

CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION
EXECUTIVE OFFICER'S REPORT

March 9, 2022
Agenda Item 6

March 9, 2022 (Agenda)

LAFCO 21-11

Annexation of East Contra Costa Fire Protection District (ECCFPD) to Contra Costa County Fire Protection District (CCCFPD) and Dissolution of ECCFPD

APPLICANTS

CCCFPD Resolution No. 2021/8 adopted September 14, 2021 as amended by Resolution No. 2022/3 adopted February 22, 2022 (Attachment 1)
ECCFPD Resolution 2021-32 adopted September 16, 2021 (Attachment 2)

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

SUPPLEMENTAL INFORMATION

This item was continued from the February 9, 2022 LAFCO meeting at the request of CCCFPD to give CCCFPD time to address issues and clarify terms of its resolution regarding its obligations as a successor agency, the transition of ECCFPD employees to CCCFPD employment, and the transfer of revenues to CCCFPD.

CCCFPD Board Action After February 9, 2022 - On February 22, 2022, the CCCFPD Board of Directors adopted Resolution No. 2022/3 amending their prior resolution to clarify CCCFPD's intent regarding the contracts it will assume from ECCFPD and the terms of ECCFPD revenue that will be transferred to CCCFPD. Regarding contracts, CCCFPD's resolution provides that employees of the dissolved ECCFPD will become employees of CCCFPD without interruption of service or seniority; and that the same terms and conditions of employment that apply to similarly situated CCCFPD employees will apply to these former ECCFPD employees. CCCFPD's resolution further provides that CCCFPD will not assume ECCFPD's collective bargaining agreements, express or implied contracts for retiree health/OPEB for its active employees, or any other employment agreements with its active employees.

Regarding revenues, CCCFPD Board's resolution specifies which ECCFPD revenue sources will be assumed by CCCFPD as successor agency. Sources of revenue to be transferred include, but are not limited to, the following funds: Measure H, Bethany Byron Irrigations District, Summer Lakes Community Facility District (CFD), Delta Coves CFD, Oakley Fire CFD, East Contra Costa CFD, development impact fees, redevelopment agency pass-thru agreements, fire prevention fees, and outstanding accounts receivable. These ECCFPD fees also include fees for recovery of fire protection, hazardous material emergency response and rescue service costs, and fees for the recovery of emergency medical first-responder service costs.

On February 25, 2022, the CCCFPD Fire Chief submitted a letter (Attachment 9) transmitting CCCFPD Resolution No. 2022/3 to LAFCO. The letter requests that LAFCO adopt conditions pertaining to CCCFPD's successor agency employment-related obligations and transfer of revenue to CCCFPD. These requested conditions are included in LAFCO Resolution No. 21-11 (Attachment 6). The CCCFPD letter also expresses concern with the second sentence of condition 11.j of LAFCO Resolution 21-11, which states "*Within one year of LAFCO's approval of the boundary reorganization, CCCFPD shall provide LAFCO with a written update on how the Plan for Services included with the LAFCO application has been implemented.*" LAFCO has broad authority under Government Code (GC) section 56886 to impose conditions of approval on an annexation. These conditions are enforceable against any public agency designated in the condition. (GC §56122). Requiring an update or periodic updates is a common condition that LAFCO often imposes in actions involving Municipal

Service Reviews, special studies, and boundary changes, including annexations. In this annexation, it will be beneficial for the Commission and the public to receive an update regarding the reorganized district and the services it provides to the community.

CCCFPD Board Action After February 9, 2022 - On February 24, 2022, the ECCFPD Board held a special meeting in open and closed sessions to discuss labor issues pertaining to its represented and unrepresented employees. In response to the proposed boundary reorganization and associated financial impacts to Local 2700 represented employees, the ECCFPD Board provided is represented employees with two one-time compensation options (i.e., salary and medical premiums) to mitigate the financial impacts of the reorganization. Each of the Local 2700 employees will have until April 1, 2022 to accept one of these two options. The Board took no action at that meeting regarding compensation adjustments for the unrepresented employees (i.e., Fire Chief, Fire Marshal, Chief Administrative Officer, and Staff Accountant), and indicated that discussion will continue at the March 9, 2022, regular ECCFPD Board meeting. At this time, some of the employment related issues are subject to ongoing negotiations.

Also, following the February 9, 2022 LAFCO meeting, LAFCO received emails from two individuals supporting the proposed boundary reorganization (Attachments 7 and 8).

SYNOPSIS

CCCFPD filed applications with LAFCO to expand CCCFPD's SOI to include ECCFPD along with a corresponding application to expand the CCCFPD boundary to include ECCFPD territory and dissolve ECCFPD. On February 9, 2022, the Commission approved the expansion of CCCFPD's SOI to include ECCFPD in anticipation of the proposed boundary reorganization. These LAFCO proceedings are subject to the Cortese Knox Hertzberg Local Government Reorganization Act of 2000 ("CKH Act") GC section 56000 et seq.

PURPOSE

The key purposes of the proposed CCCFPD SOI expansion, corresponding boundary reorganization, and dissolution of ECCFPD are summarized below:

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

BACKGROUND

ECCFPD was formed in 2002 through the consolidation of the Bethel Island, East Diablo, and Oakley Fire Protection Districts. Historically, there were concerns regarding the adequacy of funding and standard of response coverage, as well as governance (dependent versus independent). LAFCO's approval of the consolidation in 2002 included various conditions, including appointing the County Board of Supervisors as the governing body. No new funding was included with the consolidation.

ECCFPD is currently governed by a five-member elected board. The District covers 249± square miles including the cities of Brentwood and Oakley, and the unincorporated areas of Bethel Island, Byron, Discovery Bay, Knightsen, and the Marsh Creek/Morgan Territory area, serving a population of

approximately 132,400 [*Census Bureau 2020 Decennial Census – Data analysis by CCC Dept. of Conservation & Development (DCD)*].

ECCFPD owns six fire stations. Three of which are utilized and staffed with personnel and apparatus (Brentwood, Discovery Bay, Oakley), and the other three are currently unstaffed without assigned apparatus. ECCFPD personnel includes 30 operations staff, four prevention staff, and six administrative staff including the Fire Chief. Several of these positions are funded but not filled.

ECCFPD is funded primarily by property tax revenues (ad valorem). Other revenue sources include pass-thru funding, intergovernmental revenue, homeowners tax relief, and other in-lieu taxes.

CCCFPD was formed in 1964 as a county-dependent district through the consolidation of the Central Fire District and the Mt. Diablo County Fire District. Subsequently, Mountain View FPD, Lafayette FPD, Bay Point FPD, Island FPD, Briones County FPD, Pinole FPD, Riverview FPD, and West County FPD also consolidated with CCCFPD. As a dependent district, the County Board of Supervisors serves as the governing board for CCCFPD.

The CCCFPD service boundary covers 306± square miles and includes the cities of Antioch, Clayton, Concord, Lafayette, Martinez, Pleasant Hill, Pittsburg, San Pablo and Walnut Creek, and the unincorporated communities of Alhambra Valley, Bay Point, Clyde, El Sobrante and Pacheco, serving a population of 628,200 (*Census Bureau 2020 Decennial Census – Data analysis by CCC DCD*).

CCCFPD currently owns 29 fire stations throughout the District. Two were closed as of 2021, and one is a reserve station and a leased facility. CCCFPD personnel includes 335 operations staff, 21 dispatchers, 26 fire prevention staff, and 40 administrative/support staff.

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

SUMMARY TABLE

FACTOR	CCCFPD	ECCFPD
Service Area	306± square miles	249± square miles
Population	628,200	132,400
Stations	29 (26 staffed)	6 (3 staffed)
Staff		
-Operations	335	30
-Admin/Support	40	6
FY 2021-22 Budget		
-Total Expenditures	\$161,924,000	\$19,833,164
-Total Revenues	\$161,924,000	\$19,797,543

Special Study/Municipal Service Reviews (MSRs) - In December 2020, an annexation feasibility study was commissioned by CCCFPD to determine the feasibility of annexing ECCFPD and the Rodeo Hercules Fire Protection District (RHFPD) to CCCFPD. The study also includes a MSR and SOI component. A consultant, AP Triton, prepared the *Fire District Annexation Feasibility/Municipal Services Review*. The study/MSR is available online at <https://www.cccfpd.org/annexation>. In July 2021, the findings of the study were presented to the governing bodies of the three districts. Some of the key findings are presented below:

- ECCFPD previously experienced a significant reduction in funding due to an economic downturn, resulting in a decrease in staffing and the closure of fire stations.
- ECCFPD cannot meet the increased call load in the communities served with existing personnel and equipment levels without relying on mutual aid and automatic aid from neighboring agencies.
- ECCFPD struggles to create a sustainable funding system that will provide adequate services and response times to serve the communities properly. ECCFPD is experiencing some level of revenue growth.
- Standardize training programs specific to special teams response.
- Annexation will result in the implementation of Advanced Life Support (Paramedic) level service on ECCFPD apparatus.
- Increase multi-company training for the annexed areas.
- Develop a standardized public education program throughout the newly annexed areas.
- Open ECCFPD Station 55 and reopen CCCFPD Station 4 to improve service.
- Acquire and staff a Ladder Company within ECCFPD's service area.

The study concluded that annexation of both ECCFPD and RHFPD to CCCFPD is feasible and recommended that CCCFPD pursue annexation of both ECCFPD and RHFPD. Subsequently, CCCFPD and ECCFPD voted to pursue the boundary reorganization and adopted substantially similar resolutions. RHFPD declined to pursue annexation at this time.

In addition to the special study, Contra Costa LAFCO previously prepared two MSRs/SOI updates covering fire protection and emergency medical services (2009 and 2016). Both MSRs identified significant governance, service, and fiscal issues for ECCFPD, along with governance structure options for ECCFPD, including dissolution of ECCFPD and annexation to CCCFPD.

Both MSRs noted that annexation of ECCFPD to CCCFPD would improve levels of service, strengthen firefighter training programs, reduce response times, and improve efficiency and service delivery. A summary of the 2016 MSR findings are included in the corresponding SOI LAFCO staff report. Both MSRs included governance/boundary options for ECCFPD including a "zero" SOI and a "provisional" SOI both of which signal future reorganization. In accordance with the 2016 MSR, LAFCO adopted a "provisional" SOI for ECCFPD and required ECCFPD to provide periodic updates to LAFCO on its progress in addressing the fiscal, governance and service challenges identified in the MSR.

DISCUSSION

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

LAFCO Applications and Plan for Services

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

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

In October 2021, CCCFPD submitted applications to LAFCO to expand the SOI for CCCFPD to include ECCFPD, a corresponding boundary reorganization application to annex ECCFPD to CCCFPD and subsequently dissolve ECCFPD, and a *Plan for Services* (Attachment 3), which covers a range of issues including the following:

- *Justification* for the proposed boundary reorganization (i.e., standardized training of firefighters, augmented service levels, service efficiency, cost savings)
- *Plan and description of services* including a description of current service delivery levels and services to be extended, infrastructure needs, and planned improvements
- *Level and range of services*, including increased staffing deployment; enhanced full-time fire prevention and fire investigation services, advanced life support, internal apparatus and fleet maintenance programs; reopening of fire stations in East Contra Costa County; equipment expansion; and other service enhancements
- *Fiscal analysis, financial projections, and appropriations limit*
- *Proposed transition plan, reorganization timeline*
- *Governance structure, personnel, training, and employment agreements*
- *Fiscal analysis*

The *Plan for Services* discusses benefits to the proposed boundary reorganization and includes conditions relating to successor agency, employees, duties, revenue transfer, oversight/advisory commission, land rights, service demand. Some of these factors are also summarized in Exhibit C – *Before & After Consolidation* table.

Assessed Value, Tax Rates and Indebtedness:

The reorganization area is within numerous tax rate areas (TRAs). The assessed value for the proposal area is \$22,849,699,241 based on the 2021-22 tax roll. According to the special study/MSR, it is estimated that ECCFPD will receive \$16,875,770 in property tax revenue in FY 2021-22. Property tax revenue is the largest source of revenue for both CCCFPD and ECCFPD. Following annexation of ECCFPD and dissolution of ECCFPD, CCCFPD will receive all ECCFPD assets, including property tax revenue generated in the territory.

LAFCO Proceedings and Public Comments:

Notice and Public Hearing – The proposed boundary reorganization is subject to a public hearing. Notice of this proposal was advertised in the *East Bay Times* (all editions) through publication of a 1/8-page display ad in accordance with the CKH Act. Also, individual notices were provided to affected and interested agencies, County departments, and those individuals and agencies that requested notification.

Public Comments and Pending Issues - Contra Costa LAFCO received a letter from Staff Union Representative for AFSCME Council 57 (Attachment 4) and a letter from Shop Steward, Local 2700 (Attachment 5). Both letters indicate concerns regarding the transition of four administrative positions and

the potential for significant pay cuts. On February 24, 2022, the ECCFPD Board met and provided two salary/benefit transition options to the four Local 2700 employees to address the financial impacts of the reorganization. The Local 2700 employees have until April 1, 2022 to decide on the options. The ECCFPD Board also conferred with labor negotiators regarding the unrepresented employees; however, no decisions were announced.

In addition to the letters from the labor organizations, LAFCO recently received support letters from two individuals supporting the proposed boundary reorganization (see Attachments 7 and 8) and from the City of Oakley (Attachment 10).

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

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

INHABITED

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

Boundaries and Lines of Assessment:

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

Environmental Impact of the Proposals:

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

CONCLUSION

One of the fundamental goals of LAFCOs is to ensure the efficient and effective provision of municipal services in an accountable manner. As detailed in the proposal, approval of this proposal will enhance and

and economy of fire protection services within the subject districts; and better meet the fire, rescue and emergency medical service needs of the residents of the reorganized district.

ALTERNATIVES FOR COMMISSION ACTION

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

Option 1

- A. Adopt this report and adopt LAFCO Resolution No. 21-11 (Attachment 6) approving the annexation of ECCFPD to CCCFPD and dissolving ECCFPD as described herein and as depicted on the attached map (Exhibit A), with the terms and conditions as proposed in Resolution No. 21-11.
- B. Find, as a responsible agency, that the proposed annexation of ECCFPD to CCCFPD and corresponding dissolution of ECCFPD are categorically exempt from CEQA pursuant to CEQA Guidelines section 15320(b) (Class 20) – *Changes in Organization of Local Agencies*.

Option 2

CONTINUE this matter to a future meeting.

RECOMMENDED ACTIONS:

It is recommended that the Commission approve the annexation of ECCFPD to CCCFPD and dissolve ECCFPD with the terms and conditions as presented in the attached LAFCO Resolution 21-11.

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

Attachments:

- Attachment 1 - CCCFPD Resolution of Application No. 2021/8 and Resolution No. 2022/3 Amending Resolution No. 2021/8
- Attachment 2 – ECCFPD Resolution No. 2021-32
- Attachment 3 – Plan for Services
- Attachment 4 – Letters from Staff Union Representative for AFSCME Council 57
- Attachment 5 – Letter from Shop Steward, Local 2700
- Attachment 6 – Draft LAFCO Resolution No. 21-11 – Boundary Reorg and Dissolution
- Attachment 7 - Email from John Granado
- Attachment 8 - Email from Michael Sloan
- Attachment 9 – Letter from CCCFPD Fire Chief to LAFCO Chair
- Attachment 10 – Letter of Support – City of Oakley

Exhibits:

- Exhibit A – Map of Proposed Boundary Reorganization
- Exhibit B – Factors for Consideration Analysis (California Government Code §56668)
- Exhibit C – Before & After Consolidation Table

c: Distribution

THE BOARD OF DIRECTORS OF THE CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT

Adopted this Resolution on 09/14/2021 by the following vote:

		John Gioia
		Candace Andersen
AYE:	<input checked="" type="checkbox"/>	Diane Burgis
		Karen Mitchoff
		Federal D. Glover
NO:	<input type="checkbox"/>	
ABSENT:	<input type="checkbox"/>	
ABSTAIN:	<input type="checkbox"/>	
RECUSE:	<input type="checkbox"/>	



Resolution No. 2021/8

In the Matter of Resolution of Application by the Board of Directors of the Contra Costa County Fire Protection District requesting the Contra Costa Local Agency Formation Commission to initiate proceedings for the dissolution of the East Contra Costa Fire Protection District and Subsequent Annexation of those territories into the Contra Costa County Fire Protection District

RESOLVED, by the Board of Directors of the Contra Costa County Fire Protection District (the “District”) that: **WHEREAS**, the District, and the East Contra Costa Fire Protection District were formed pursuant to the same enabling legislation, the Fire Protection District Law of 1987, commencing with Section 13800 of the California Health & Safety Code, **WHEREAS**, the efficient operation of fire protection districts is an integral part of providing adequate fire protection services to a district’s residents and could potentially have significant impacts on public safety; and **WHEREAS**, the District desires to initiate proceedings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, Division 3, commencing with Section 56000 of the California Government Code for annexation, by the District, of the territory within the East Contra Costa Fire Protection District; and **WHEREAS**, the East Contra Costa Fire Protection District also desires to initiate proceedings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, commencing with Section 56000 of the California Government Code, for reorganization; and **WHEREAS**, notice of intent to adopt this resolution of application has been given to the East Contra Costa Fire Protection District; and **WHEREAS**, the territory proposed to be reorganized is considered to be inhabited and encompasses the areas described in the map attached to this Resolution and incorporated by reference as Exhibit A, and a map of the proposed boundary following reorganization is attached to this Resolution and incorporated by reference as Exhibit B; and **WHEREAS**, the East Contra Costa Fire Protection District has a current service deficit of three fire stations, based on previous fire station closures, and, once the deficit is remedied, is anticipated to need three additional fire stations, to keep up with land use plans already approved by the cities of Brentwood and Oakley and the County of Contra Costa, and development anticipated to occur over the next twenty years; and **WHEREAS**, the efficiency, effectiveness and the economy of fire protection services to individuals within the affected districts can be improved by the reorganization of the two districts into one entity; and **WHEREAS**, the reorganization of the two districts into one entity will enable the reorganized district to better meet the fire, rescue, and emergency medical service needs of the residents of the reorganized district, as described in the Plan for Services attached to this Resolution and incorporated by reference as Exhibit C; and **WHEREAS**, the District has assumed Lead Agency status for this project under the California Environmental Quality Act (CEQA), commencing at California Public Resources Code Section 21000, on behalf of the two districts; and **WHEREAS**, this reorganization is categorically exempt from CEQA pursuant to Class 20 (Changes in Organization of Local Agencies), Title 14, Chapter 3, Section 15320(b) of the California Code of Regulations; and **WHEREAS**, in accordance with Section 56853 of the California Government Code, the legislative bodies of the two districts are adopting substantially similar resolutions of application for this reorganization.

NOW THEREFORE BE IT RESOLVED, by the Board of Directors of the District as follows:

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

Act of 2000.

2. Terms and Conditions. The District requests that, under the Contra Costa Local Agency Formation Commission's conditioning powers under Government Code section 56886, the reorganization described above be subject to the following terms and conditions:
 - a. Successor Agency. Upon and after the date of recording in the official records of Contra Costa County of LAFCO's final and complete approval of the dissolution of the East Contra Costa Fire Protection District and the District's assumption of the duties and obligations of the East Contra Costa Fire Protection District (the "Effective Date"), the District shall be the successor to the of the East Contra Costa Fire Protection District. All rights, responsibilities, properties, contracts, assets and liabilities, and functions of the East Contra Costa Fire Protection District are to be transferred to the Contra Costa Fire Protection District as the successor to the East Contra Costa Fire Protection District.
 - b. Employees. From and after the Effective Date, all employees of the dissolved East Contra Costa Fire Protection District shall become employees of the District.
 - c. Duties. The District, as the successor agency, shall function under and carry out all authorized duties and responsibilities assigned to a Fire Protection District as outlined in the Division 12, Part 2.7, Chapter 1, Health & Safety Code, Fire Protection District Law of 1987 (commencing with Section 13800) and other applicable laws.
 - d. Revenue Transfer. Before LAFCO issues the Certificate of Filing for the reorganization (Revenue and Taxation Code Section 99(b)(6)), the Board of Directors of the District shall commence and complete a property tax transfer process to be effective Prior to issuance of the LAFCO Certificate of Filing, and take all other required steps to transfer from the East Contra Costa Fire Protection District to the District all income, from taxes or any other source, for which there is a continuing right to tax distribution, or historical distribution or allocation of funds, including but not limited to Measure H funds and Byron-Bethany Irrigation District funds. All previously authorized charges, fees, assessments, and/or taxes currently in effect, levied or collected by the East Contra Costa Fire Protection District, including through municipal and county development impact fees and community facilities districts, shall continue to be levied, collected, tracked, expended and administered by the successor agency in accordance with the authorizing actions of such financial mechanisms.
 - e. Oversight; Advisory Commission. The composition of the District Board of Directors shall remain unchanged. The composition of the Contra Costa County Fire Protection District Advisory Fire Commission shall be adjusted to ensure that at least one member of the advisory fire commission is a resident of land currently within the service area of the East Contra Costa Fire Protection District until the existing three-station deficit in the East Contra Costa Fire Protection District's service area is addressed and eliminated.
 - f. Land Rights. The reorganization does not change the rights the East Contra Costa Fire Protection District had in the lands in their respective territories immediately prior to the reorganization. Those rights run with the land and will become District rights as the successor.
 - g. Service Demand. The District will eliminate the current deficit of three fire stations within the East Contra Costa County Fire Protection District service area and will strive to do so within six years after the Effective Date and, thereafter, will build additional necessary stations as soon as practicable to meet the needs of the East Contra Costa County Fire Protection District service area, based on the anticipated development in the area over the next 20 years.
3. Other Acts. The Officers and staff of the District are hereby authorized and directed, jointly and severally, to do any and all things, to execute and deliver any and all documents, which, in consultation with District Counsel, they may deem necessary or advisable in order to effectuate the purposes of this Resolution, and any and all such actions previously taken by such Officers or staff members are hereby ratified and confirmed.

Contact: Lewis T. Broschard III, Fire Chief (925)
941-3300

I hereby certify that this is a true and correct copy of an action taken and entered on the minutes of the Board of Supervisors on the date shown.

ATTESTED: September 14, 2021

Monica Nino, County Administrator and Clerk of the Board of Supervisors

By: June McHuen, Deputy

cc:

THE BOARD OF DIRECTORS OF THE CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT

Adopted this Resolution on 02/22/2022 by the following vote:

AYE: ☐ 5 **John Gioia**
Candace Andersen
Diane Burgis
Karen Mitchoff
Federal D. Glover

NO: ☐

ABSENT: ☐

ABSTAIN: ☐

RECUSE: ☐



Resolution No. 2022/3

Resolution Clarifying Application by the Board of Directors of the Contra Costa County Fire Protection District requesting the Contra Costa Local Agency Formation Commission to initiate proceedings for the dissolution of the East Contra Costa Fire Protection District and Subsequent Annexation of those territories into the Contra Costa County Fire Protection District

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

WHEREAS, the District submitted a resolution of application, Resolution No. 2021/8 (the "Resolution"), to initiate proceedings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, Division 3, commencing with Section 56000 of the California Government Code for annexation, by the District, of the territory within the East Contra Costa Fire Protection District; and

WHEREAS, the East Contra Costa Fire Protection District submitted a substantially similar resolution of application to initiate proceedings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, commencing with Section 56000 of the California Government Code, for reorganization; and

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

WHEREAS, both resolutions provide that employees of the dissolved East Contra Costa Fire Protection District will become employees of the District; and

WHEREAS, it has been the Board's consistent position that current employees of the East Contra Costa Fire Protection District who are transitioning to District employment will receive the same compensation and benefits applicable to similarly situated employees of the District; and

WHEREAS, requiring the District to assume various employment agreements between the East Contra Costa Fire Protection District and its employees would lead to conflicting employment terms and confusion for all parties and is not consistent with the Board's intent; and

WHEREAS, Paragraph 2, subsection (d), of the Resolution contains an incorrect legal reference concerning the transfer of revenues from East Contra Costa Fire Protection District to the District; and

WHEREAS, the Board desires to clarify the language of the Resolution to address these concerns;

NOW THEREFORE BE IT RESOLVED, by the Board of Directors of the District as follows:

1. Subsection (a) of paragraph 2 of the Resolution is hereby deleted in its entirety and replaced with the following:
 - a. Successor Agency. Upon and after the date of recording in the official records of Contra Costa County of LAFCO's final and complete approval of the dissolution of the East Contra Costa Fire Protection District and the District's assumption of the duties and obligations of the East Contra Costa Fire Protection District (the "Effective Date"), the District shall be the successor to and of the East Contra Costa Fire Protection District. All rights, responsibilities, properties, contracts, assets and liabilities, and functions of the East Contra Costa Fire Protection District are to be transferred to the Contra Costa Fire Protection District as the successor to the East Contra Costa Fire Protection District, except the District shall not assume

any of East Contra Costa Fire Protection District's collective bargaining agreements, express or implied contracts for retiree health/OPEB for its active employees, or any other employment agreements with its active employees.

2. Subsection (d) of paragraph 2 of the Resolution is hereby deleted in its entirety and replaced with the following:

d. Revenue Transfer. Once LAFCO has recorded the LAFCO Certificate of Filing, the District shall take all required steps to transfer from the East Contra Costa Fire Protection District to the District all income and revenue, from taxes or any other source, for which there is a continuing right to tax distribution, or historical distribution or allocation of funds, including but not limited to Measure H funds and Byron-Bethany Irrigation District funds. All previously authorized charges, fees, assessments, and/or taxes currently in effect, levied or collected by the East Contra Costa Fire Protection District, including through municipal and county development impact fees and community facilities districts, shall continue to be levied, collected, tracked, expended and administered by the successor agency in accordance with the authorizing actions of such financial mechanisms.

Contact: Lewis T. Broschard III, Fire Chief, (925)
941-3300

I hereby certify that this is a true and correct copy of an action taken and entered on the minutes of the Board of Supervisors on the date shown.

ATTESTED: February 22, 2022

Monica Nino, County Administrator and Clerk of the Board of Supervisors

By: June McHugh, Deputy

cc: Monica Nino, County Administrator, Tim Ewell, Chief Assistant County Administrator, Mary Ann McNett Mason, County Counsel, David Sanford, Chief of Labor Relations

**EAST CONTRA COSTA FIRE PROTECTION DISTRICT
BOARD OF DIRECTORS**

* * *

STATE OF CALIFORNIA

RESOLUTION NO. 2021-32

**REQUESTING THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION
TO INITIATE PROCEEDINGS FOR THE DISSOLUTION OF THE EAST CONTRA
COSTA FIRE PROTECTION DISTRICT AND SUBSEQUENTLY ANNEX THAT
TERRITORY INTO THE CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT**

WHEREAS, the Contra Costa County Fire Protection District (CCCYPD) has adopted a resolution to initiate proceedings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, commencing with Section 56000 of the California Government Code, for dissolution of the East Contra Costa Fire Protection District (ECCYPD) and annexation of ECCYPD territory into the CCCYPD; and

WHEREAS, ECCYPD also desires that the Contra Costa LAFCO initiate such proceedings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act; and

WHEREAS, ECCYPD and CCCYPD are formed and operating pursuant to the same enabling legislation, the Fire Protection District Law of 1987, commencing with California Health and Safety Code Section 13800; and

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

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

WHEREAS, the efficiency, effectiveness and the economy of fire protection services to individuals within the affected districts can be improved by the reorganization of the two districts into one entity, and will enable the reorganized district to better meet the fire, rescue, and emergency medical service needs of the residents of the reorganized district, as described in the Plan for Services attached to this Resolution and incorporated by reference as Exhibit C; and

WHEREAS, the reorganized CCCYPD will implement a phased plan for creating a uniform level of service within the entirety of its territory, which would allow better utilization of resources; enhanced capital asset planning and streamlined improvement process; enhanced response to emergency incidents based on expanded personnel, fleet, and station readiness; reduced operating and

administrative costs while increasing service levels; enhanced efficiency of management through combining of technology infrastructure, fleet maintenance, and other administrative functions; and enhanced and standardized public education outreach; and

WHEREAS, ECCFPD and CCCFPD both recognize that ECCFPD currently has a service deficit of three staffed fire stations and a future deficit of three additional stations based on land use plans adopted by the Cities of Brentwood and Oakley and the County of Contra Costa relative to development anticipated in the ECCFPD service area over the next ~20 years; and

WHEREAS, CCCFPD has assumed Lead Agency status for this project under the California Environmental Quality Act (CEQA) on behalf of the two districts; and

WHEREAS, CCCFPD has determined that this project is categorically exempt from CEQA pursuant to Public Resources Code Section 21084 and 14 CCR 15320(b) as a change in organization of local agencies and as a project determined not to have a significant effect on the environment; and

WHEREAS, the ECCFPD Board of Directors intends for this resolution supporting the application for this reorganization to be "substantially similar" to the Resolution of Adoption passed by the Board of Directors of CCCFPD on September 14, 2021, consistent with Section 56853 of the California Government Code.

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

1. Adoption of Resolution. This Resolution is hereby adopted and approved by the Board of Directors of the ECCFPD. The Contra Costa Local Agency Formation Commission (LAFCO) is hereby requested to dissolve the ECCFPD and reorganize the territory described in Exhibit A; expand the sphere of influence for the CCCFPD as described in Exhibit B; and annex the ECCFPD to the CCCFPD according to the terms and conditions stated below and in the manner provided by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.
2. Terms and Conditions. The ECCFPD requests that, under the LAFCO's conditioning powers under Government Code section 56886, the reorganization described above be subject to the following terms and conditions:
 - a. Successor Agency. Upon and after the date of recording in the official records of Contra Costa County of LAFCO's final and complete approval of the dissolution of the ECCFPD, and CCCFPD's assumption of the duties and obligations of the ECCFPD (the "Effective Date"), CCCFPD shall be the successor to and of the ECCFPD. All rights, responsibilities, properties, contracts, assets and liabilities, and functions of the ECCFPD are to be transferred to the CCCFPD as the successor to the ECCFPD.
 - b. Employees. From and after the Effective Date, all employees of the dissolved ECCFPD shall become employees of the CCCFPD.
 - c. Duties. The CCCFPD, as the successor agency, shall function under and carry out all authorized duties and responsibilities assigned to a Fire Protection District as outlined in the Division 12, Part 2.7, Chapter 1, Health & Safety Code, Fire Protection District Law of 1987 (commencing with Section 13800 et seq.), and other applicable laws, within in its new service area.

- d. Revenue Transfer. Before LAFCO issues the Certificate of Filing for the reorganization, the Board of Directors of ECCFPD shall adopt a resolution agreeing to a property tax transfer process to be effective prior to issuance of the LAFCO Certificate of Filing (Revenue and Taxation Code Section 99(b)(6)), and take all other required steps to transfer from ECCFPD to CCCFPD all income, from taxes or any other source, for which there is a continuing right to tax distribution, or historical distribution or allocation of funds, including but not limited to Measure H funds and Byron-Bethany Irrigation District funds. All previously authorized charges, fees, assessments, and/or taxes currently in effect, levied or collected by the ECCFPD, including through municipal and county development impact fees and community facilities districts, shall continue to be levied, collected, tracked, expended and administered by the successor agency in accordance with the authorizing actions of such financial mechanisms.
 - e. Oversight: Advisory Commission. The composition of the CCCFPD Board of Directors shall remain unchanged. The composition of the Contra Costa County Fire Protection District Advisory Fire Commission shall be adjusted to ensure that at least one member of the advisory fire commission is a resident of land currently within the service area of the ECCFPD until the existing three-station deficit in the ECCFPD service area is addressed and eliminated.
 - f. Land Rights. The reorganization does not change the rights the ECCFPD had in the lands in its territory immediately prior to the reorganization. Those rights run with the land and will become CCCFPD's rights as ECCFPD's successor.
 - g. Service Demand. The CCCFPD will eliminate the current deficit of three fire stations within the ECCFPD service area and will strive to do so within six years after the Effective Date and, thereafter, will build additional necessary stations as soon as practicable to meet the needs of the ECCFPD service area, based on the anticipated development in the area over the next 20 years.
3. Other Acts. The Officers and staff of ECCFPD are hereby authorized and directed, jointly and severally, to do any and all things, and to execute and deliver any and all agreements or other documents, which, in consultation with District Counsel, they may deem necessary or advisable in order to effectuate the purposes of this Resolution, and any and all such actions previously taken by such Officers or staff members are hereby ratified and confirmed.

PASSED, APPROVED AND ADOPTED by the Board of Directors of the East Contra Costa Fire Protection District at a special meeting thereof held on the 16th day of September, 2021, by the following vote:

AYES: Langro, Nash, Oftedal, Smith, Young

NOES:

ABSTENTIONS:

ABSENT:

DocuSigned by:

Brian J. Oftedal

67B8AF4209CF4AE...

Brian J. Oftedal, President
East Contra Costa Fire Protection District

ATTESTED:

DocuSigned by:

Regina Rubier

68C4D8A35D8C450

Regina Rubier
Clerk of the Board

Attachments:

- Exhibit A – Map and Legal Description of Territory of East Contra Costa Fire Protection District
- Exhibit B – Map of Proposed Contra Costa County Fire Protection District Boundaries
- Exhibit C – Plan for Services

ATTACHMENT A

Plan for Services

**For annexation of
East Contra Costa Fire Protection District
to
Contra Costa County Fire Protection District**

September 14, 2021

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Executive Summary

In December 2020, an annexation study was commissioned to determine the feasibility of annexing either or both the East Contra Costa Fire Protection District (“ECCFPD”) and the Rodeo-Hercules Fire Protection District (“RHFPD”). The study was concluded and presented to the governing bodies of all three fire protection districts in mid-July by AP Triton, the consultant group that compiled the study. The study concluded annexation was feasible and recommended that Contra Costa County Fire Protection District (“CCCFPD”) pursue the annexation of both the other fire districts. On August 12, 2021, the CCCFPD received a written request from the RHFPD Fire Chief to remove RHFPD from consideration in the current annexation process per direction from the RHFPD Board of Directors.

Additional findings and recommendations of the study included:

- ECCFPD has previously experienced a significant reduction in funding due to an economic downturn, resulting in a decrease in staffing and the closure of fire stations.
- ECCFPD cannot meet the increased call load in the communities served with existing personnel and equipment levels without relying on mutual aid and automatic aid agencies.
- ECCFPD struggles to create a sustainable funding system that will provide adequate services and response times to serve the communities properly. ECCFPD is experiencing some level of revenue growth.
- Standardize training programs specific to special teams response.
- Annexation will result in the implementation of Advanced Life Support (Paramedic) level service on ECCFPD apparatus.
- Increase multi-company training for the annexed areas.
- Develop a standardized public education program throughout the newly annexed areas.
- Open ECCFPD Station 55 and reopen CCCFPD Station 4 to improve service.
- Acquire and staff a Ladder Company within ECCFPD’s service area.

The Board of Directors for each District accepted the AP Triton report in mid-July. At their July 20 meeting, the Board of Directors of the Contra Costa County Fire Protection District directed the Fire Chief to work with the County Administrator to develop a resolution of application for the proposed annexations. The proposal for annexation, with the additional facilities, equipment and staffing to be provided as described in this application, will improve fire, rescue, and emergency medical services in the areas served by the reorganized district. Additionally, fire prevention, public education programs, and administrative support functions will be improved and delivered in a consistent manner throughout the proposed service area.

Background and Setting

Legal Context

Applicable Law

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

Environmental Documentation

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

Summary of Proposed Reorganization

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

Proposed Reorganization Conditions

1. Successor Agency. Upon and after the date of recording in the official records of Contra Costa County of LAFCO's final and complete approval of the dissolution of the East Contra Costa Fire Protection District and the District's assumption of the duties and obligations of the East Contra Costa Fire Protection District (the "Effective Date"), the District shall be the successor to the of the East Contra Costa Fire Protection District. All rights, responsibilities, properties, contracts, assets and liabilities, and functions of the East Contra Costa Fire Protection District are to be transferred to the Contra Costa Fire Protection District as the successor to the East Contra Costa Fire Protection District.
2. Employees. From and after the Effective Date, all employees of the dissolved East Contra Costa Fire Protection District shall become employees of the District.
3. Duties. The District, as the successor agency, shall function under and carry out all authorized duties and responsibilities assigned to a Fire Protection District as outlined in the Division 12, Part 2.7, Chapter 1, Health & Safety Code, Fire Protection District Law of 1987 (commencing with Section 13800) and other applicable laws.

4. Revenue Transfer. Before LAFCO issues the Certificate of Filing for the reorganization (Revenue and Taxation Code Section 99(b)(6)), the Board of Directors of the District shall commence and complete a property tax transfer process to be effective Prior to issuance of the LAFCO Certificate of Filing, and take all other required steps to transfer from the East Contra Costa Fire Protection District to the District all income, from taxes or any other source, for which there is a continuing right to tax distribution, or historical distribution or allocation of funds, including but not limited to Measure H funds and Byron-Bethany Irrigation District funds. All previously authorized charges, fees, assessments, and/or taxes currently in effect, levied or collected by the East Contra Costa Fire Protection District, including through municipal and county development impact fees and community facilities districts, shall continue to be levied, collected, tracked, expended and administered by the successor agency in accordance with the authorizing actions of such financial mechanisms.
5. Oversight; Advisory Commission. The composition of the District Board of Directors shall remain unchanged. The composition of the Contra Costa County Fire Protection District Advisory Fire Commission shall be adjusted to ensure that at least one member of the advisory fire commission is a resident of land currently within the service area of the East Contra Costa Fire Protection District until the existing three-station deficit in the East Contra Costa Fire Protection District's service area is addressed and eliminated.
6. Land Rights. The reorganization does not change the rights the East Contra Costa Fire Protection District had in the lands in their respective territories immediately prior to the reorganization. Those rights run with the land and will become District rights as the successor.
7. Service Demand. The District will eliminate the current deficit of three fire stations within the East Contra Costa County Fire Protection District service area and will strive to do so within six years after the Effective Date and, thereafter, will build additional necessary stations as soon as practicable to meet the needs of the East Contra Costa County Fire Protection District service area, based on the anticipated development in the area over the next 20 years.

Reorganization Process to Date

All districts considered in this proposed annexation, as well as the RHFPD, entered into a jointly funded study in December 2020. The comprehensive study was completed and presented to each districts' governing body in July 2021. Joint planning sessions with combined district executive leadership were initiated in January 2021 and are continuing. Substantially similar Resolutions of Application were adopted by the CCCFPD and ECCFPD and are included as part of the application.

History of the Reorganizing Districts

Contra Costa County Fire Protection District

The Contra Costa County Fire Protection District (CCCFPD) was originally formed in 1964 due to the Central Fire Protection District and Mt. Diablo Fire Protection District consolidation. Since then, ten other fire protection districts in the region have merged with CCCFPD.

CCCFPD's primary service area comprises approximately 306 square miles. More than 300 additional square miles comprises the response area for ambulance service and transport. Data from the U.S. Census Bureau indicates a 2010 resident population of 574,946 persons; however, the District estimates a population of approximately 600,000 persons. About half the District is considered "urban," 25% "suburban," and the remaining 25% "rural" or "remote."

Governance

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

District Services

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

CCCFPD deploys its apparatus from 26 staffed fire stations located throughout the District. Two other stations are currently closed due to a lack of funding with one projected to be reopened in mid-2022. An additional station is utilized for the District's reserve firefighters and staffed on a rotational basis. The District operates a wide variety of fire apparatus and ambulances (more detail provided under "Capital Facilities & Apparatus").

CCCFPD follows the National Fire Protection Association Standard 1710 (NFPA) for providing an effective firefighting force of at least 17 personnel on the initial response to a single family residential structure fire. Across the District, the travel time for the full first alarm contingent of 17 personnel is 12 minutes, 90% of the time, for suburban areas.

Ambulance Transport

In 2016, CCCFPD developed a unique arrangement with American Medical Response, Inc. (AMR) that they refer to as the “Alliance.” The program utilizes AMR EMS personnel to staff CCCFPD’s ALS ambulances, assisted by district firefighters certified as EMTs or Paramedics and functioning in a first-responder capacity.

Regional Fire Communications

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

CCCFPD Organizational Structure

CCCFPD currently maintains approximately 435 funded positions, including staff in the dispatch center. Thirteen of these positions are financed via the District’s EMS Transport Fund. The following figure shows the 2021 organizational structure of CCCFPD.

As shown in the following figure, the Fire Chief and Deputy Fire Chief supervise seven divisions, six of which are managed by an Assistant Fire Chief and one by the Chief of Administrative Services.

East Contra Costa Fire Protection District

East Contra Costa Fire Protection District (ECCFPD) is a relatively new fire district, having been formed in 2002 by the consolidation of the East Diablo Fire District (EDFD), Oakley Fire District (OFD), and Bethel Island Fire District (BIFD). EDFD was originally formed through the consolidation of four much older fire districts. After a fire in 1924, the community formed the OFD. BIFD was created in 1947, was dissolved in 1994, and became part of CCCFPD. In 1999, BIFD was re-created and became part of East Contra Costa FPD.

The District encompasses an area of approximately 249 square miles. Data from the U.S. Census Bureau indicates a 2019 resident population of 143,473 persons with 85% considered to be located in urban areas and 15% in rural areas.

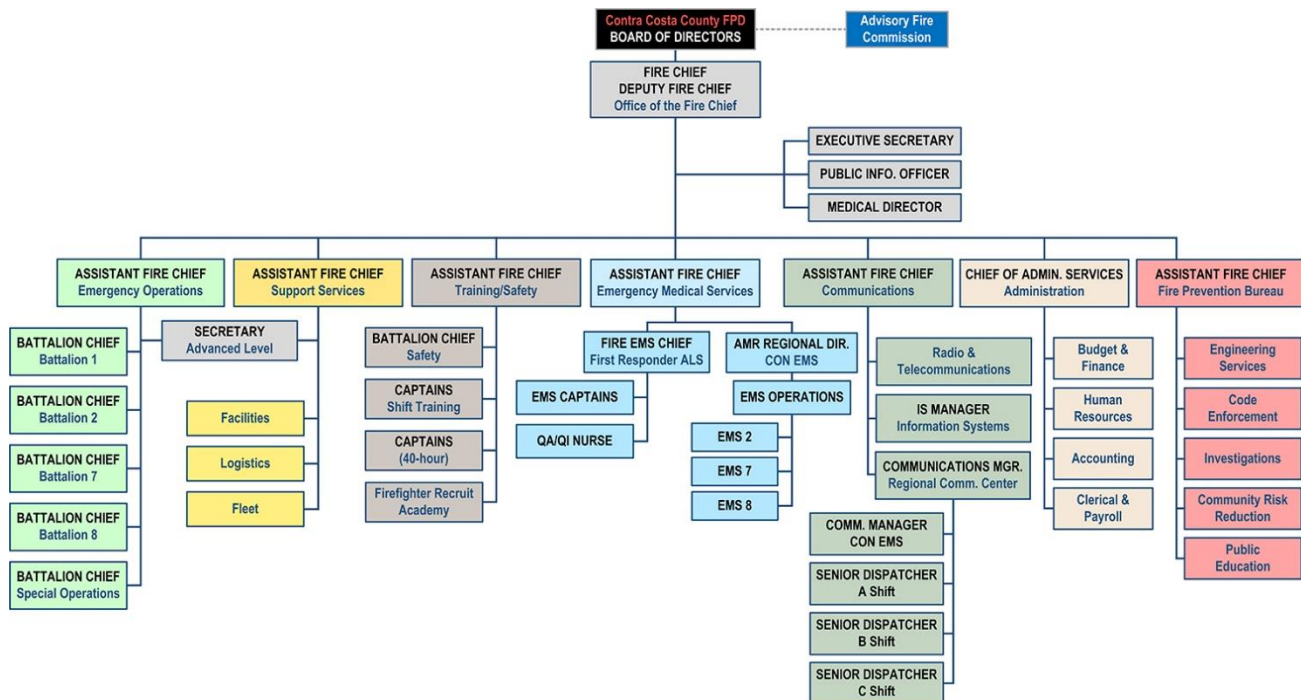
Governance

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

District Services

ECCFPD is an all-hazards fire district providing traditional structural fire suppression, wildland firefighting, Basic Life Support (BLS) level emergency medical services (EMS), rescue, and hazardous materials response. ECCFPD deploys its apparatus and personnel from three fire stations and has an ISO PPC® rating of 4/9.

CCCFPD Organizational Structure (2021)



ECCFPD's service model is based on NFPA Standard 1710, applying the population density designations set forth in ECCFPD's Citygate Deployment & Staffing Study completed in 2016, available online at <https://www.eccfpd.org/eccfpd-master-plan-lafco-reports>, respectively.

The standards are expressed in the Citygate Report as follows:

Deployment Recommendations (Table 48, Volume 2, page 88)

Response Time Component	Structure Fire Urban Areas	Structure Fire Suburban Areas	Rural Areas
	>3,000 people/sq. mi.	500-3,000 people/sq. mi.	<500 people/sq. mi.
1st Due Travel Time (min/seconds)	4:00	8:00	12:00
Total Response Time	7:30	11:30	15:30
1st Alarm Travel Time	8:00	12:00	16:00
1st Alarm Total Response	11:30	15:30	19:30

ECCFPD applies these standards within its service area in accordance with the following geographic designations from the 2016 report (revised table in 2020):

Population Density of the East Contra Costa Fire Protection District

Community	Population	Square Miles	Population Density	Percentage of Area Coverage 249 sq.mi.
Brentwood	64,474	14.8	Dense Urban	5.96%
Oakley	42,543	16	Urban	6.49%
Bethel Island (CDP*)	2,161	5.6	Rural	2.25%
Knightsen	1,176	8.4	Rural	3.39%
Discovery Bay (CDP*)	16,159	7	Urban	2.82%
Byron (CDP*)	1,304	8.8	Rural	3.53%
Unincorporated Area	15,656	189	Rural	75.50%
Totals	143,473	249.6		

Population information taken from American Community Survey 2019.

(<https://www.census.gov/data/developers/data-sets/acs-5year.html>)

*Census Designated Place

ECCFPD's Fire Prevention Bureau provides inspections, code enforcement, plan reviews, fire investigations, and various public education programs. In addition, the Bureau conducts inspections of public and private properties for compliance with its weed abatement ordinance.

ECCFPD Organizational Structure

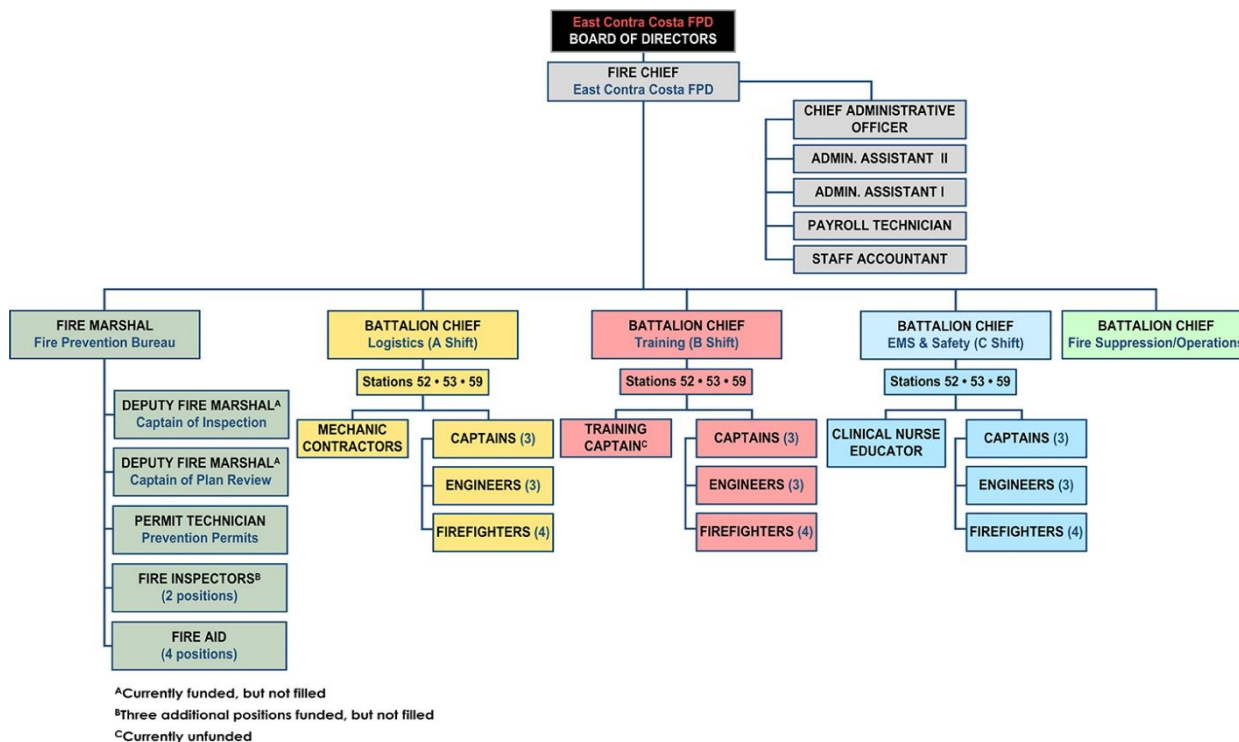
The East Contra Costa Fire Protection District employs 37 uniformed and non-uniformed personnel, which includes 10 firefighters, nine Engineers, nine Captains, and four Battalion Chiefs. The Fire Chief supervises four Battalion Chiefs (BCs), the Chief Administrative Officer, and the Fire Marshal.

Three Battalion Chiefs are responsible for their respective shifts (A, B, and C) in addition to managing one of three programs—Logistics, Training, or EMS & Safety. A fourth BC supervises Fire Suppression/Operations.

The Fire Marshal supervises a Deputy Fire Marshal, two Fire Inspectors, and other positions within the Bureau. The Fire Chief has direct supervision of the Chief Administrative Officer and several other administrative positions.

The following figure illustrates the current 2021 organizational structure of the East Contra Costa Fire Protection District.

ECCFPD Organizational Structure (2021)



Several positions within ECCFPD are funded but not yet filled. ECCFPD has elected not to fill these positions in anticipation of the potential annexation. Fire Aides are not full-time equivalent positions. The Clinical Nurse Educator is an independent contractor.

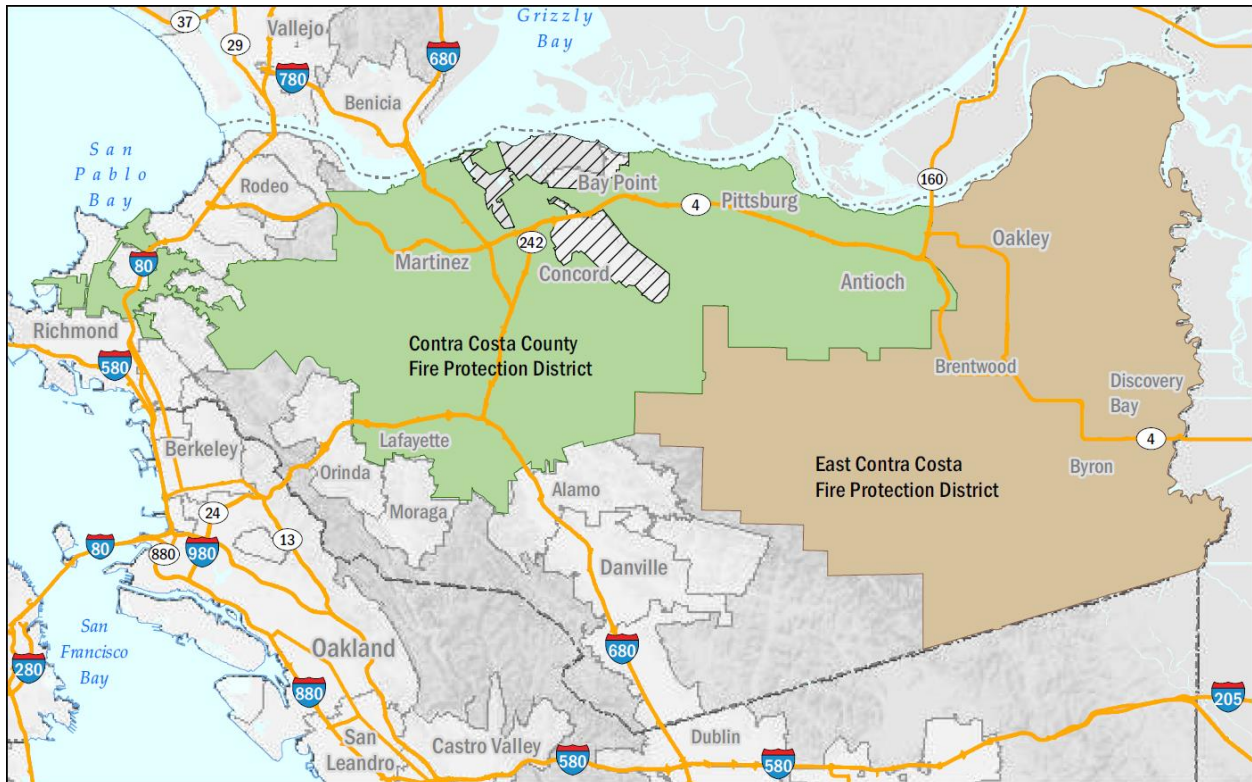
Proposed Annexation Territory Description

Boundaries

The following image shows the proposed annexation areas which consists of the boundaries of the ECCFPD and its location compared to CCCFPD's boundaries.

Upon reorganization, CCCFPD's boundaries are proposed to consist of approximately 550 square miles.

Annexation Areas



Topography

The combined annexation area contains waterfront, suburban, urban, rural, and remote service areas. The topography spectrum includes flat urban environments up to and including the remote back country on the east side of Mt. Diablo. The topography is typical of that found throughout the County.

Population

Following annexation, CCCFPD would have an estimated total resident population of over 750,000 persons.

Justification

Enhanced Standardization

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

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

Augmented Service Levels

Within the areas currently served by the East Contra Costa Fire Protection District there will be increases in total operational resources available by opening and staffing two additional three-person companies to protect the communities of Oakley and Bethel Island, as well as the City of Brentwood. This will increase total available fire companies from three to five within the first year of annexation. Currently, the East Contra Costa Fire Protection District does not provide first responder advanced life support (ALS) paramedic service. This service level will be added to the fire companies serving these communities in a phased approach to bring these communities into alignment with the same level of emergency medical services provided through the Contra Costa County Fire Protection District.

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

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

Service Efficiency

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

Operationally, the districts work together with existing automatic and mutual aid agreements. However, the differences in alarm assignments or types, kind, and number of resources assigned to different types of incidents would become standardized and, therefore, emergency operations will become more efficient.

Cost Savings

Cost savings in this annexation will be achieved through reduced redundancy of certain administrative and support functions in the areas of legal and accounting services, fleet maintenance, reduced spare and reserve fire apparatus needs, and by combining technology infrastructure and other administrative functions. Certain capital reserve funding programs or special programs unique to the needs of ECCFPD can also be eliminated or reduced. The cost savings of the areas identified will be used to increase operational resources for increased fire, rescue, and emergency medical services to those areas where service gaps have been identified in the communities served by the combined organization.

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Plan and Description of Services

Services to be Extended

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

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

Plan for Services

Service	Current Provider	Proposed Provider	Describe Level/Range of Service to be Provided	Approx. date service will be available	Method to finance service
Water	Brentwood, Byron Bethany ID, Contra Costa WD, CSA M-28, Diablo WD, EBMUD, East Contra Costa ID, Discovery Bay CSD	Unchanged	N/A	N/A	N/A
Sewer	Brentwood, Byron SD, EBMUD, Ironhouse SD, Discovery Bay CSD	Unchanged	N/A	N/A	N/A
Police	County and cities	Unchanged	N/A	N/A	N/A
Fire	ECCFPD and CCCFPD	CCCFPD	Described in <i>Proposed Service Delivery Plan</i> section	Upon effective date identified in Certificate of Completion	Described in <i>Fiscal Analysis</i> section
Streets	County and cities	Unchanged	N/A	N/A	N/A
Drainage	County, cities, BIMID, and various reclamation districts,	Unchanged	N/A	N/A	N/A

	Knightsen Town CSD				
Parks & Rec	Brentwood, Oakley, Discovery Bay CSD	Unchanged	N/A	N/A	N/A
Refuse	Republic Services	Unchanged	N/A	N/A	N/A
Street lighting	Cities, CSA L-100	Unchanged	N/A	N/A	N/A
Library	County	Unchanged	N/A	N/A	N/A

Current Service Delivery Levels

Service and Staffing Overview

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

Dispatch/Communications

CCCFPD operates the Contra Costa Regional Fire Communications Center (CCRFCC), which serves as a secondary Public Safety Answering Point (PSAP) for most fire and EMS 911 calls in the County. CCRFCC provides dispatch to its district, plus ECCFPD, and five other fire agencies. The Center dispatches more than 115,000 emergency and non-emergency fire and EMS incidents annually.

In 2018, the Center made substantial improvements to the system by adding more staff and upgrading radio, telephone, and information technology services.

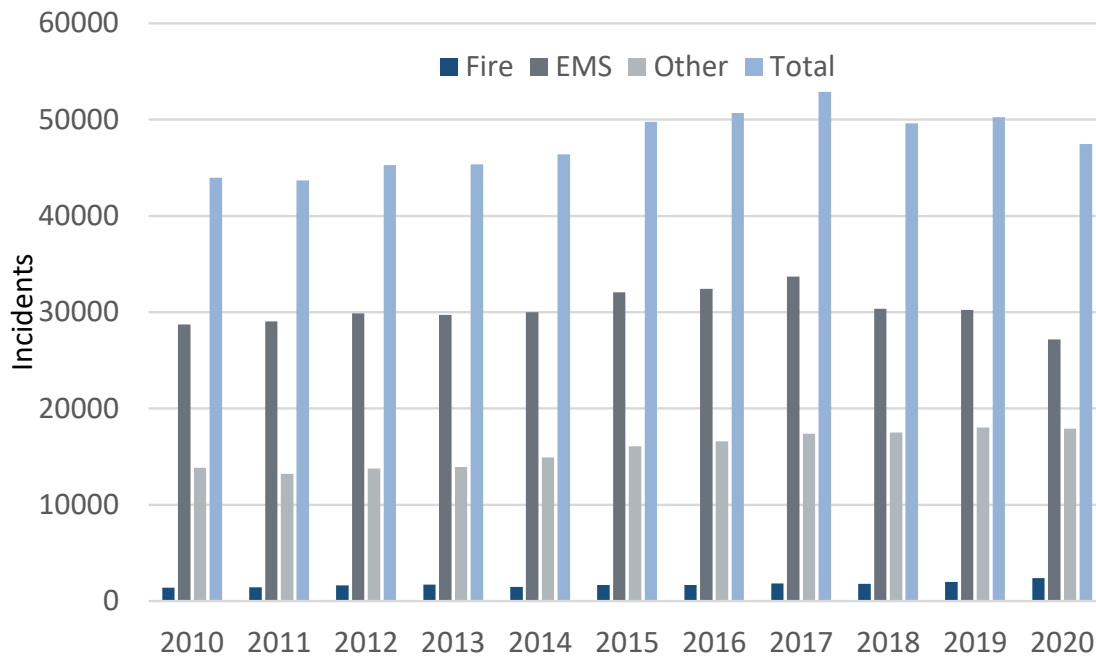
CCRFCC's 911 Call-Takers are all certified in Emergency Medical Dispatch through the *International Academies of Emergency Dispatch* (IAED) and provide pre-arrival instructions to callers reporting medical emergencies.

Along with its staff, CCRFCC houses 13 System Status Management Dispatchers employed by American Medical Response.

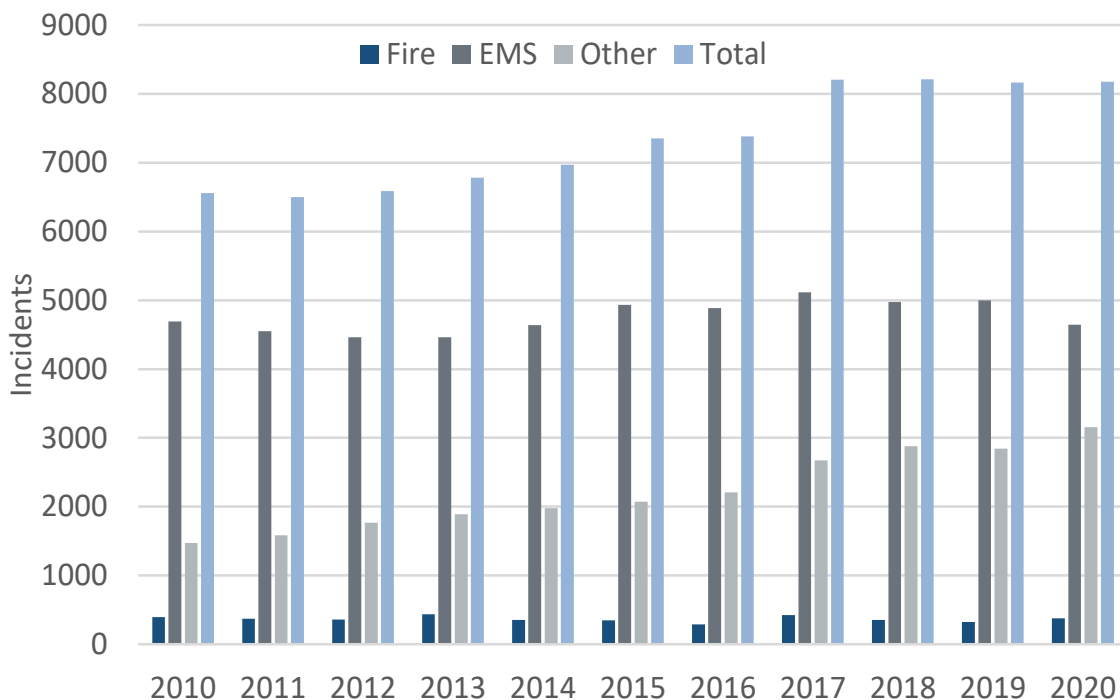
Level of Demand

The following figures show response workload for each agency over the past 11 years.

Response Workload History—CCCFPD



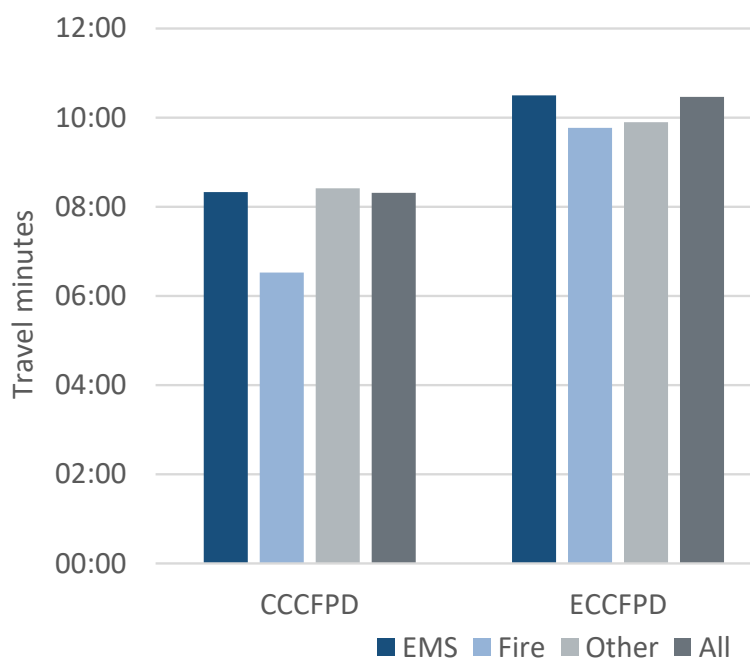
Response Workload History—ECCFPD



Response Times

The following figure shows travel time for all priority incidents as well as specific incident types for each agency.

Travel Time



Incident coverage was evaluated based on the six-minute travel model. The number of priority incidents within six-minutes travel of a fire station for each agency during 2020 was as follows:

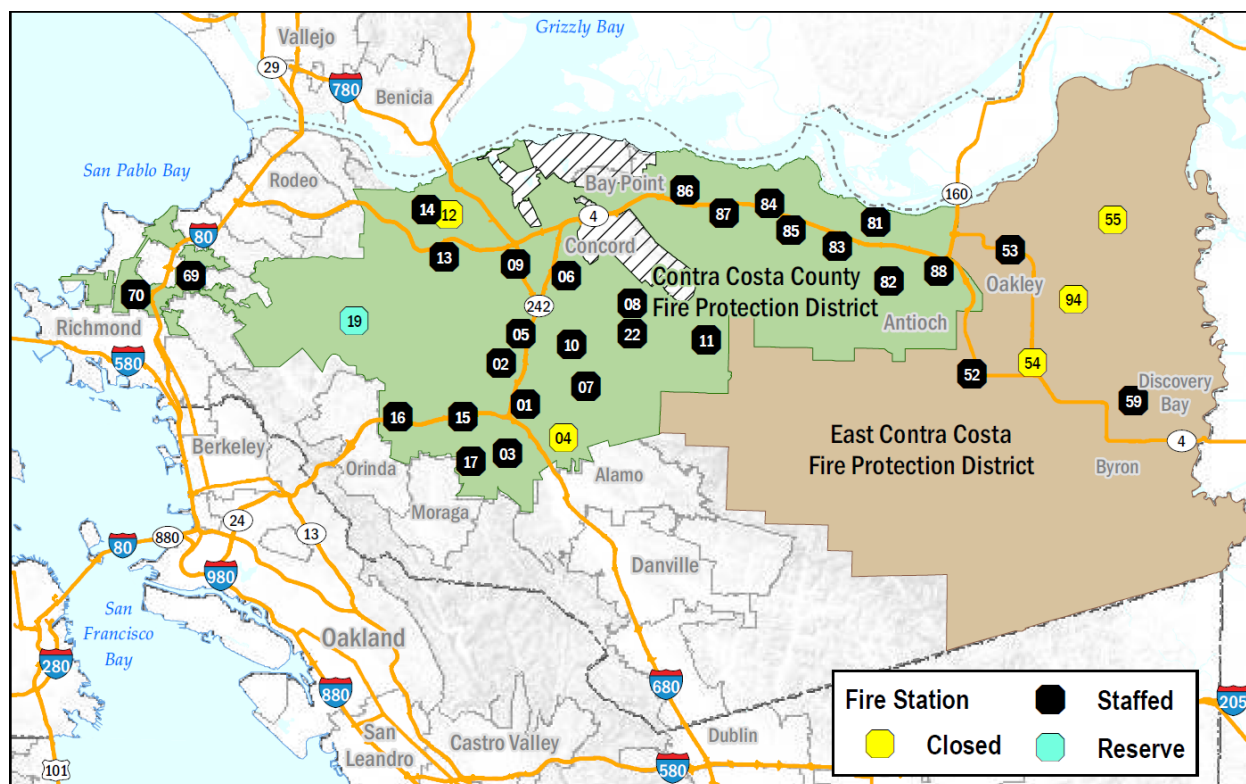
- CCCFPD: 31,074 of 32,161 total priority incidents—96.6%
- ECCFPD: 3,638 of 5,548 total priority incidents—65.6%

Travel Time Performance by Region

Travel time performance by region is variable and influenced by factors such as individual response unit workload, the size of the station area, and the street system serving it. Connected, grid-patterned street systems provide faster response times than do areas with meandering streets and numerous dead ends.

The following figure evaluates travel time performance by area using inverse distance weighting analysis (IDW). This process uses travel time for known points (actual incidents) to predict travel time for the area surrounding the actual incident. Better performance is generally noted near fire stations with progressively longer response times for those incidents more distant from the stations.

Facilities



Contra Costa County FPD Facilities

CCCFPD currently maintains 30 fire stations throughout the District, of which Stations 4, 12, and 18 were closed as of 2021. Station 19 is a reserve station and a leased facility. The following figures describe the features of each fire station operated by the District.

Combined, CCCFPD fire stations have a staffing capacity of approximately 192 personnel, 65 apparatus bays (although some are utilized for exercise equipment), and 144,976 square feet. The years in which CCCFPD's stations were built range from 1939 to 2021, with an average age of 43 years; however, several of the older stations have since been remodeled.

Of the 27 fire stations inventoried, 7% were listed in "Excellent" condition, 67% in "Good" condition, 15% in "Fair" condition, and 11% in "Poor" condition. The majority of the stations do not have modern seismic protection or meet Americans with Disability Act (ADA) standards. Twelve (44%) facilities have sprinkler systems installed.

East Contra Costa FPD Facilities

ECCFPD currently owns six fire stations, of which three are utilized and staffed with personnel and apparatus. Although ECCFPD owns these stations, Stations 54, 55, and 94 are unstaffed without assigned apparatus. Station 54 is a 64-year-old facility and used primarily for training and storage; it is not suitable for around-the-clock use by fire suppression personnel. Station 94 is utilized as a shop for the contract mechanic; it also is not suitable for use by fire suppression

personnel. ECCFPD has anticipated disposing of Station 94 as surplus property upon completion of a new training and shop facility on property owned by Ironhouse Sanitation District. Station 55, the newest station, functions as a facility for administrative and prevention staff; some capital improvements are required and are expected to be complete by the end of 2021 to enable around-the-clock use by fire suppression personnel.

Fire Stations 52, 53, and 59 are staffed and operational. These stations range in age from 10 to 20 years. Combined, the fire stations have an average age of 16 years. They have a combined staffing capacity of 11 personnel, seven apparatus bays, and a total of 22,053 square feet. The District rates Stations 52 and 59's overall condition as "Good," Station 53 as "Excellent," and Station 55 as anticipated to be "Excellent" by the end of 2021. When completing its evaluation of the various features and facilities (e.g., kitchen, showers, exercise equipment, etc.) within each fire station, the District rated most of these as either "Good" or "Excellent." In two fire stations, security was rated as "Fair."

Combined Fire Station Inventories

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

Combined Station Inventories of the Fire Districts (2021)

Fire District	No. of Stations ¹	Maximum Staffing ²	Apparatus Bays	Average Age ³	Total Square Footage ⁴
CCCYPD	27	192	65	43 years	144,976
ECCYPD	4	16	9	12.5 years	29,535
Totals:	31	208	74	27.75 years	174,511

¹Unstaffed/unused stations excluded. ²Represents maximum staffing capacity.

³Average age of stations combined. ⁴Square footage of some stations not reported.

The combined fire station inventories comprise 31 fire stations with 74 bays (although in several of them, at least one bay is utilized for exercise equipment) and a capacity of 208 personnel (ECCYPD could house more staff).

Fire stations tend to be older amongst both fire districts. The average age of the combined stations is almost 28 years. However, this may be somewhat distorted, as this was based on the original construction dates, and several stations have since had significant remodeling completed (e.g., CCCYPD Stations 69 and 81).

Apparatus & Vehicles

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

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

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

As a part of the Annexation Feasibility Study, Triton requested each fire district provide a complete inventory of their fleet (apparatus, command and support vehicles, specialty units, etc.).

Contra Costa County Fire Protection District

Except for new apparatus—which were rated as “Excellent”—the Contra Costa County FPD rated all of its frontline engines, aerial apparatus, and most other vehicles as in “Good” condition. This included apparatus in reserve and those assigned to the Training Division. Along with its substantial fleet of engines, ambulances, aerials, and other apparatus, the District maintains a range of special operations vehicles (e.g., hazmat unit, UTVs, command units, fire boat, rescue boat, etc.) and other equipment utilized for wildland and other operations (e.g., bulldozer, backhoe, dump truck, etc.).

CCCFPD owns multiple pickup trucks, SUVs, and other vehicles but has access to nearly 75 other pickup trucks, staff cars, cargo vans, and assorted miscellaneous vehicles from the “Enterprise Fleet.”

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

East Contra Costa Fire Protection District

The following figure lists the current inventory of ECCFPD's frontline fleet. The District's apparatus fleet comprises Type 1 (structural) and Type 3 (wildland) engines and Water Tenders. All three of the Type 1 engines are nearly new, as they were built in 2020. Each is equipped with a 1500 gallon per minute (gpm) pump and carries 500 gallons of water.

ECCFPD Frontline Apparatus Inventory (2021)

Unit	Type	Manufacturer	Year	Condition	Features
Engines (Type 1)					
Engine 52	Type 1	Quantum	2020	Excellent	1500 gpm, 500 gal.
Engine 53	Type 1	Quantum	2020	Excellent	1500 gpm, 500 gal.
Engine 59	Type 1	Quantum	2020	Excellent	1500 gpm, 500 gal.
Engines (Type 3)					
Engine 352	Type 3	International	2005	Good	1250 gpm, 500 gal.
Engine 353	Type 3	International	2004	Good	1250 gpm, 500 gal.
Engine 359	Type 3	International	2004	Good	1250 gpm, 500 gal.
Water Tenders					
Tender 52	Type 1	Freightliner	2003	Fair	1250 gpm, 3000 gal.
Tender 53	Type 1	Freightliner	2002	Good	1250 gpm, 3000 gal.
Tender 59	Type 1	Freightliner	2001	Good	1250 gpm, 3000 gal.

The District's Type 3 engines average 17 years of age combined. ECCFPD maintains three frontline Water Tenders whose combined age is about 19 years. The tenders are each equipped with a 1,250-gpm pump and have a combined water-carrying capacity of 9,000 gallons. The District also has a reserve fleet of four Type 1 engines in "Poor" condition and one Water Tender in "Poor" condition. The next figure lists the inventory of East Contra Costa FPD's frontline command and support vehicles.

ECCFPD Frontline Command & Staff Vehicles Fleet Inventory (2021)

Unit	Type	Manufacturer	Year	Assigned To
Chief 5100	Command/Admin	Ford Expedition	2020	Fire Chief
BC 5111	Command	Ford F-250	2020	Administration
BC 5112	Command	Ford F-250	2019	Administration
BC 5113	Command	Ford F-250	2019	Administration
BC 5114	Command	Ford F-250	2015	Administration
5120	Staff Vehicle	Ford F-150	2020	Fire Marshal
5123	Staff Vehicle	Ford F-150	2020	Inspector
5124	Staff Vehicle	Ford F-150	2020	Inspector

Nearly all of East Contra Costa FPD's command and staff vehicles are less than three years of age, and all were rated to be in "Excellent" condition. The District has another eight vehicles in reserve in varying conditions. The District also maintains a 2008 Safe Boat and trailer (currently on loan to CCCFPD) and a utility trailer.

Collective Apparatus Inventories

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

Collective Inventory of the Fire Districts Frontline Fleets (2021)

Fire District	Engines ^A	Aerials	Ambulances	Tenders	Wildland ^B	Others
CCCYPD	26	6	50	2	19	24 ^C
ECCYPD	3	—	—	3	3	—
Totals:	29	6	50	5	22	24

^AIncludes Type 1 only. ^BIncludes Type 3 & Type 6. ^CApproximate.

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

Automatic and Mutual Aid

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

Public Outreach/Education

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

CCCYPD and ECCYPD have robust public education programs. Both CCCYPD and ECCYPD emphasize wildland interface issues. Programs include the use of Fire Wise® defensible space, hazard reduction, and community information sessions.

CCCYPD and ECCYPD have a unique bilingual education program for the juvenile fire starter team. Both organizations currently provide annual education at the grade school level; however, COVID-19 limited school activities in 2019.

Public Education Programs

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

Support Services

Apparatus & Vehicle Maintenance

Contra Costa County FPD

The majority of Contra Costa County FPD's fleet maintenance is done internally by the District's Apparatus Shop. The Fire Apparatus Manager supervises a Fire Service Coordinator, Driver/Clerk, and six Fire Equipment Mechanics (FEM). The FEMs are certified by the *National Institute for Automotive Service Excellence (ASE)* in vehicle repair and the *California Fire Mechanics Academy (CFMA)* to maintain fire apparatus.

East Contra Costa FPD

ECCFPD utilizes a non-employee mechanic on contract who provides most of the fleet maintenance for the District.

Fire Prevention

CCCYPD and ECCYPD have a fully staffed prevention bureau. Both organizations face significant growth over the next few years due to numerous single-family neighborhoods in development.

Commercial growth is also increasing. In 2020, CCCYPD performed 7,267 mandatory code enforcement inspections and 333 non-mandatory inspections. Recent economic challenges associated with COVID-19 resulted in numerous business closures. There has been a significant increase in changes of occupancy, translating to a greater need for inspections. The following graphic shows a comparison of the current code enforcement by each district.

Code Enforcement Among the Fire Districts

Code Enforcement Activity	CCCYPD		ECCYPD	
Consulted on new construction	Yes		Yes	
Fees for inspections or reviews	Yes		Yes	
Hydrant flow records maintained	Partial		Yes	
Key-box entry program	Yes		Yes	
Perform occupancy inspections	Yes		Yes	
Perform plan reviews	Yes		Yes	
Sign-off on new construction	Yes		Yes	
Special risk inspections	Yes		Yes	
Storage tank inspections	County		Yes	
Company Inspections (pre-plan)	No		Limited	

There appears to be minimal differences between the organizations relating to specific code enforcement. Following are general guidelines for fire inspection frequency.

Fire-Cause Determination & Investigation

CCCYPD has staff who are certified peace officers with arresting powers and the capacity to perform all functions of a fire-cause investigation. ECCYPD is in the process of getting members qualified to be certified peace officers. The fire investigation team for CCCYPD conducted almost 900 investigations in 2020.

Administration

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

Comparison of Uniformed Administrative & Support Staff

Position	CCCFPD	ECCFPD	
Fire Chief	1	1	
Deputy Chief	1	—	
Assistant Chiefs	5	—	
Medical Director	1	—	
Administrative Battalion Chiefs	3	1	
Administrative Captains*	3	—	
Fire Marshal	—	1	
Deputy Fire Marshal	—	1	
Fire Inspectors	20	2	
Public Educators	2	—	
Public Information Officer	1	FM	
Fire Investigation Supervisor	1 ^A	1	
Shift Fire Investigators (56-hour)	3	—	
Fire Investigators (40 hours)	1	—	
Fire Prevention Captains	4	—	
Code Enforcement Supervisor	1 ^A	—	
Plan Review Supervisor	1	—	
Building Plan Checker I	2	—	
Fire Prevention Technician	1	—	
Community Risk Reduction	1	—	

^ACCCFPD has one Plan review Supervisor, one Code enforcement Supervisor, one Community Risk Reduction Supervisor, one Investigative Supervisor, but all are also Prevention Captains.

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

Non-Uniformed Staff

Position	CCCFPD No. of Staff	ECCFPD No. of Staff	
Chief of Administrative Services	1	0	
Chief Administrative Officer	0	1	
HR Analyst II	2	0	
Executive Secretary	1	0	
Administrative Assistant	0	2	
Secretary Advanced Level	3	0	
Account Clerk Advanced	3	0	
District Aides	20	4	
Fiscal Specialist	1	0	
Fiscal Officer	1	0	
Staff Accountant	0	1	
Payroll Technician	0	1	
Senior Level Clerk	5	0	
Clerical Supervisor	1	0	
Permit Technician	0	1	
Totals:	38	9	

Training

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

While each fire district has a comprehensive and extensive training program, CCCFPD places more emphasis on fire-related training. A contributing factor to the difference in fire-related training was the special teams, truck operations, boat operations, and CCCFPD flight training. ECCFPD had a higher percentage of HazMat-related training. A combined organization will need to determine a training philosophy and develop a standardized program that meets the community's needs.

General Training Competencies by Fire District

Training Competencies	CCCFPD	ECCFPD	
Incident Command System	ICS Series	ICS Series	
Accountability Procedures	Yes	Yes	
Training SOGs	Yes	Yes	
Recruit Academy	Internal	Internal	
Special Rescue Training	Yes	Yes	
HazMat Certifications	Technician & Specialist	Operations	
Vehicle Extrication Training	Basic	Basic	
Driving Program	No	DO 1A and 1B	
Wildland Certifications	S190/130	S190/130	
Communications & Dispatch	Yes	Yes	
Truck Company Operations	Yes	No	
Air Operations	Yes	No	
Fire Boat Operations	Yes	No	

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

Training Facilities & Resources by District

Facilities & Resources	CCCYPD	ECCYPD	
Adequate training ground space	Yes	No	
Training building/tower	Yes	No	
Burn room at the training building	Yes	No	
Live fire props	Yes	No	
Driver's course	No	No	
SCBA obstacle course/CFS	No	No	
Adequate classroom facility	Yes	Yes	
Computers & simulations	Yes	No	
EMS props & mannequins	Yes	No	

Personnel/Recruitment

Both districts use their own recruitment processes and have differing recruit academies. Contra Costa County Fire uses their training campus to facilitate a 20-week recruit academy. East Contra Costa Fire sends recruits through other agency academies or provides on the job training.

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

Proposed Service Delivery Plan

Service Overview

The combined organization will provide fire, rescue, and first responder emergency medical services, including special operations capabilities, to all the communities within the reorganized district in a manner consistent with services provided in the existing Contra Costa County Fire Protection District. Full-time and full-service fire prevention and fire investigation services, along with internal apparatus and fleet maintenance programs, facilities management, administrative and support services will be provided. An increase in service level from basic life support (EMT) to advanced life support (paramedic) will be phased in for the stations in the East Contra Costa Fire Protection service areas.

Staffing

Additional firefighters and fire, rescue, and emergency medical services response capacity will be deployed as a result of the annexation. Within the next 18 months, daily staffing will be increased by nine firefighters across three stations planned to be reopened or re-staffed for a total of at least 27 additional firefighters. Existing fire prevention and administrative capacity in the District will be augmented by staff from East Contra Costa Fire being added to support the reorganized organization.

Dispatch/Communications

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

Level of Demand

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

Response Times

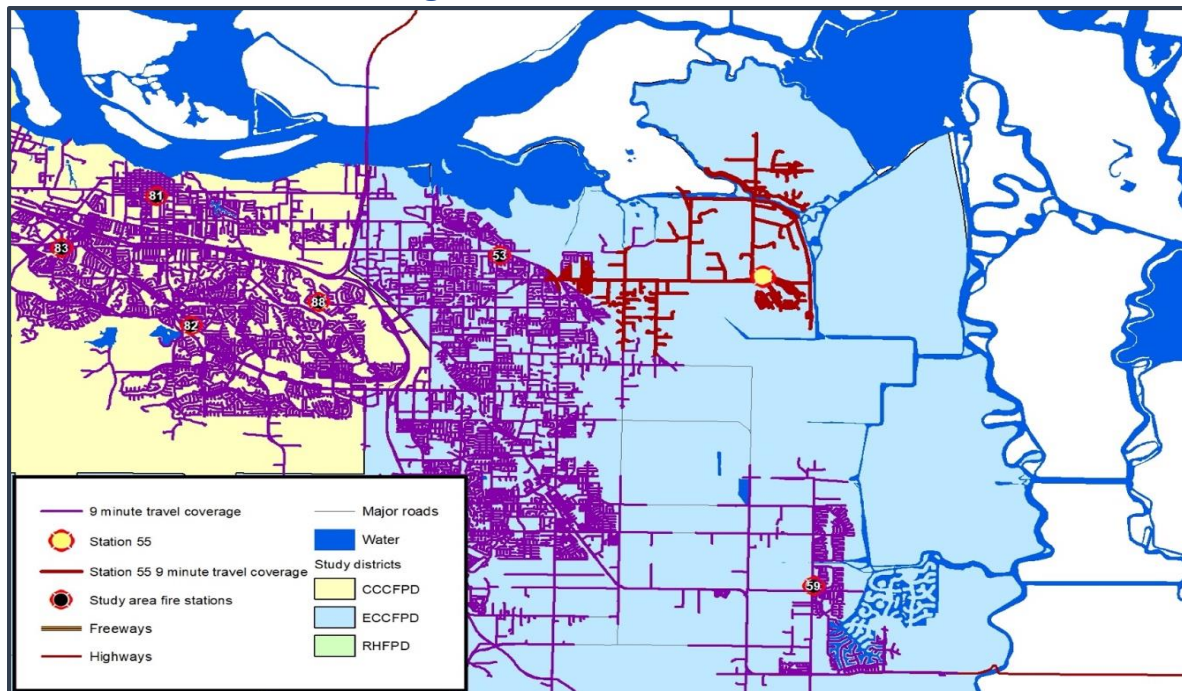
Current response times would be significantly improved in the areas served by the East Contra Costa Fire Protection District due to the addition of multiple fire companies to serve Oakley, Bethel Island, and Brentwood. As a result of these additional resources, the reliance on units from Antioch will be reduced increasing response reliability and availability of those units which will reduce response times with a corresponding reduction of occurrences where Antioch stations are uncovered due to responses into Brentwood or Oakley.

Reopening Station 4 in Walnut Creek will have a positive impact on reducing response times into the areas served by Station 4 that are currently being provided by the fire station in downtown Walnut Creek on Civic Drive.

The proposed annexation includes plans to open Station 55 to serve Oakley and Bethel Island with a staffed engine company. The proposed annexation will also result in the addition of a staffed ladder truck to Station 52 in Brentwood. This will improve travel times, and overall response times.

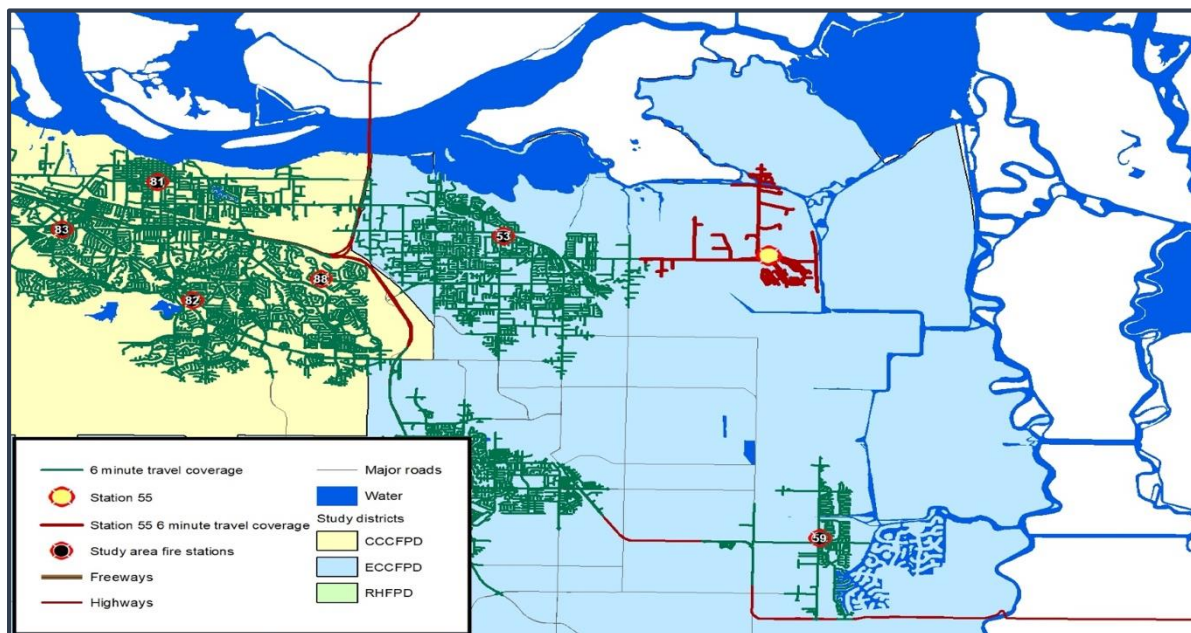
The next figure illustrates the nine-minute travel coverage from Station 55 along with nine-minute travel coverage from existing stations. There is some overlap of coverage from Station 55 into Station 53's area.

Nine-minute Travel Coverage from Station 55



The following figure illustrates the six-minute travel coverage from Station 55 along with six-minute travel coverage from existing stations. This station would have put 228 incidents within six minutes of travel from this station.

Six-minute Travel Coverage from Station 55



Staffing a ladder truck at Station 52 will also provide some improvement to travel times. Engine 52's current unit hour utilization is high at 12 percent. This reduces its reliability for subsequent incidents. The ladder truck will provide a second unit in that station area to cover concurrent incidents.

Facilities and Apparatus

Fire Station 55 (Oakley/Bethel Island)

Currently constructed but not staffed, is planned to be staffed in the spring of 2022 and replaces the formerly closed station on Bethel Island (FS 95). A new Type I engine and wildland engine has been ordered to serve this station.

Fire Station 52 (Brentwood)

A staffed ladder truck is planned for station 52 to be staffed in the summer of 2022, and then expected to be transferred to a station 51 in Brentwood once the new station is constructed and ready to be occupied. Apparatus will be provided from current CCCFPD inventory and additional apparatus will be ordered in summer of 2021.

Fire Station 4 (Walnut Creek)

Planned to be reopened in summer of 2022. Apparatus is on order for the station and improvements and repairs are being made to the existing station.

Fire Station 54 (Brentwood)

Planned to be constructed and staffed within six years of the effective date of the annexation. Current funding for construction and ongoing operations is contingent on receiving Measure X funds. Anticipated funding required for construction of the fire station is estimated at \$10 Million, however this will be contingent on the construction costs and building environment at the time of project initiation. The site identified for Fire Station 54 is smaller in size, located in downtown Brentwood, and this may reduce the overall size and corresponding cost of the station as compared to other, larger fire stations.

Automatic and Mutual Aid

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

Public Outreach/Education

Public education and public information services would be consolidated with dedicated staff of the already existing Contra Costa County Fire Protection District.

Fire Prevention

Fire prevention and fire investigations will be combined with 22 Fire Inspectors and an increase of one fire prevention supervisor. Current members of the ECCFPD fire investigation team have

worked in the past with CCCFPD, which speaks well for a smooth transition to a combined organization. Staffing levels will be reviewed annually to determine appropriate staffing levels for current and anticipated workloads and changes in mandated programs.

Administration

A combined organization would have a 13% administrative/support staffing to line staffing based on current staffing levels. This is consistent with similarly sized organizations, and, except for the Fire Chief position, there does not appear to be duplication of support staff. Grant management, contract administration, and cost recovery programs would be appropriately staffed with the new combined administrative resources.

Maintenance

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

Training

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

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

The Training Division is increasing staffing by one 40-hour Training Captain and adding a civilian training specialist in mid-2021. The Training Division will continue providing consistent continuing education and training.

Personnel/Recruitment

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

Level and Range of Proposed Services

Capacity Availability

Current capacity will need to be increased in the areas served by the East Contra Costa Fire Protection District to meet emergency service delivery demands and has been factored into the overall fiscal analysis. Previously closed fire stations will be reopened serving Brentwood, Oakley, Bethel Island, and Walnut Creek communities. Capacity within the fire prevention bureau will be evaluated on an ongoing basis, as is the current practice, to match staffing with service demand, particularly given potential development and new construction trends.

Willingness to Serve

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

Service Adequacy

The level of service provided in the annexed territory will be consistent with current CCCFPD practices, policies, and standards outlined in the *Proposed Service Delivery Plan* section.

Infrastructure Needs/Planned Improvements

As identified in the *Proposed Service Delivery Plan* section, reopening and plans for equipment expansion are in place to enhance the level of services provided within ECCFPD's boundaries. Station 55 (Oakley/Bethel Island) is constructed and ready for administrative use. ECCFPD is preparing the station to be ready for operational purposes and anticipates completing this work by the end of 2021 so that it can and planned to be staffed in the spring of 2022. Station 52 (Brentwood) is planned to have a staffed ladder truck in the Summer 2022 (which is anticipated to then move to Station 51 in Brentwood, once this new station is constructed). Station 4 (Walnut Creek) is undergoing improvement and repairs to be reopened Summer 2022. The projected costs of the improvements and expansions referenced above have been accounted for in the following Fiscal Analysis section. Fire Station 54, to be located in downtown Brentwood, is currently contingent on receiving Measure X funds to construct and ultimately staff and operate the station.

Correlation with Agency Plans and Operations

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

Alternative Service Structures and Related Affects

There are two alternatives to the reorganization as proposed here—status quo and consolidation. Status quo would be retaining the existing service and governance structure and would result in the service level changes currently planned for and able to be funded by each agency, independently, e.g., the opening of Station 55 in Oakley in mid-2022 and the construction of Station 51 over the next half-decade by ECCFPD alone.

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

Fiscal Analysis

Background

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

Revenue Sources

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

Post-Reorganization 5-Year Financial Projections

Operations

Combined property tax revenue is projected to increase annually at a 4% rate. Combined property tax revenue is forecasted to increase from \$160,930,000 in FY 21/22 to \$195,800,000 in FY 26/27. Other recurring revenues are projected to increase at an annual average rate of 1.6%. In view of the trends from the historical information, it is felt these escalator rates are conservative. Including the adjustment for dispatch services, recurring revenues in the forecast model increase from \$180,217,000 in FY 21/22 to \$216,692,000 in FY 26/27, a 3.4% annual rate.

Salaries and benefits, which include Medicare payroll taxes, health insurance, and pension costs for the line positions—Captains, Engineers, and Firefighters—were assumed to be entering the CCCFPD system at the Step 3 level in the CCCFPD salary schedule for this analysis. The ECCFPD Captain and Engineer classifications include nine positions each in the first year of the operation and grow to fifteen in the second year. Ten ECCFPD firefighter positions are included in the initial year of operations, but the additional six positions added in the second year will be firefighter/paramedics.

Overtime is calculated at 13% of personnel costs based on CCCFPD's historical overtime cost experience. As previously stated, the projections include maintaining the existing staffing levels of three stations with the expansion of adding two additional three-person companies to be staffed over the following 12–18 months. These personnel costs are projected to increase 9% annually in the first five years and 6% annually beginning in the sixth year of the projections.

Other post-employment benefits (OPEB) prepayments and retiree health costs are additional benefit costs that are projected to increase 3% annually. Fire prevention personnel are assumed to be “cost neutral” for this analysis due to fee revenue associated with fire prevention activities.

Administrative personnel (one Chief Administrative Officer, one accountant, two clerical positions, one payroll clerk and one Permit Tech position) will be absorbed into the existing CCCFPD staffing. Additional program support for grant applications and grant management, as well as cost recovery, may be able to be fully supported by these additional positions. OPEB and retiree health insurance benefit costs for ECCFPD are stated separately to indicate those long-term costs are considered in the projections.

The financial projection of the combined organization contemplates adding personnel for specific expansion of services. In FY 21/22, the combined organization anticipates reopening ECCFPD Station 55 and staffing ECCFPD Truck 52, and, in FY22/23, CCCFPD will reopen Station 4. These additions, combined with the previously identified escalators, increase total salaries and benefits from \$136,960,000 in FY 21/22 to \$145,055,000 in FY 22/23. Annual compensation and benefits increase between \$8,000,000 to \$10,000,000 for each of the following four years. Funding for construction of a replacement for Fire Station 54 in Brentwood and the ongoing staffing and operational costs are not accounted for in the present financial projections. Alternative funding sources, such as Measure X, would be required to build and staff Fire Station 54.

Services and supplies expenses include, but are not limited to, station and apparatus operating costs, repairs and maintenance, small tools and equipment replacement, training costs, radio and technology costs, medical and firefighting supplies, turnout gear and uniform costs, and professional services. These costs are estimated to increase 3% annually. It is anticipated that there will be a significant benefit in consolidating certain administrative costs such as technology, training, and apparatus maintenance.

The operations portion of the combined districts is anticipated to produce positive cash flow for each of the six years of the projections. This allows the combined operation to accumulate a significant reserve balance or to take advantage of other opportunities during the projection period. The following figure combines the revenues from the previous projections for each agency with expected operating expenses and anticipated modifications from increased staffing and related expenses to develop annual operating cash flows and accumulated operating fund balances through FY 26/27.

Recurring Revenue/Expense Projections—Combined Operations (Part 1)

Revenue/Expenses	FY 21/22	FY 22/23	FY 23/24	FY 24/25	FY 25/26	FY 26/27
Operations						
Property Taxes						
CCCYPD	144,055,800	149,818,032	155,810,753	162,043,183	168,524,911	175,265,907
ECCYPD	16,875,770	17,550,801	18,252,833	18,982,946	19,742,264	20,531,955
Total Property Tax Revenues	160,931,570	167,368,833	174,063,586	181,026,129	188,267,175	195,797,862
Other Recurring Revenue						
CCCYPD	17,767,300	17,413,580	17,607,688	18,113,807	18,670,537	19,282,941
ECCYPD	2,037,534	2,087,569	2,124,847	2,163,075	2,202,265	2,242,456
Total Other Recurring Revenue:	19,804,834	19,501,149	19,732,535	20,276,882	20,872,802	21,525,397
Total Recurring Revenue:	180,736,404	186,869,982	193,796,121	201,303,011	209,139,977	217,323,259
Adjustments to Revenue						
Reduced Dispatch Revenue	(519,000)	(539,760)	(561,350)	(583,804)	(607,156)	(631,442)
Revised Recurring Revenues:	180,217,404	186,330,222	193,234,771	200,719,207	208,532,821	216,691,817
Current Salaries & Benefits (CCCYPD Rates)						
CCCYPD	127,022,889	134,180,390	141,835,095	149,946,066	158,540,531	167,647,339
ECCYPD - line positions	9,037,150	9,920,865	10,891,752	11,877,510	12,955,640	13,732,979
ECCYPD - admin positions	900,000	954,000	1,011,240	1,071,914	1,136,229	1,204,403
Total Salaries & Benefits:	136,960,039	145,055,255	153,738,086	162,345,094	172,632,400	182,584,720
OPEB & Retiree Health Insurance						
ECCYPD						
OPEB	275,000	283,250	291,748	300,500	309,515	318,800
Retiree Health Insurance	363,000	373,890	385,107	396,660	408,560	420,816
Total Health Insurance:	638,000	657,140	676,855	697,160	718,075	739,616

Recurring Revenue/Expense Projections—Combined Operations (Part 2)

Revenue/Expenses	FY21/22	FY 22/23	FY 23/24	FY 24/25	FY 25/26	FY 26/27
Staffing Increases by Agency						
CCCFPD						
Reopening Station 4	—	2,664,371	2,850,877	3,050,438	3,263,969	3,492,447
ECCFPD						
Station 55	2,422,155	2,664,371	2,850,877	3,050,438	3,263,969	3,492,447
Truck 52	2,422,155	2,664,371	2,850,877	3,050,438	3,263,969	3,492,447
Total Salary & Benefits Increases:	4,844,310	7,993,113	8,552,631	9,151,314	9,791,907	10,477,341
Total Salaries & Benefits:	142,442,349	153,705,508	162,967,572	172,193,568	183,142,382	193,801,677
Services & Supplies						
CCCFPD						
Station 4 Maintenance	—	51,500	53,045	54,636	56,275	57,964
Station 4 Equip Costs	—	25,000	25,750	26,523	27,318	28,138
ECCFPD						
	1,157,903	1,194,269	1,231,792	1,325,144	1,366,730	1,416,761
Total Services & Supplies:	18,358,852	18,912,900	19,407,136	19,970,902	20,497,014	21,046,109
Total Recurring:	160,801,201	172,618,408	182,374,708	192,164,470	203,639,396	214,847,786
Increase to Operating Funds:	19,416,203	13,711,814	10,860,063	8,554,737	4,893,425	1,844,031
Beginning Op Fund Reserve:	—	19,416,203	33,128,017	43,988,080	52,542,817	57,436,242
Ending Op Fund Reserve:	19,416,203	33,128,017	43,988,080	52,542,817	57,436,242	59,280,273

Capital

The second component of the proposed annexation to be analyzed is the funding available to acquire capital resources such as fire stations and equipment. Each of the districts receives funding from special assessments that are restricted to use only within the jurisdiction from which the revenues are received. These restricted revenues include developer fees from subdivisions that are being developed outside the response areas of existing fire stations. The funds are to be used to build and equip new stations. Certain funds are to staff and operate stations or to provide specialized services, and, again, those funds are restricted to the area from which the funding is derived.

A fire station (currently referred to as "station 51") is projected to be constructed in Brentwood, within the boundaries of ECCFPD's service area. Funding for a portion of the building has been identified as development fees in the amount of approximately \$7,000,000 from the City of Brentwood. It is anticipated that the remaining \$7,000,000 would be provided by financing, with the debt service payment being \$700,000 per year.

Each of the districts will require the expenditure of funds for debt service payments, capital expenditures for apparatus and equipment, and the remodel or construction of fire stations during the next six years. CCCFPD has a debt obligation related to the issuance of bonds to extinguish a portion of its unfunded actuarial liability for employee pension costs. An additional payment for "Pension Bond Stabilization" is required in addition to the debt service; however, FY 21/22 is the final year of the debt and stabilization obligation. The extinguishment of the obligation will free up \$14,056,000 annually.

Several apparatus of various types are anticipated to be acquired during the next six years. Funding for these acquisitions is expected to be from the use of cash from the reserve funds existing at the time of the annexation, as well as the additions to the reserves from the restricted revenue streams.

The balance in the Capital Reserve Fund is anticipated to decrease five of the six years in the projection period as significant debt is extinguished and apparatus are acquired for cash. The following figure combines the non-recurring revenues, including restricted revenues from development fee assessments, loan proceeds and other receipts from the previous projections for each agency with expected debt payments and capital expenditures and anticipated modifications from increased staffing and related expenses to develop annual operating cash flows and accumulated operating fund balances through FY 26/27.

Non-Recurring Projections—Capital Costs (Part 1)

Revenue/Expenses	FY 21/22	FY 22/23	FY 23/24	FY 24/25	FY 25/26	FY 26/27
Capital						
Non-Recurring Revenues						
CCCYPD	100,000	100,000	100,000	100,000	100,000	100,000
ECCYPD	218,087	218,087	218,087	218,087	218,087	218,087
	—	—	—	—	—	—
Total Non-Recurring Receipts:	318,087	318,087	318,087	318,087	318,087	318,087
Loan/Lease Proceeds						
CCCYPD	—	—	—	—	—	—
ECCYPD	—	7,000,000	—	—	—	—
	—	—	—	—	—	—
Total Loan/Lease Proceeds:	—	7,000,000	—	—	—	—
Funding from Development Fees						
CCCYPD	—	—	—	—	—	—
ECCYPD	292,578	311,200	322,054	341,147	360,489	380,088
City of Brentwood	—	7,000,000	—	—	—	—
Total Development Fee Funding:	292,578	7,311,200	322,054	341,147	360,489	380,088
Total Non-Recurring Receipts:	610,665	14,629,287	640,141	659,234	678,576	698,175
Lease & Debt Payments						
CCCYPD	2,944,538	2,944,538	2,944,538	2,944,538	2,944,538	2,944,538
ECCYPD	534,217	614,217	1,356,217	1,399,217	877,000	877,000
Total Payments:	3,478,755	3,558,755	4,300,755	4,343,755	3,821,538	3,821,538
Apparatus & Equipment Acquisition						
CCCYPD	698,390	630,000	630,000	630,000	630,000	630,000
ECCYPD	—	800,000	—	—	270,000	800,000
	—	—			—	—
Total Acquisition:	698,390	1,430,000	630,000	630,000	900,000	1,430,000
Fire Station Construction						
CCCYPD	—	—	—	—	—	—
ECCYPD	500,000	7,000,000	7,000,000	—	—	—
	—	—	—	—	—	—
Total Fire Station Construction:	500,000	7,000,000	7,000,000	—	—	—

Non-Recurring Projections—Capital Costs (Part 2)

Revenue/Expenses	FY 21/22	FY 22/23	FY 23/24	FY 24/25	FY 25/26	FY 26/27
Additions to Replacement Reserves						
CCCYPD	—	—	—	—	—	—
ECCYPD	130,930	134,858	138,904	143,071	147,363	151,784
Increases to Replacement Reserves	130,930	134,858	138,904	143,071	147,363	151,784
Other Non-Recurring Payments						
CCCYPD						
Pension Bonds	11,451,540	—	—	—	—	—
Bond Stabilization	2,604,794	—	—	—	—	—
Total Other Non-Recurring:	14,046,334	—	—	—	—	—
Total Non-Recurring Expenses:	18,854,409	12,123,613	12,069,659	5,116,826	4,868,901	5,403,322
Increase (Decrease) to Operating:	(18,243,744)	2,505,674	(11,429,518)	(4,457,592)	(4,190,325)	(4,705,147)
Capital Reserves						
CCCYPD	38,000,000	—	—	—	—	—
ECCYPD	13,000,000	—	—	—	—	—
		—	—	—	—	—
Beginning Capital Reserves:	51,000,000	32,756,256	35,261,930	23,832,412	19,374,820	15,184,495
Ending Capital Reserves:	32,756,256	35,261,930	23,832,412	19,374,820	15,184,495	10,479,348

Combined Reserve Balances

It is prudent to review the reserve balance in its totality to understand the impact of the annexation on the combined financial strength of the District. The combined reserve balances project a viable condition for the District and annexed area for the foreseeable future. The following figure combines the beginning reserve balances with both the annual operating results and the annual net capital improvement expenditures through FY 26/27.

Projected Combined Operational & Capital Reserve Balances

Revenue/Expenses	FY 21/22	FY 22/23	FY 23/24	FY 24/25	FY 25/26	FY 26/27
Beginning Reserves						
CCCFPD	38,000,000	—	—	—	—	—
ECCFPD	13,000,000	—	—	—	—	—
		—	—	—	—	—
Total Beginning Reserves:	51,000,000	52,172,459	68,389,947	67,820,492	71,917,637	72,620,737
Combined Net Operations:	19,416,203	13,711,814	10,860,063	8,554,737	4,893,425	1,844,031
Combined Net Capital (Decrease)	(18,243,744)	2,505,674	(11,429,518)	(4,457,592)	(4,190,325)	(4,705,147)
Combined Ending Reserves:	52,172,459	68,389,947	67,820,492	71,917,637	72,620,737	69,759,621

Findings

As of 2016, ECCFPD was facing significant financial challenges forcing the closure of five of its stations since 2009 and resulting in significantly increased response times. The 2016 MSR found that ECCFPD faces a number of significant and some severe challenges related to financing that will require extraordinary efforts to address, including low property tax shares in a majority of the District's tax rate areas, fiscal impact of Contra Costa County Employees' Retirement Association (CCCERA's) reallocation of costs, and voter fatigue and resistance to additional ongoing charges due to impacts of benefit assessments and community facility districts.

Since then, circumstances have somewhat improved for ECCFPD as a result of increased property tax revenues. In particular, the reallocation of property tax funding from the Byron Bethany Irrigation District to ECCFPD, beginning in FY 17/18, has provided more than \$800,000 annually to the District.

Similarly, CCCFPD faced declining revenues associated with the decline in property values and thus property tax income after 2008, combined with increased costs associated with retirement liabilities. A significant increase in property tax revenues over the last four fiscal years has strengthened CCCFPD's financial position.

Fiscal Determinations

Between FY 16/17 and FY 19/20, each of the districts has benefitted from significantly increasing property tax revenues—CCCFPD's increased by 20% and ECCFPD increased by 40%. Property tax revenues in upcoming years are somewhat unpredictable due to the unknown extent of the economic effects of the pandemic; however, enhanced demand for real estate is anticipated to drive continued growth in property values.

ECCFPD has greatly improved its financial position, since 2016, in part through increased property tax revenue and a reallocation of property tax funds from Byron-Bethany Irrigation District (~\$750,000 per year), will enable the scheduled opening of fire station 55 in FY 21/22. Revenues for the District are anticipated to continue to increase by about 4% annually through FY 25/26, indicating the ability to continue to provide the existing level of service.

CCCFPD has faced financial constraints in prior years associated with declining property tax revenues and increased pension liabilities. More recently, the area within CCCFPD is experiencing significant growth in both residential as well as commercial developments, resulting in significantly increased property tax revenues and enabling the re-staffing of five companies and the reopening of three fire stations over the last decade. Property tax revenues are projected to continue to grow approximately 4% annually through FY 25/26.

Projected combined finances of the districts for operational and capital expenditures indicate that the annexation of ECCFPD by CCCFPD is a financially feasible option. The combined finances of the reorganized agency would allow for expansion of reopening two additional three-person companies to be staffed over the following 12 months at stations 4 in Walnut Creek and station 55 in Oakley as well as expanding an additional three-person company in Brentwood with a new station to be constructed in Brentwood and acquisition of fire apparatus. This financing structure capitalizes on cost savings resulting from combining technology infrastructure, fleet maintenance, reduced capital reserve needs of the smaller agency, and other administrative functions.

Appropriations Limit

The existing appropriations limit (the "Gann Limit"), according to "County of Contra Costa, 2021-2022 County Special Districts Final Budgets" publication and the budget documents of the agencies are: CCCFPD = \$4,788,422,954 and ECCFPD = \$49,653,677. The adjusted Gann Limit for Contra Costa County Fire Protection District would be a combination of the two Gann Limits of the individual districts or approximately \$4,838,076,631.

Proposed Transition Plan

This application includes the transition plan described below to describe the process for complete organizational and service reorganization of the two districts.

Reorganization Timeline

The application to LAFCO will be submitted in mid-September 2021. It is anticipated the LAFCO review process will take six months to complete with an annexation implementation date tentatively of April 1, 2022.

Implementation Plan

Facilities and Apparatus Transfer

All facilities, equipment, and other apparatus existing as of finalization of the annexation which are owned by the East Contra Costa Fire Protection District shall be transferred to the Contra Costa County Fire Protection District.

Financial Transfer

Property Tax Sharing

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

Operating and Capital Reserve Funds

All fund balances that have been accumulated by the East Contra Costa Fire Protection District shall be transferred from their existing accounts to the Contra Costa County Fire Protection District. CCCFPD will deposit capital funds into appropriate accounts for their stated purpose consistent with current CCCFPD budgeting and accounting practices.

Other Assets and Liabilities

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

Governance Structure

The reorganized Fire District will be governed by the Board of Supervisors, acting as the Board of Directors of the Contra Costa County Fire Protection District. The Advisory Fire Commission will be modified to provide one member from the area formerly within the East Contra Costa Fire Protection District until the existing three-station deficit in the East Contra Costa Fire Protection District service area is addressed and eliminated.

Personnel and Employment Agreements

All personnel from ECCFPD are planned to be absorbed into CCCFPD. Personnel will be transitioned into positions most closely matched with their current job classifications. In some cases, these positions will be represented by the same labor organization and in some cases the labor organization will change, depending on the representation at CCCFPD. CCCFPD is working with labor and County HR representatives to determine appropriate steps, actions, and processes to perform a smooth transition of all impacted personnel.

Conditions of Service Required by the Land Use Agency

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

Lou Ann Texeira

From: Dan Harper <dan.harper@ca.afscme57.org>
Sent: Wednesday, January 19, 2022 5:16 PM
To: Federal Glover; 'Supervisor Candace Andersen' supervisorandersen@bos.cccounty.us; Diane.Burgis@bosccccounty.us
Cc: Lou Ann Texeira; Sherrie Weis; Thomas Geiger; Brian Oftedal; Carrie Nash; Adam Langro; Stephen Smith; Joe Young; Lewis Broschard (cccfd); Brian Helmick; Regina Rubier; Danicia D Harrison (president@afscmelocal2700.org); AFSCME, LOCAL 2700; David Sanford; Alvan Mangalindan
Subject: Amended Letter - Reconsideration of Position Placement administrative positions ECCFPD in Contra Costa County Fire Protection District
Attachments: 2022.01.19_AFSCME Local 2700_Ammended_Letter_CCC_LAFFCO.pdf; Fire Annexation Questions

Dear Contra Costa County LAFCO Board,

My name is Dan Harer I am the Staff Union Representative for AFSCME Council 57 and cover the four Administrative positions represented by AFSCME Local 2700 in the East Contra Costa County Fire Protection District ECCFPD. Please see the attached amended letter in regards to the *Contra Costa County Fire Protection District (CCCFPD) Sphere of Influence (SOI) Expansion* which was agenda Item 9 at the cancelled Wednesday January 12th meeting.

Sincerely,

Dan Harper,
Pronouns: (he, him, his)
Union Representative
AFSCME District Council 57
Email: dan.harper@ca.afscme57.org
4057 Pt Chicago Highway, Suite 100 Concord, CA 94520
Cell: (510) 207-5881

Click [HERE](#) to sign a Membership Card



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Council 57

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Wednesday January 19, 2022

Contra Costa County LAFCO County Commissioners and Staff
40 Muir Rd 1st Fl
Martinez CA 94553

**RE: Reconsideration of Position Placement administrative positions ECCFPD in
Contra Costa County Fire Protection District**

Dear Contra Costa County LAFCO Board,

My name is Dan Harper, and I am the Staff Union Representative for AFSCME Council 57 and cover the four administrative positions represented by AFSCME Local 2700 in the East Contra Costa Fire Protection District ECCFPD. AFSCME Council 57 represents over 35,000 public and private sector employees in California. AFSCME Local 2700 represents over 1800 public sector employees in Contra Costa County, Contra Costa County Superior Courts, and Contra Costa County Employees Retirement Association CCCERA.

As you are aware the process of annexing the East Contra Costa Fire Protection District is moving forward. The County has been slow to respond on bargaining and has chosen positions to transition our current ECCFPD members into that are not a good match and could lead to a pay cut for some of almost \$1000.00 per month as proposed. This is completely unacceptable, and we cannot stand by and let this happen.

We were under the impression coming into this process that our members would be made whole in whichever position they landed in Contra Costa County. We implore you to do everything in your power to speak with County Human Resources and Labor Relations to help transition our members into positions that won't leave them having to take on such devastating cuts which will surely cause undue hardship on themselves, their families, and communities.

We are recommending that the current AFSCME Local 2700/Administrative positions at East Contra Costa Fire Protection District transfer into the positions listed below and highlighted in yellow. We are requesting that for all positions our members are transitioned into that there not be a loss in pay, that work locations remain in East County, and that there not be loss of vacation accruals in the transition.

Brunilda Rodriguez current ECCFPD position - Administrative Assistant I

Job Classifications	Who proposing?	Union Represented	Pay rate annually	Pay rate monthly	Class code
Administrative Assistant I	Current position at ECCFPD	AFSCME Local 2700		\$5101.00 current step \$5,267.00 step as of July 1, 2022	N/A
Administrative Aide (Deep Class)	County	no	\$42,585.12 - \$66,063.48 Annually	\$3,548.76 - \$5,505.29 Monthly	AP7A
Secretary Journey Level	AFSCME Local 2700	AFSCME Local 2700	\$45,900.00 - \$63,273.72 Annually	\$3,825.00 - \$5,272.81 Monthly	J3TF

Secretary Journey Level – Class Code (J3TF) – Job Description -

<https://agency.governmentjobs.com/contracosta/default.cfm?action=specbulletin&ClassSpecID=3910&headerfooter=0>

Patricia Hubbard ECCFPD Administrative Assistant II

Job Classifications	Who proposing?	Union Represented	Pay rate annually	Pay Rate Monthly	Class code
Administrative Assistant II	Current position at ECCFPD	AFSCME Local 2700		\$6000.00 current step \$6,195.00 step as of July 1, 2022	N/A
Administrative Aide (Deep Class)	County	no	\$42,585.12 - \$66,063.48 Annually	\$3,548.76 - \$5,505.29 Monthly	AP7A
Admin Services Assistant II	AFSCME Local 2700	IFPTE Local 21	\$70,046.40 - \$85,141.80 Annually	\$5,837.20 - \$7,095.15 Monthly	APVA

Admin Services Assistant II Class Code APVA -

<https://agency.governmentjobs.com/contracosta/default.cfm?action=specbulletin&ClassSpecID=4267&headerfooter=0>

Nicole Donovan ECCFPD Permit Technician

Job Classifications	Who proposing?	Union Represented	Pay rate annually	Pay Rate Monthly	Class code
Permit Technician	Current position at ECCFPD	AFSCME Local 2700		\$7833.00 current \$8088.00 step as of July 1, 2022	N/A
Principal Building Plan Checker	Originally proposed by ECCFPD	IFPTE Local 21	\$78,036.60 - \$110,263.80	\$6,503.05- \$9,188.65	FRHA
*Fire Inspector I	AFSCME Local 2700	IAFF Local 1230	\$81,425.52 - \$109,117.92 Annually	\$6,785.46 - \$9,093.16 Monthly	RJWJ

Principal Building Plan Checker (Class Code – FRHA)

<https://agency.governmentjobs.com/contracosta/default.cfm?action=specbulletin&ClassSpecID=1079372&headerfooter=0>

Fire Inspector I (Class Code RJWJ) -

<https://agency.governmentjobs.com/contracosta/default.cfm?action=specbulletin&ClassSpecID=1043236&headerfooter=0>

*Nicole Donovan would only be interested in the Fire Inspector I position if it is in the Brentwood area.

Edlyn Calilan - ECCFPD Payroll Technician

Job Classifications	Who proposing?	Union Represented	Pay rate annually	Pay Rate Monthly	Class code
Payroll Technician	Current position at ECCFPD	AFSCME Local 2700		\$7833.00 current step \$8088.00 step as of July 1, 2022	N/A
Payroll Systems Accountant	AFSCME Local 2700	IFPTE Local 21	\$87,007.68 - \$105,758.40 Annually	\$7,250.64 - \$8,813.20 Monthly	SATC



Council 57

4057 Port Chicago Hwy Suite 100
Concord, CA 94520
Phone 925-228-1600
Fax 925-825-1812
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Pay Roll Systems Accountant (Class Code SATC) – Job Description

<https://agency.governmentjobs.com/contracosta/default.cfm?action=specbulletin&ClassSpecID=4144&headerfooter=0>

Contra Costa County Labor Relations in the County Administrators office have responded to several our questions but are still recommending positions that we believe are a bad fit and would lead to devastating pay cuts. We will be advocating for the best fit of positions, which some of the positions the County has identified do not appear to be.

Thank for your time and attention in addressing this situation. We look forward to working collaboratively with all parties involved to resolve this matter and I have listed my contact information below.

Sincerely,

Dan Harper,

Pronouns: (he, him, his)

Union Representative

Email: dan.harper@ca.afscme57.org

Cell: (510) 207-5881

Attachments: email - Fire Annexation Questions sent January 12, 2022

CC: Lewis Broschard, Contra Costa Fire Protection District, Fire Chief

East Contra Costa County Fire Protection District Board

Brian Helmick – ECCFPD County Fire Chief

Regina Rubier – ECCFPD, Business Services Manager

Danicia Harrison – President AFSCME Local 2700

Commissioners and Staff of the Local Agency Formation Commission

I am writing to you as the shop steward on behalf of the members of Local 2700. As our shop steward, I have grave concerns for all of our members and what is transpiring in regards to the pending annexation.

On January 5th 2022, Local 2700 representative Dan Harper emailed a document with proposed positions and compensation for each member of Local 2700, upon the completion of annexation of ECCFPD into CCCFPD. This document (*CON-CCE Local 2700 Position Crossover 9-15-21*) is the same spreadsheet Mr. Harper had forwarded to the union members on September 16th 2021.

Our members are besides themselves, what is being proposed will drastically effect their ability to support their families and maintain security in their positions. As a group, we are the minority and do not have the strength of numbers to protect us. Our members have not received adequate representation which has resulted in devastating outcomes that will drastically effect our lives and well-being.

This email further informed members, that Local 2700 staff would not represent the majority of our members in negotiating with the County, leaving us blindsided without representation or a means to bargain or negotiate.

When we met with Mr. Harper in January 7th2022, during this meeting he was aloof and repeatedly dodged our questions while inferring many possible negative outcomes. One such case being the possibility of a new probationary period for our members, calling into question the mere security of our positions after the annexation is complete. He continued to say that 2700 could not represent the majority of our members in negotiations, as the positions proposed by the County were not represented by 2700. The conclusion of this meeting left the members with no answers or options and in complete dismay.

We had met with Mr. Harper on many occasions to discuss our concerns, and pleaded for any information or assistance that he could provide regarding our future with CCCFPD. He repeatedly told us that he had not been provided any information. He stated not to worry as proposed positions or compensation were not final and the county were required to bargain with 2700 before annexation could proceed.

Our members are deeply troubled as we are facing significant pay cuts ranging from 15 to 26%; \$20,000 per year, while members of Local 1230 stand to make significant increases, with some as much as \$40,000 per year. Members are being relocated to new offices which will increase their cost and time to commute, while being paid less. Others are being moved into unrepresented positions and are fearful that they will not have a guarantee of employment. We feel as though we are being sacrificed, and made to accept the stipulations of employment which are unreasonably different than what we were promised.

I am trying to understand why we are being penalized when we were assured that we would remain whole in this transition. Why are we not being held in the same importance as Local 1230? We have all proven that even though we are not in the field, we are essential to the success of this district. Yet with what has been proposed we feel as though we are not being held in the same regard as Local 1230.

The possibility of not being able to meet our obligations and support our families, has pushed us to begin to question the integrity of the district and those elected to represent us. We have waited patiently for information and have been told time and again that we would be left whole in this transition, but that is not the case.

We need your assistance and appreciate consideration of our concerns.

Sincerely,

Nicole Donovan Shop Steward on behalf of the concerned members of Local 2700

RESOLUTION NO. 21-11

Attachment 6

RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION MAKING DETERMINATIONS AND APPROVING ANNEXATION OF THE EAST CONTRA COSTA FIRE PROTECTION DISTRICT TO THE CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT AND DISSOLVING THE EAST CONTRA COSTA FIRE PROTECTION DISTRICT

WHEREAS, on September 14, 2021 and on September 16, 2021, the Contra Costa County Fire Protection District (CCCFPD) and East Contra Costa Fire Protection District (ECCFPD), respectively, adopted substantially similar resolutions (CCCFPD Resolution No. 2021/8 [as amended by CCCFPD Resolution No. 2022/3] and ECCFPD Resolution No. 2021-32) to annex ECCFPD to CCCFPD, dissolve ECCFPD and name CCCFPD as successor agency pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“CKH Act”), Government Code (“GC”) §56000 et seq.; and

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

WHEREAS, in October 2021, CCCFPD submitted a “Plan for Services” and applications to LAFCO to expand its sphere of influence (SOI) to include ECCFPD territory (249± square miles), annex ECCFPD territory to CCCFPD, dissolve ECCFPD, and name CCCFPD as the successor agency; and

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

WHEREAS, the LAFCO Executive Officer reviewed the proposal, special study/municipal service review (MSR), and written comments, and on January 31, 2022, issued a Certificate of Filing deeming the application complete and setting the matter for hearing; and

WHEREAS, LAFCO’s 2009 and 2016 MSRs, along with the 2021 special study/MSR submitted with the LAFCO application, note that ECCFPD has experienced significant fiscal, service, and governance deficiencies and relies heavily on CCCFPD for mutual aid assistance; and

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

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

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

WHEREAS, a public hearing was held by the Commission on March 9, 2022; and at the hearing the Commission heard and received oral and written comments.

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

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

ANNEXATION OF EAST CONTRA COSTA FIRE PROTECTION DISTRICT TO CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT AND DISSOLUTION OF EAST CONTRA COSTA FIRE PROTECTION DISTRICT

5. ECCFPD was formed in 2002 and encompasses the cities of Brentwood and Oakley and unincorporated areas including Bethel Island, Byron, Discovery Bay, Knightsen and the Marsh Creek/Morgan Territory area. ECCFPD serves a population of 132,400 within 249± square miles. The boundaries of the affected territory are found to be definite and certain as approved and set forth in Exhibit A, attached hereto and made a part hereof.
6. In reviewing this proposal, the Commission has considered the factors specified in GC §56668.
7. The effective date of the boundary reorganization and dissolution shall be June 30, 2022.
8. This proposal is subject to a 30-day request for reconsideration period pursuant to GC §56895.
9. The subject territory is inhabited and is subject to a protest hearing to be conducted no less than 30 days following the Commission's approval of the proposal.
10. Following the Commission's approval and the 30-day reconsideration period, the Executive Officer will conduct a protest hearing pursuant to GC §57000 et seq.
11. Approval of the boundary reorganization and dissolution of ECCFPD is subject to the following terms and conditions pursuant to GC §§57450-57463 and §§56885-56890:
 - a. **Successor Agency.** Upon completion of the LAFCO proceedings and the recording of the LAFCO Certificate of Completion, CCCFPD, as successor agency to ECCFPD, shall function under and carry out all authorized duties and responsibilities assigned to a fire protection district as provided in the Health & Safety Code, Fire Protection District Law of 1987, Division 12, Part 2.7, Chapter 1 (§13800 et seq.). Except as provided in paragraph 11.d. below, all rights, responsibilities, and functions of ECCFPD will be transferred to CCCFPD as the successor agency to ECCFPD.
 - b. **Revenue Transfer.** Upon completion of the LAFCO proceedings and the recording of the LAFCO Certificate of Completion, CCCFPD shall levy, collect, track and administer all revenue, income, and previously authorized funds, charges, fees, assessments, and taxes currently in effect, levied, or collected by ECCFPD, including, but not limited to, property and other taxes, Measure H funds, previously authorized Byron Bethany Irrigation District

- funds, development impact fees, community facilities district fees, fire prevention fees, and redevelopment agency pass-thru agreements. These also include ECCFPD fees for recovery of fire protection, hazardous material emergency response and rescue service costs; and fees for the recovery of emergency medical first-responder service costs.
- c. **Transfer of Functions & Responsibilities.**
Upon the effective date of the boundary reorganization, the functions of ECCFPD will transfer to CCCFPD as the successor agency. All laws, ordinances, resolutions, rules and regulations, and policies and procedures that were enacted, adopted or passed by the CCCFPD Board of Directors prior to the boundary reorganization shall remain in effect after the boundary reorganization and shall apply in the territory of the former ECCFPD until superseded, amended, modified or repealed by the CCCFPD Board of Directors.
- d. **Transfer of Assets & Liabilities.**
As of the effective date of the boundary reorganization, CCCFPD shall have ownership, possession, and control of all assets and liabilities of ECCFPD, including but not limited to, equipment, licenses, land, records, papers, debts, pension/contractual/settlement agreements, other obligations, facilities, property, sources of income, cash, fund balances and other assets or property, real or personal, owned or leased by, connected with the administration of, or held for the benefit or use of ECCFPD, except that CCCFPD shall not assume any of ECCFPD's collective bargaining agreements, express or implied contracts for retiree health/OPEB for its active employees, or any other employment agreements with its active employees.
- e. **Successor Agency Revenue Sources.** CCCFPD, as successor agency, will continue to be financed through property taxes, benefit assessments, special assessments and taxes, fees and charges, and all other revenue currently in effect and being collected by CCCFPD and ECCFPD, including but not limited to those sources of ECCFPD revenue shown in Exhibit A. As successor agency, CCCFPD shall have full authority to impose, administer, and collect benefit assessments, special assessments, taxes, and fees and charges within the former ECCFPD territory.
- f. **Employees.** From and after the LAFCO effective date, all ECCFPD employees (i.e., suppression, public safety, prevention, administrative, other) of the dissolved ECCFPD shall become employees of CCCFPD.
- Upon the effective date of the boundary reorganization, all ECCFPD employees shall become employees of CCCFPD as successor agency without interruption in service or seniority, and with the compensation, seniority, and benefits applicable in CCCFPD. Said employees shall be retained in their respective or most closely equivalent capacities as determined by CCCFPD and shall be subject to the same terms and conditions of employment that govern similarly situated CCCFPD employees; provided however, that the successor agency may alter such terms and conditions of employment from time to time as provided by law.
- g. **Successor Agency Fire Chief.** The current CCCFPD Fire Chief shall continue to serve as Fire Chief of the reorganized district.
- h. **Oversight – Advisory Committee.** The total composition of the CCCFPD Board of Directors shall remain the same. Composition of the CCCFPD Advisory Commission shall be adjusted to ensure that at least one member of the advisory fire commission is a resident

- within the current ECCFPD service boundary until the existing three-station deficit in the ECCFPD service area is addressed and eliminated.
- i. **Service Demand.** CCCFPD will eliminate the current deficit of three fire stations within the ECCFPD service area and will strive to do so within six years after the effective date of the boundary reorganization and dissolution of ECCFPD. Thereafter, CCCFPD will build additional necessary fire stations as soon as practicable to meet the needs of the ECCFPD service area, based on development in the service area over the next 20 years.
- j. **Plan for Services.** Upon the effective date of the boundary reorganization, CCCFPD as the successor agency shall serve the dissolved ECCFPD service area territory through implementation of the Plan for Services until and unless it is determined by the CCCFPD Board of Directors that fiscal or service requirements justify changes to the Plan for Services. Within one year of LAFCO's approval of the boundary reorganization, CCCFPD shall provide LAFCO with a written update on how the Plan for Services included with the LAFCO application has been implemented.

* * * * *

PASSED AND ADOPTED THIS 9th day of March 2022 by the following vote:

AYES:

NOES:

ABSTENTIONS:

ABSENT:

ROB SCHRODER, CHAIR, CONTRA COSTA LAFCO

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

Dated: March 9, 2022

Lou Ann Texeira, Executive Officer

Exhibit A

Sources of revenue to be transferred from ECCFPD to the District upon completion of the LAFCO proceedings and recording the LAFCO Certificate of Completion, include, but are not limited to, the following:

- **Measure H Funds**
 - Each fire agency receives an allocation based on population served
- **Byron-Bethany Irrigation District**
- **CFD Summer Lakes (East Contra Costa Fire CFD)**
- **CFD Delta Coves (Diablo Water District CFD)**
- **Oakley Fire CFD (City of Oakley CFD)**
- **East Contra Costa CFD (District wide throughout Oakley, Brentwood and county areas for new development)**
- **Development Impact Fees (administrative agreement with each land use agency)**
- **RDA Pass Through Agreements**
- **First Responder Fees**
- **Fire Prevention Fees**
- **Outstanding Accounts Receivable**

Lou Ann Texeira

From: john granado <johngranado3@yahoo.com>
Sent: Tuesday, February 8, 2022 12:32 PM
To: Lou Ann Texeira
Subject: Fire consolidation

I do support the consolidation as a lifetime born and raised Brentwood resident we need a department with the full resources for all calls, as you know they should be able to go into a structure to fight the fire and not be on defense at every fire. Also our city/ area shouldn't have to be without coverage anytime !!! I have been a firefighter when it was EAST DIABLO FIRE and that was my way of helping my community but now days the guys are over worked and under paid for the job they do for EAST CONTRA COSTA FIRE. Please approve it for all of us it's time and much needed, thanks for your time John G.

Sent from my iPhone

Lou Ann Texeira

From: mesloan1@aol.com
Sent: Friday, February 11, 2022 6:30 AM
To: Lou Ann Texeira
Subject: Contra Costa County Fire District Consolidation

Please add my name to list of those requesting LAFCO support the consolidation of the Contra Costa County Fire Protection District with the East Contra Costa Fire Protection District.

We have been without adequate fire protection and emergency services for far too long in East Contra Costa County.

Michael Sloan
1109 Jonagold Way
Brentwood, CA 94513



CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT

February 25, 2022

Contra Costa LAFCO
Rob Schroder, Chair
40 Muir Rd., 1st Floor
Martinez, CA 94553

Re: Clarifying Amendments to Annexation Resolutions and Related Matters

Dear Mr. Schroder,

At the February 9, 2022 meeting, LAFCO's Board of Directors agreed to continue consideration of the annexation of the East Contra Costa Fire Protection District (the "ECCFPD") into the Contra Costa County Fire Protection District (the "District") to provide time for the District to clarify its resolution of application for annexation (the "Annexation Resolution"). By this letter, the District respectfully submits District Resolution 2022/3, which clarifies its original resolution (District Resolution 2021/8) requesting that LAFCO initiate proceedings for the dissolution of the ECCFPD and subsequent annexation of those territories into the District.

The District also hereby submits suggested changes to LAFCO's proposed Resolution Making Determinations and Approving Annexation of East Contra Costa Fire Protection District to Contra Costa County Fire Protection District and Dissolving East Contra Costa Fire Protection District (the "Proposed Resolution of Annexation"). Finally, the District takes this opportunity to respond to certain matters that may be raised by the annexation.

Amendments to the District's Resolution of Application for Annexation

The District has made two clarifying amendments to the Annexation Resolution regarding successor agency employment-related obligations and revenue transfer. First, the paragraph of the Annexation Resolution concerning successor agency obligations has been amended to ensure consistency with the District Board of Directors' ongoing position that the same terms and conditions of employment will apply to the transferring ECCFPD employees as to similarly situated District employees. The amendment avoids a situation where the transitioning employees are potentially subject to different contracts and employment terms than similarly situated employees in the same classifications and the resultant confusion and uncertainty this would cause. Specifically, the amendment clarifies that the District will not assume ECCFPD's collective bargaining agreements, implied or express agreements between ECCFPD and its current employees for retiree health/OPEB, and other employment contracts between ECCFPD and its current employees. For example, the amendments make clear that the District will not assume ECCFPD's employment agreement with its Fire Chief.

Second, the paragraph of Annexation Resolution relating to the revenue transfer has been revised to remove an incorrect legal citation to the Revenue and Taxation Code, seemingly requiring

entering into a property tax exchange agreement. LAFCO's Executive Officer has advised that the process set forth in the citation is not applicable to the annexation.

Suggested Revisions to LAFCO's Proposed Resolution of Annexation

Concerning the effective date of the boundary organization and dissolution, the District requests that the effective date be set for June 30, 2022. For that reason, and in accordance with Government Code section 57202, the District has made a suggested revision to paragraph 6 of LAFCO's Resolution of Annexation to replace the date of filing of LAFCO's Certificate of Completion with June 30, 2022, as the effective date.

With respect to the assumption of employment-related contracts, the suggested revisions to LAFCO's Proposed Resolution of Annexation mirror the amendments made to the District's resolution. In particular, the suggested revisions clarify that the District would not assume ECCFPD's collective bargaining agreements, implied or express agreements between ECCFPD and its current employees for retiree health/OPEB, and other employment contracts between ECCFPD and its current employees. (See LAFCO Proposed Resolution of Annexation ¶ 11(d).) These proposed changes would reflect that the same terms and conditions of employment will apply to employees transitioning from ECCFPD as to similarly situated District employees. (See LAFCO Proposed Resolution of Annexation ¶ 11(f).)

Under the paragraph concerning the District's liabilities and assets, the District suggests revisions to reflect additional classes of liabilities and assets that are being transferred through the annexation. (See LAFCO Proposed Resolution of Annexation ¶ 11(d).) A change is recommended to the paragraph in LAFCO's Proposed Resolution of Annexation that lists revenue types that will be transferred to the District. For purposes of transparency, the District recommends amending the resolution to include a non-exclusive list of anticipated sources of revenue, identifying many of the significant revenue sources. (See LAFCO Proposed Resolution ¶ 11(e) and Exhibit A.)

Additionally, the District recommends revisions to the paragraph concerning service demands. As currently drafted, the paragraph states that the District "will eliminate the current deficit of three fire stations within the ECCFPD service area and will strive to do so within six years after the effective date of the boundary reorganization and dissolution of ECCFPD." (See LAFCO Proposed Resolution of Annexation ¶ 11(i).) Because the District needs flexibility to decide how and where to best use its resources, the District recommends that language be revised to state that the District "will strive to eliminate the current deficit of three fire stations within the ECCFPD service area within six years after the effective date of the boundary reorganization and dissolution of ECCFPD. Thereafter, fire stations will be constructed as soon as practicable to meet the needs of the CCCFPD service area, inclusive of the dissolved ECCFPD service area, based on development in the service area over the next 20 years."

Additional Matters Relating to the Annexation

The District also takes this opportunity to address certain issues as it moves forward. Importantly, the District recognizes that it must have flexibility to manage its services following the annexation. For this reason, LAFCO's Draft Resolution properly provides the District with the ability to amend the Plan for Service if needed for "fiscal or service requirements." (See LAFCO Proposed Resolution ¶ 11(j).) Because unanticipated circumstances undoubtedly will arise, the District

should not be constrained by language that limits its ability to amend the Plan for Service in the event of such circumstances. LAFCO's Proposed Resolution correctly recognizes that circumstances justifying changes to the Plan for Service cannot be defined at this time because any such language would be based on predictions, rather than facts.

To the extent that a suggestion is made that LAFCO should require the District to report to LAFCO on its implementation of the Service Plan following annexation or otherwise oversee the District's progress in doing so, such monitoring is not a proper condition of annexation because it would require LAFCO to act beyond its authority. LAFCO's powers are enumerated by statute, and its statutory powers do not include the continued monitoring of a successor agency following an annexation. (See Gov. Code, § 56375 *et seq.*)

Finally, with respect to any remaining employment-related issues, negotiations are ongoing.

We thank you for your attention to these matters.

Respectfully,

A handwritten signature in black ink, appearing to read "L. T. Broschard III", with a stylized flourish at the end.

Lewis T. Broschard III
Fire Chief

Attachments

cc: Board of Supervisors
Monica Nino, County Administrator
Mary Ann Mason, County Counsel
Lou Ann Texeira, LAFCO Executive Officer

CITY COUNCIL
Randy Pope, Mayor
Aaron Meadows, Vice Mayor
Anissa Williams
George Fuller
Sue Higgins



CITY HALL
3231 Main Street
Oakley, CA 94561
925.625.7000 tel
925.625.9859 fax
www.ci.oakley.ca.us

March 2, 2022

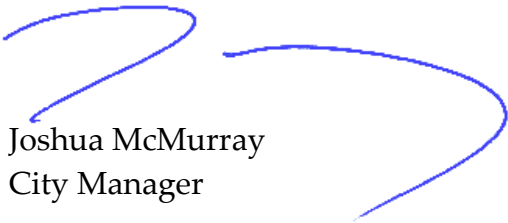
Contra Costa County LAFCO
40 Muir Rd 1st Fl
Martinez CA 94553

RE: Support for the Annexation of the East Contra Costa Fire Protection District to the Contra Costa County Fire Protection District

Dear Contra Costa County LAFCO Board,

I write this letter to express my strong support of the annexation of the East Contra Costa Fire Protection District (ECCFPD) to the Contra Costa County Fire Protection District (CCCFPD) and Dissolution of the ECCFPD. Our current fire station infrastructure is inadequate to serve our City and the larger population of the existing ECCFPD boundary. The City has long supported the consolidation effort and based on the analysis conducted by AP Triton, LLC, the annexation will increase both the effectiveness and efficiency of the service delivery system in far East Contra Costa County. These benefits will not only affect the residents and business owners of Oakley in a positive way, but will positively impact all of far East Contra Costa County.

Sincerely,

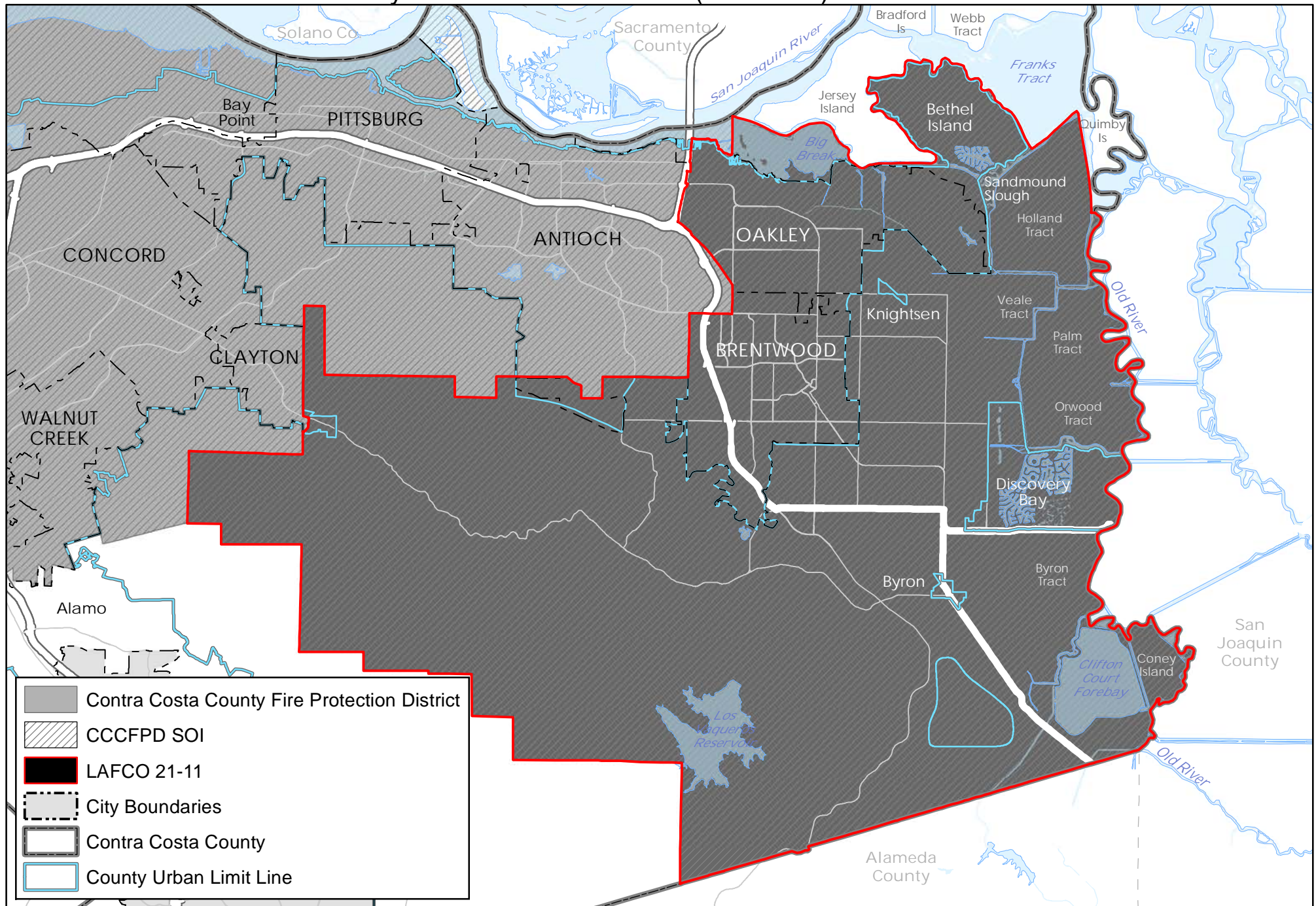


Joshua McMurray
City Manager

CC: Lou Ann Texeira, LAFCO Executive Officer
Board of Directors, Contra Costa County Fire Protection District
Monica Nino, County Administrator
Lewis Broschard, Fire Chief, Contra Costa County Fire Protection District
Brian Helmick, Fire Chief, East Contra Costa Fire Protection District

LAFCO 21-11: Annexation of East Contra Costa Fire Protection District (ECCFPD) to Contra Costa County Fire Protection District (CCCFPD) and Dissolution of ECCFPD

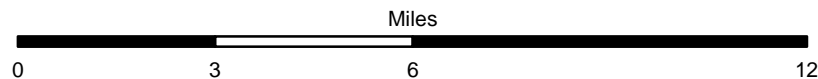
Exhibit A



- Contra Costa County Fire Protection District
- CCCFPD SOI
- LAFCO 21-11
- City Boundaries
- Contra Costa County
- County Urban Limit Line

Map created 01/05/2022
by Contra Costa County Department of
Conservation and Development, GIS Group
30 Muir Road, Martinez, CA 94553
37:59:41.791N 122:07:03.756W

This map or dataset was created by the Contra Costa County Department of Conservation and Development 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.



Factors for Consideration (California Government Code §56668)

FACTOR	COMMENTS
(a) Population and population density; land area and land use; per capita assessed valuation; topography, natural boundaries, and drainage basins; proximity to other populated areas; the likelihood of significant growth in the area, and in adjacent incorporated and unincorporated areas, during the next 10 years.	The subject area includes the Contra Costa County Fire Protection District (CCCFPD) comprising 306± square miles with a population of 628,200 and the East Contra Costa Fire Protection District (ECCFPD) comprising 249± square miles with a population of 132,400. The subject areas include a range of land uses, topography, and incorporated and unincorporated areas. Within the subject areas there is potential for growth within the next 10 years. No changes in land use will result from the boundary reorganization.
(b) The need for organized community services; the present cost and adequacy of governmental services and controls in the area; probable future needs for those services and controls; probable effect of the proposed incorporation, formation, annexation, or exclusion and of alternative courses of action on the cost and adequacy of services and controls in the area and adjacent areas. "Services," as used in this subdivision, refers to governmental services whether or not the services are services which would be provided by local agencies subject to this division, and includes the public facilities necessary to provide those services.	There is an ongoing and future need for fire protection and emergency medical services (EMS) within the subject area. LAFCO Municipal Service Reviews identified significant governance, service, and fiscal issues for ECCFPD, along with governance structure options for ECCFPD, including dissolution of ECCFPD and annexation to CCCFPD. Annexation of ECCFPD to CCCFPD will enhance the provision of sustainable, cost-effective fire protection services and EMS in East Contra Costa County. As proposed, there is adequate funding to support the boundary reorganization.
(c) The effect of the proposed action and of alternative actions, on adjacent areas, on mutual social and economic interests, and on the local governmental structure of the county.	The boundary reorganization promotes service and governance efficiency and is expected to improve the provision of fire protection services and EMS in East Contra Costa County. The boundary reorganization proposes no additional costs to residents.
(d) The conformity of both the proposal and its anticipated effects with both the adopted commission policies on providing planned, orderly, efficient patterns of urban development, and the policies and priorities in Section 56377. <i>(Note: Section 56377 encourages preservation of agricultural and open space lands)</i>	The subject area includes a range of land uses. The boundary reorganization will have no direct effect on development or on policies and priorities in Section 56377.
(f) The definiteness and certainty of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment or ownership, the creation of islands or corridors of unincorporated territory, and other similar matters affecting the proposed boundaries.	The subject area has specific boundary lines that are certain and identifiable.
(h) The proposal's consistency with city or county general and specific plans.	The boundary reorganization will have no effect on the city or county General Plans.
(i) The sphere of influence (SOI) of any local agency which may be applicable to the proposal being reviewed.	The CCCFPD SOI was amended to facilitate the boundary reorganization.

FACTOR	COMMENTS
(j) The comments of any affected local agency or other public agency.	CCCYPD and ECCYPD initiated the boundary reorganization. As of this writing, no comments from affected local agencies or other public agencies were received.
(k) The ability of the newly formed or receiving entity to provide the services which are the subject of the application to the area, including the sufficiency of revenues for those services following the proposed boundary change.	CCCYPD, as the receiving entity, has adequate capacity and funding to extend fire protection services and EMS to the ECCYPD area. The annexation study shows benefits with the boundary reorganization.
(n) Any information or comments from the landowner or owners, voters, or residents of the affected territory.	On January 12, 2022, LAFCO received letters from two labor representatives – <i>Council 57 – AFSCME</i> and <i>Local 2700 of AFSCME</i> Council 57 expressing concerns with the transition of four administrative positions from ECCYPD to CCCYPD and potentially significant pay cuts.
(o) Any information relating to existing land use designations.	There are numerous land use designations in the subject area per the County and cities' General Plans. No changes to the present or planned land uses in the subject area will result from this boundary reorganization.
(p) The extent to which the proposal will promote environmental justice. As used in this subdivision, "environmental justice" means the fair treatment and meaningful involvement of people of all races, cultures, incomes, and national origins, with respect to the location of public facilities and the provision of public services, to ensure a healthy environment for all people such that the effects of pollution are not disproportionately borne by any particular populations or communities.	The boundary reorganization will have no negative effect on environmental justice or the fair treatment of people of all races, cultures and incomes. There are several disadvantaged communities within the ECCYPD service area (i.e., Bethel Island, portions of Brentwood and Oakley). Fire protection and emergency medical services are expected to improve following the boundary reorganization.
(q) Local hazard mitigation plan	There are very high fire hazard zones with the subject areas. The boundary reorganization will improve response to these areas.
56668.5. The commission may, but is not required to, consider the regional growth goals and policies established by a collaboration of elected officials only, formally representing their local jurisdictions in an official capacity on a regional or subregional basis. This section does not grant any new powers or authority to the commission or any other body to establish regional growth goals and policies independent of the powers granted by other laws.	The boundary reorganization will not affect or be affected by Plan Bay Area, in that the Plan focuses on Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs); and the affected territory is neither.

Note:

Subsections (e) effect of proposal on agricultural land; (g) - regional transportation plan; (l) water supplies; and (m) achieving respective fair shares of regional housing needs and are not applicable to this proposal.

Table C – Before & After Boundary Reorganization
Exhibit C

Type	Current	Proposed	Change
Governance	Two Boards of Directors <u>CCCYPD</u> 5 Board members <u>ECCYPD</u> 5 Board members	One Board of Directors <u>Successor Agency/CCCYPD</u> 5 Board members	Reduction in Board Members Change from two separate Boards to one Board
Level of Service	Separate ISO Ratings <u>CCCYPD</u> ISO PPC® rating of 3/8 <u>ECCYPD</u> ISO PPC® rating of 4/9	Comprehensive ISO Rating <u>Successor Agency/CCCYPD</u> TBD	Change in Level of Service Change in Level of Service unknown at this time
Fire Chief	Two Fire Chiefs <u>CCCYPD</u> One Fire Chief <u>ECCYPD</u> One Fire Chief	One Fire Chief <u>Successor Agency/CCCYPD</u>	Reduction in Fire Chiefs Change from two Fire Chiefs to one Fire Chief
Employees	Two Personnel Departments <u>CCCYPD</u> 355 Active Employees <u>ECCYPD</u> 47 Active Employees	One Personnel Department <u>Successor Agency/CCCYPD</u> 402 Active Employees	No change in Operations Admin/Support Staff All personnel of ECCYPD will become employees of Successor Agency/CCCYPD
Pension Benefits	Existing Pension Plan <u>CCCYPD</u> CCCERA <u>ECCYPD</u> CCCERA	Existing Pension Plan <u>Successor Agency/CCCYPD</u> CCCERA	No change to Existing Pension Plans The existing pension plans under CCCERA will be transferred to the successor agency/CCCYPD
Fire Stations & Equipment	Two Inventory Lists <u>CCCYPD</u> 30 fire stations (26 staffed) <u>ECCYPD</u> 6 fire stations (3 staffed)	One Inventory List <u>Successor Agency/CCCYPD</u> 36 fire stations (29 staffed)	No Immediate Changes to Existing Stations or Equipment All apparatus, facilities, and buildings will be transferred over to the successor agency/CCCYPD
Assets & Liabilities Revenues & Expenditures	Two Budgets <u>CCCYPD – FY 2020-21</u> Total Assets = \$118,361,000 Total Liabilities = \$15,431,000 Fund Balance = \$45,600,000 Total Revenue = \$157,800,000 Total Expenses = \$151,200,000 <u>ECCYPD – FY 2019-20</u> Total Assets - \$32,086,040 Total Liabilities - \$23,567,397 Total Revenues = \$19,833,164 Total Expenses = \$19,797,543	One Budget <u>Successor Agency/CCCYPD</u>	Consolidated Budget Change from two separate budgets to one budget with potential cost savings due to economies of scale All existing ECCYPD revenue will be transferred to the successor agency/CCCYPD