permit services. There District has nine staffed five stations, and two stations staffed by on-call firefighters. Of the staffed stations, four are located in the San Ramon, three in the Danville, one in Alamo and one in the Tassajara Valley. The two stations staffed by on-call firefighters are located in Morgan Territory.

PASSED AND ADOPTED THIS 12TH day of August 2009, by the following vote:

AYES:

NOES:

ABSTENTIONS:

ABSENT:

GAYLE UILKEMA, CHAIR, CONTRA COSTA LAFCO

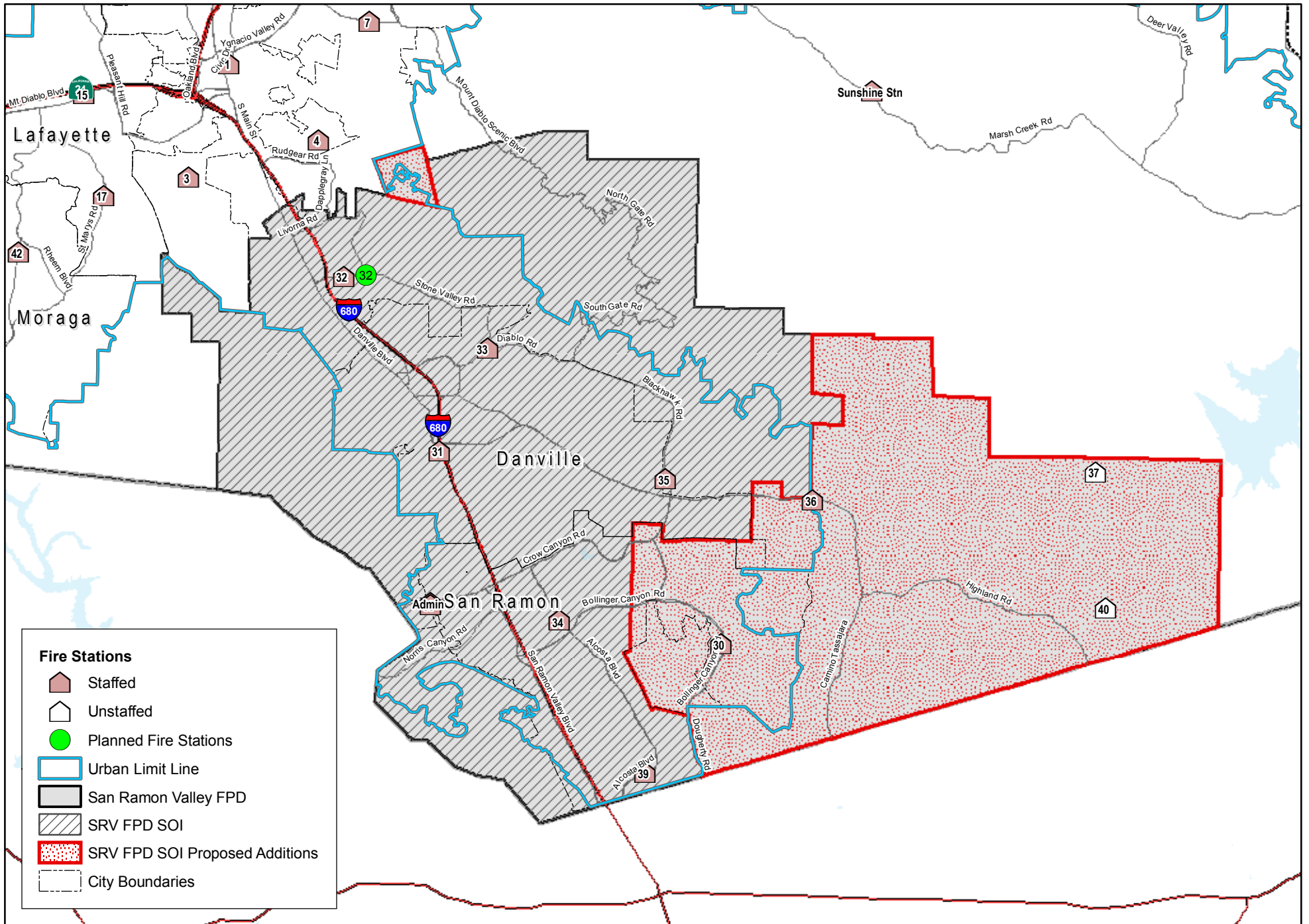
I hereby certify that this is a correct copy of a resolution passed and adopted by this Commission on the date stated above.

Dated: August 12, 2009

Lou Ann Texeira, Executive Officer

San Ramon Valley Fire Protection District and Sphere of Influence

Exhibit 5c-A



Fire Stations

- Staffed
- Unstaffed
- Planned Fire Stations

Urban Limit Line

- Urban Limit Line

San Ramon Valley FPD

- San Ramon Valley FPD

SRV FPD SOI

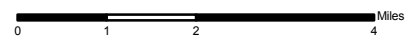
- SRV FPD SOI
- SRV FPD SOI Proposed Additions

City Boundaries

- City Boundaries

Map created 7/28/2009
 by Contra Costa County Community Development, GIS Group
 601 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
 37:59:48.456N 122:06:35.384W

This map was created by the Contra Costa County Community 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.



RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION
APPROVING A SPHERE OF INFLUENCE UPDATE FOR
EAST CONTRA COSTA FIRE PROTECTION DISTRICT

WHEREAS, Government Code §56425 requires the Local Agency Formation Commission (LAFCO) to develop and determine the sphere of influence (SOI) of each local governmental agency within the County; and

WHEREAS, Government Code §56425(f) requires that LAFCO review and update the SOI boundaries, as necessary, not less than once every five years; and

WHEREAS, Government Code §56430 requires that a municipal service review be conducted prior to or in conjunction with an SOI update; and

WHEREAS, LAFCO conducted a countywide review of fire and emergency medical service providers, including services provided by the East Contra Costa Fire Protection District (ECCFPD) and adopted written determinations as required by Government Code §56430 on August 12, 2009; and

WHEREAS, the District's service boundary encompasses approximately 238 square miles, and its SOI is conterminous with the boundary; and

WHEREAS, in updating SOIs for fire service providers, LAFCO should consider the uniqueness of fire service areas as a result of automatic aid, mutual aid and contract service arrangements; and

WHEREAS, the MSR report identified a number of SOI and governance structure options for ECCFPD, including expansion, reduction and a zero SOI to signal a future reorganization; and

WHEREAS, the MSR report identified a number of significant governance, service and fiscal issues which need to be addressed; and

WHEREAS, no change in regulation, land use or development will occur as a result of updating the District's SOI; and

WHEREAS, in the form and manner prescribed by law, the Executive Officer has given notice of a public hearing by this Commission regarding the SOI action; and

WHEREAS, the SOI update was duly considered at public meetings held on April 8, April 22, May 20, June 8 and June 25, 2009; and

WHEREAS, Contra Costa LAFCO heard and received all oral and written protests, objections and evidence that were made, presented or filed, and all persons present were given an opportunity to appear and be heard with respect to any matter pertaining to said SOI update.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED that Contra Costa LAFCO does hereby:

1. Adopt a zero SOI for ECCFPD signaling the need for a future reorganization.

2. Form an ad hoc fire committee comprising affected agency representatives and LAFCO to address governance, service and fiscal issues.
3. Determine, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that the SOI update is categorically exempt under §15061(b)(3) of the CEQA Guidelines, and direct staff to file a Notice of Exemption.
4. Determine that the Commission has considered the criteria set forth in Government Code §56425(e) as follows:
 - a. *The present and planned land uses in the area, including agricultural and open-space lands* – The District bounds encompass residential, commercial, mixed-use, agricultural, recreational, open space and watershed uses located throughout the District. The predominant uses are agricultural and open space, with the agricultural core located west of Discovery Bay and Byron, and pasture lands throughout Morgan Territory, Marsh Creek, Knightsen 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. Residential and commercial areas are concentrated in the cities of Brentwood and Oakley, with some residential areas in the unincorporated communities of Discovery Bay and Bethel Island. Future growth is expected to occur in Brentwood, Oakley, Discovery Bay (Byron (airport) and Bethel Island (Delta Coves)). The District has no land use authority. Contra Costa County and city plans include land uses and population growth that may impact the District’s services. There is Williamson Act land within District’s boundaries and SOI.
 - b. *The present and probable need for public facilities and services in the area* – The District provides fire and emergency medical services including basic life support (BLS). Ambulance transport and advanced life support (ALS) is provided by AMR, a privately-owned ambulance company. ECCFPD contracts with Contra Costa County Fire Protection District (ConFire) for dispatch, radio, information and fire prevention services. There is a present and probable need for public facilities and services in the existing SOI and in the SOI expansion areas identified in the MSR report. Service demand will increase with build-out of the cities and in the designated unincorporated areas. No changes in public facilities or services provided by the District will result from this SOI update.
 - c. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide* – the MSR report indicated that service levels are higher in urban and suburban areas and pockets than in outlying areas. Most fire stations are located in the eastern portion of the District. Travel times are longer to the open space and grazing lands in the western and southern portions of the District, and in the surrounding islands.
 - d. *The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency* – ECCFPD was formed in 2002 as a county-dependent district through the consolidation of Bethel Island, East Diablo and Oakley fire protection districts; there have been no boundary change to the District since its formation in 2002. The District is funded primarily through property taxes, within limited funding through

intergovernmental and miscellaneous revenues. The social and economic communities of interest include the cities of Brentwood and Oakley, and the unincorporated communities of Bethel Island, Byron, Discovery Bay and Knightsen. Property owners within the District have an economic interest in receiving services from this investment. The SOI update will not affect the existence of any social or economic communities of interest in the areas that are relevant to ECCFPD.

- e. *Nature, location, extent, functions & classes of services to be provided* – ECCFPD service boundary encompasses approximately 238 square miles. The District provides fire and emergency medical services including BLS. Ambulance transport and ALS is provided by AMR, a privately-owned ambulance company. ECCFPD contracts with ConFire for dispatch, radio, information and fire prevention services. The District has nine staffed fire station; three in Brentwood, two in Discovery Bay, one in Oakley, Knightsen, Bethel Island and Byron. The CALFIRE Sunshine Station also serves the western portion of the District.

PASSED AND ADOPTED THIS 12TH day of August 2009, by the following vote:

AYES:

NOES:

ABSTENTIONS:

ABSENT:

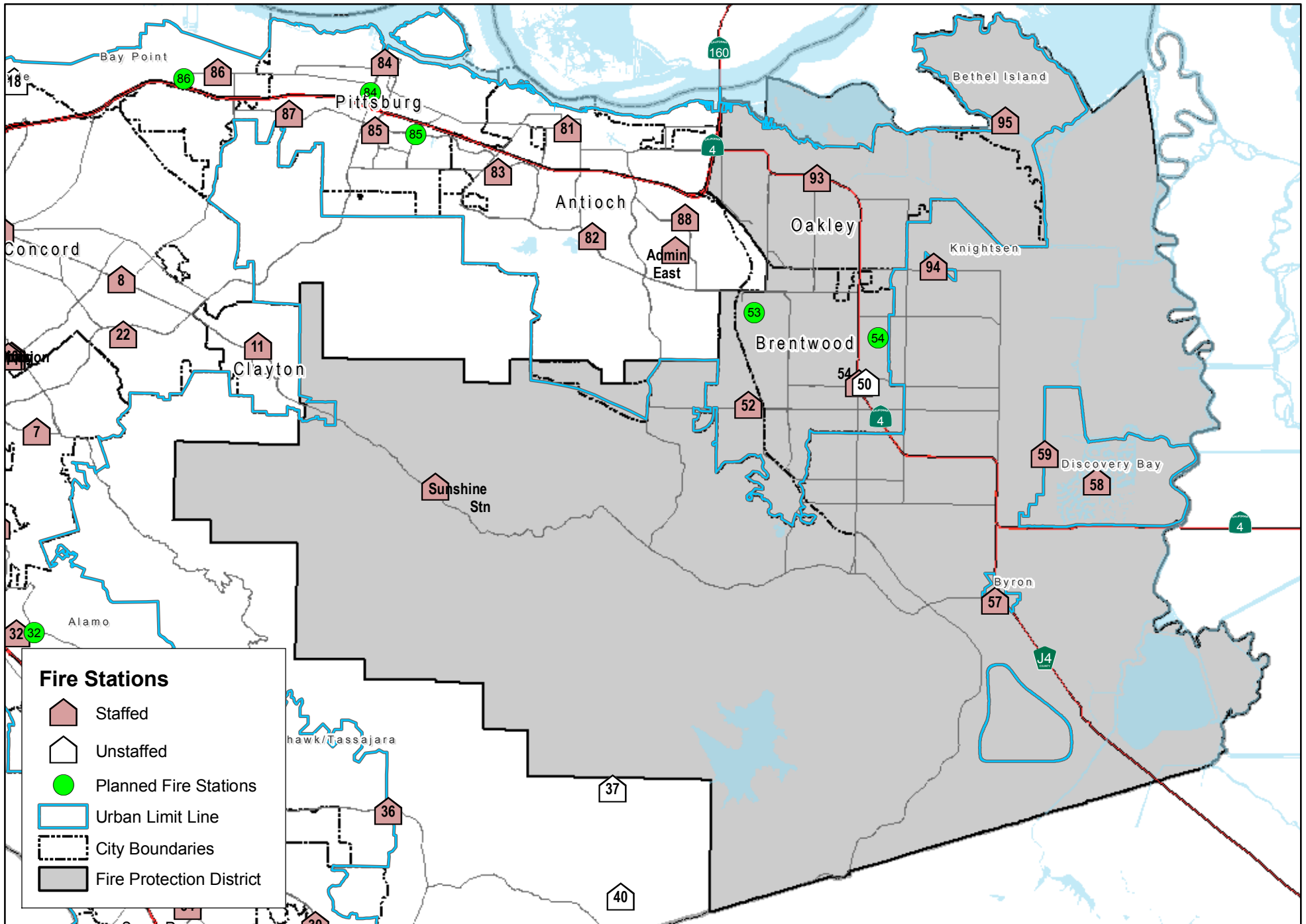
GAYLE UILKEMA, CHAIR, CONTRA COSTA LAFCO

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

Dated: August 12, 2009

Lou Ann Texeira, Executive Officer

East Contra Costa Fire Protection District and Zero SOI



RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION
APPROVING A SPHERE OF INFLUENCE UPDATE FOR
COUNTY SERVICE AREA EM-1

WHEREAS, Government Code §56425 requires the Local Agency Formation Commission (LAFCO) to develop and determine the sphere of influence (SOI) of each local governmental agency within the County; and

WHEREAS, Government Code §56425(f) requires that LAFCO review and update the SOI boundaries, as necessary, not less than once every five years; and

WHEREAS, Government Code §56430 requires that a municipal service review be conducted prior to or in conjunction with an SOI update; and

WHEREAS, LAFCO conducted a countywide review of fire and emergency medical service providers, including services provided by County Service Area (CSA) EM-1, and adopted written determinations as required by Government Code §56430 on August 12, 2009; and

WHEREAS, the MSR report identified one SOI option for CSA EM-1 – retain the existing SOI; and

WHEREAS, the District's service boundary is countywide and encompasses approximately 720 square miles; its SOI is coterminous with the District's boundary; and

WHEREAS, the MSR report identified a service challenge relating to dispatch time which needs to be addressed; and

WHEREAS, no change in regulation, land use or development will occur as a result of updating the District's SOI; and

WHEREAS, in the form and manner prescribed by law, the Executive Officer has given notice of a public hearing by this Commission regarding the SOI action; and

WHEREAS, the SOI update was duly considered at public meetings held on April 8, April 22, May 20, June 8 and June 25, 2009; and

WHEREAS, Contra Costa LAFCO heard and received all oral and written protests, objections and evidence that were made, presented or filed, and all persons present were given an opportunity to appear and be heard with respect to any matter pertaining to said SOI update.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED that Contra Costa LAFCO does hereby:

1. Retain the existing coterminous SOI for CSA EM-1 as generally depicted on Exhibit A attached hereto.
2. Encourage the District to coordinate a 911 dispatch study in conjunction with the Contra Costa County Sheriff and Public Safety Answering Point (PSAP) managers' group to address dispatch issues.
3. Determine, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that the SOI update is categorically exempt under §15061(b)(3) of the CEQA Guidelines, and direct staff to file a Notice of Exemption.

4. Determine that the Commission has considered the criteria set forth in Government Code §56425(e) as follows:
 - a. *The present and planned land uses in the area, including agricultural and open-space lands* – The District bounds encompass a wide variety of present and planned land uses, as it includes the entirety of Contra Costa County. The District has no land use authority. Contra Costa County and city plans include land uses and population growth that may impact the District’s services. There is Williamson Act land within District’s boundaries and SOI.
 - b. *The present and probable need for public facilities and services in the area* – The District is a financing mechanism to provide enhanced emergency medical services to Contra Costa County. There is a present and probable need for public facilities and services in the County, which are enhanced by assessments collected through the CSA. Service demand will increase with development. No changes in public facilities or services provided by the District will result from this SOI update.
 - c. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide* – the MSR report indicates that the District faces long-term financing constraints due to the assessment being capped at current levels. The current financing is not adequate to deliver long-term services given the historical inflation patterns. Retention of the SOI will not affect the present capacity of public facilities and adequacy of services provided by CSA EM-1.
 - d. *The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency* – CSA EM-1 was formed in 1989 as a countywide dependent district of the County. The District is primarily financed through assessments. The social and economic communities of interest include the entirety of Contra Costa County. Property owners within the District have an economic interest in receiving services from this investment. The SOI update will not affect the existence of any social or economic communities of interest in the areas that are relevant to CSA EM-1.
 - e. *Nature, location, extent, functions & classes of services to be provided* – CSA EM-1 service boundary encompasses the entire County - approximately 720 square miles. The District is a financing mechanism to provide enhanced emergency medical services to Contra Costa County. District office is located in Martinez.

* * * * *

PASSED AND ADOPTED THIS 12TH day of August 2009, by the following vote:

AYES:
 NOES:
 ABSTENTIONS:
 ABSENT:

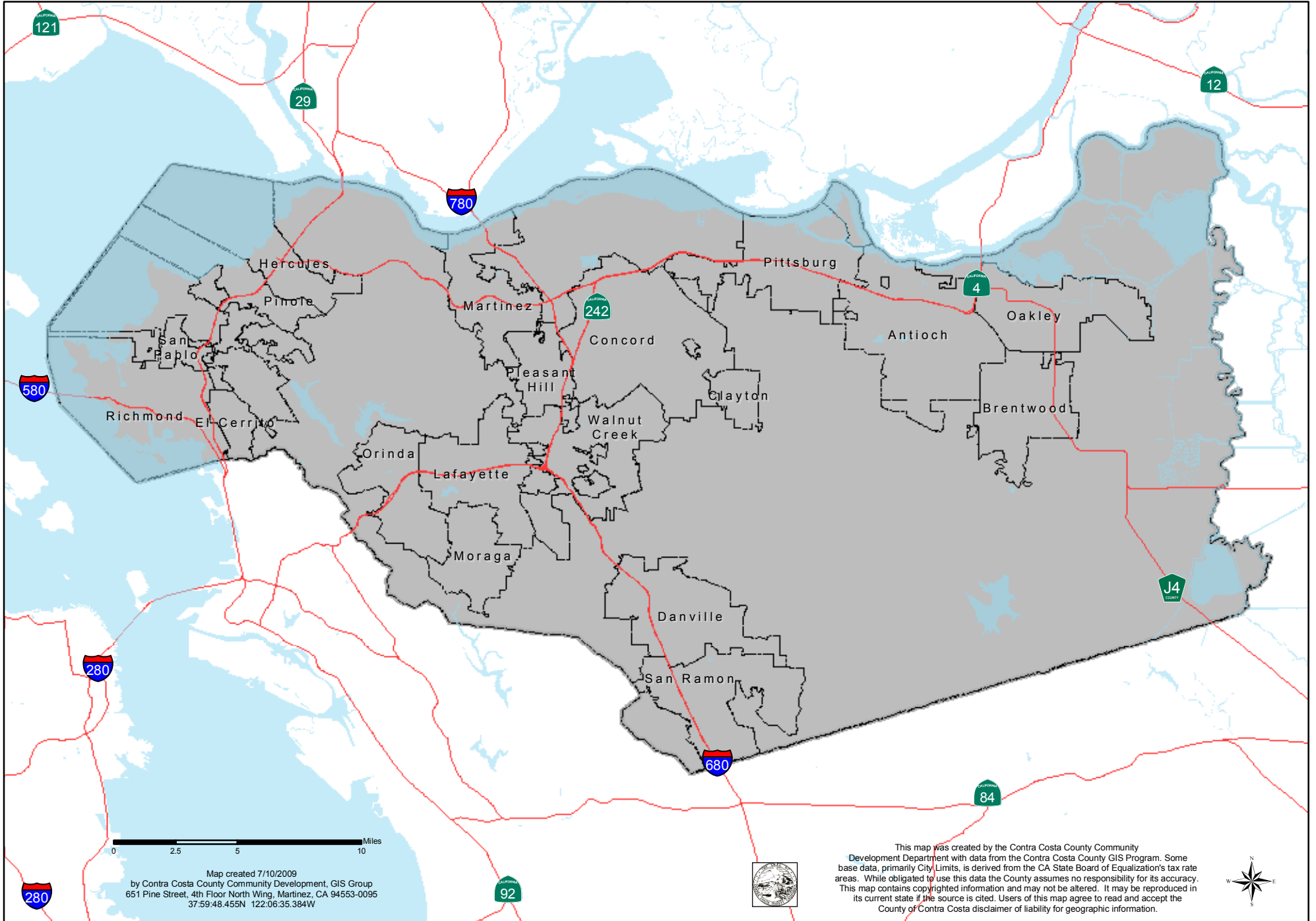
 GAYLE UILKEMA, CHAIR, CONTRA COSTA LAFCO

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

Dated: August 12, 2009

 Lou Ann Texeira, Executive Officer

County Service Area EM-1 (Emergency Services)



Map created 7/10/2009
by Contra Costa County Community 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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