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*Executive Officer*

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June 11, 2014 (Agenda)

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

**Requests for Proposals – Second Round Fire/Emergency Medical Services (EMS)  
 Municipal Service Review (MSR) and Sphere of Influence (SOI) Updates**

Dear Commissioners:

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires that every five years, as necessary, LAFCO review and update the SOI of each local agency. As part of the SOI update, LAFCO must prepare a corresponding MSR to evaluate projected growth/population; financial ability of the agencies to provide services; status of, and opportunities for, shared services; present and planned capacity of public facilities and adequacy of public services, infrastructure needs and deficiencies; characteristics and service needs of disadvantaged unincorporated communities (DUCs); and any other issues related to the effective and/or efficient delivery of municipal services as determined by the Commission.

In April 2013, Contra Costa LAFCO completed its inaugural MSR cycle and the comprehensive review of all 19 cities and 75 special districts and corresponding SOI updates for most agencies.

In accordance with the CKH Act, LAFCO has initiated its second round MSR/SOI updates. The second round MSR/SOI updates were previously discussed with the Commission in March 2014, as part of the proposed budget, and in April 2013, in conjunction with the Commission’s strategic planning session.

The second round MSR/SOI updates began with a countywide review of water/wastewater services. This MSR report and required determinations were adopted on May 14, 2014, along with SOI updates for five of the local agencies covered in the MSR report; completion of the remaining SOI updates is scheduled for June 11, 2014.

The next service to undergo a second round MSR is EMS/fire service. The Commission previously suggested reviewing fire/EMS services following completion of the County studies on the Contra Costa County Fire Protection District (CCCFPD) and EMS. The County recently completed its CCCFPD study, and is expected to complete the EMS study in June 2014.

**Requests for Proposals** - Contra Costa LAFCO has relied primarily on professional consultants to prepare its MSRs, with a limited number of agency-specific MSRs prepared by LAFCO staff. Given the technical nature of EMS/fire services, it is recommended that LAFCO utilize professional consulting services for this MSR.

LAFCO staff has prepared the enclosed Request for Proposals (RFP) and draft Scope of Services for the Commission's review. The RFP calls for qualified consultants to prepare the MSR and SOI updates (as needed) for fire/EMS services. Under the direction of the LAFCO Executive Officer, the consultant will perform services as outlined in the attached RFP and draft Scope of Service.

**Proposed Selection Process** - In accordance with our previous MSRs, LAFCO staff proposes to establish a selection committee to help review and screen the written proposals, conduct the interviews, and make a recommendation. The selection committee will be composed of LAFCO and municipal service professionals.

The review of proposals will include an assessment of written proposals, followed by interviews with the most qualified firms. Written proposals will be evaluated based on various criteria including, but not limited to, experience and qualifications of the firm, understanding of the required tasks, approach to conducting MSRs/SOI updates, experience and familiarity with LAFCO, qualifications of personnel who would be assigned to work with the Contra Costa LAFCO, and cost.

Following an assessment of the written proposals, the most qualified candidates will be invited to participate in an interview. Following the interviews, a summary of proposals and a recommendation will be presented to the Commission in accordance with the proposed timeline as shown in the RFP.

Staff has compiled a list of potential bidders. A notice regarding the RFP will be sent to these firms. In addition, the RFP will be posted on the Contra Costa LAFCO, CALAFCO and California Special Districts Association (CSDA) websites.

#### **FINANCING:**

Adequate funding is included in the FY 2014-15 budget to cover the anticipated costs associated with the MSR/SOI updates.

#### **RECOMMENDATIONS:**

1. Authorize the circulation of the Requests for Proposal for the Fire/EMS MSR and SOI updates;  
and
2. Direct staff to return to the Commission with a recommended contract award in accordance with the proposed timeline.

Sincerely,

LOU ANN TEXEIRA  
EXECUTIVE OFFICER

#### Attachments

1. Request for Proposals – Second Round Fire/EMS MSR/SOI Updates
2. Draft Scope of Services – Second Round Fire/EMS MSR/SOI Updates

# **REQUEST FOR PROPOSALS FOR COUNTYWIDE SECOND ROUND FIRE & EMERGENCY MEDICAL SERVICES (EMS) MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE UPDATES**

The Contra Costa Local Agency Formation Commission (LAFCO) is soliciting proposals from qualified consultants to prepare a countywide second round municipal service review and sphere of influence updates of providers of EMS and fire services in Contra Costa County.

# **REQUEST FOR PROPOSALS**

## **Second Round EMS/Fire Services**

### **Municipal Service Review/Sphere of Influence Updates**

#### **I. Objective**

The Contra Costa Local Agency Formation Commission (LAFCO) completed a Municipal Services Review (MSR) covering EMS and fire services in Contra Costa County in 2009. Based on the requirement in the California Government Code that MSRs be conducted in conjunction with sphere of influence (SOI) updates every five years as necessary, Contra Costa LAFCO is now seeking proposals from professional consulting firms to prepare the second round MSR covering EMS/fire service providers in the County, along with corresponding SOI updates (districts only) as needed.

In addition to reviewing the 12 public agencies identified in the Scope of Services (attached), the MSR will also include general information regarding other service providers (e.g., private, regional, state, federal) as related to the overall provision of EMS, dispatch and fire services.

This MSR is to be conducted by a professional consulting firm under the direction of the LAFCO Executive Officer. The work is to be performed in accordance with applicable California Government Code provisions and Contra Costa LAFCO policies and procedures.

The MSR is intended to serve as a tool to help LAFCO, local agencies and the public better understand the municipal service structure; to facilitate dialog among the various service providers with the objective of coordinating, collaborating and enhancing services and efficiencies; and to provide information to support LAFCO actions, including SOI updates and potential boundary and/or governance changes. While LAFCO is not required to initiate these changes based on MSRs, local agencies, LAFCO or others may use the MSR, together with additional analysis where necessary, to pursue boundary and/or governance changes.

#### **II. About Contra Costa County**

Contra Costa County is adjacent to Alameda, San Joaquin, Sacramento and Solano counties. The County covers an 805± square miles, of which 732± square miles are land; and contains a diverse social and physical environment, with many urban and suburban areas in the western and central areas, and agricultural areas in the eastern region.

The County is composed of three distinct areas: West County, Central County and East County. There are 19 cities and approximately 75 special districts. The County's population exceeds one million, representing the ninth largest county in the State. Approximately 16% of residents live in the unincorporated areas.

Contra Costa County voters approved an urban limit line which limits urban development in the County to no more than 35% percent of the land in the County. At least 65% of all land in the county shall be preserved for agriculture, open space, wetlands, parks and other nonurban uses.

#### **III. Background**

In 1963, the State Legislature created LAFCOs to help direct and coordinate California's growth in a logical, efficient and orderly manner. Each of the 58 counties in California has a LAFCO. LAFCOs are charged with discouraging urban sprawl, encouraging orderly boundaries and

formation of local agencies, preserving agricultural lands and open space, and regulating the extension of services outside jurisdictional boundaries.

In 2001, pursuant to the enactment of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“CKH Act”; Government Code §56000 et seq.), LAFCO acquired responsibility for preparing MSR. On or before January 1, 2008, and every five years thereafter, LAFCO shall, as necessary, review and update the SOI for each local agency. In conjunction with the SOI updates, LAFCO shall prepare corresponding MSR.

Contra Costa LAFCO is responsible for reviewing and updating SOIs for 94 local agencies in Contra Costa County (19 cities and 75 special districts). In 2013, Contra Costa LAFCO completed its inaugural MSR cycle, and embarked on its second round reviews. In May 2014, LAFCO completed a second round MSR covering water/wastewater services; the EMS/fire MSR will be the second MSR in the round two cycle.

Contra Costa LAFCO completed a comprehensive MSR covering EMS/fire services in 2009, (prepared by Burr Consulting). The information contained in the 2009 MSR will be useful in preparing the second round MSR. The consultant selected to prepare the second round EMS/fire MSR should become familiar with the 2009 MSR.

Also, Contra Costa County recently completed two separate studies – one covering EMS and a second covering the Contra Costa County Fire Protection District. Each study had a separate focus and scope of work supported by two distinct consultant teams (Fitch & Associates). Both studies are available on the County’s website and through the LAFCO office. These studies provide important information and potential changes to EMS and fire services in Contra Costa County; we encourage the selected consultant to review these studies.

#### **IV. Scope of Services**

A draft scope of services is enclosed with this RFP (Attachment 1). A final scope of services will be negotiated with the firm selected to conduct the MSR and will be included as part of the professional services agreement.

#### **V. Budget**

LAFCO has limited resources to devote to the many MSR to be conducted over the next few years. Proposals which demonstrate that the final product will meet the requirements of the CKH Act and provide useful information in a concise format at the lowest cost will be looked upon most favorably. A final budget amount for this project will be negotiated with the firm selected for the work prior to an agreement.

#### **VI. Schedule**

The timeline will be negotiated with the firm selected to conduct this review, and will be included with the professional services agreement to be approved by LAFCO.

#### **VII. Proposal Requirements**

Responses to this RFP must include all of the following:

1. A statement about the firm that describes history, as well as the competencies and resumes of the principal and all professionals who will be involved in the work. This statement should address the following:

### ***General Expertise***

- Familiarity with the CKH Act, the role and functions of LAFCO, and the MSR process
- Understanding of how municipal services are financed and delivered
- Experience in governmental organization analysis, including performance measurement and evaluation
- Ability to analyze and present information in an organized format
- Ability to interpret varied budget and planning documents
- Ability to facilitate and synthesize input from stakeholders
- Familiarity with public input processes and experience presenting and disseminating public information for review and comment in a public setting
- Experience in fostering multi-agency partnerships and cooperative problem-solving
- Ability to provide flexible and creative alternatives where necessary to resolve service and policy issues
- Ability to work cooperatively with divergent interests

### ***EMS and Fire Service Expertise***

- Solid understanding of how EMS and fire services are delivered and financed
  - Experience with operational aspects of EMS and fire services provision in California (city fire departments, fire districts, volunteer fire companies, state fire services)
  - Knowledge of emergency response standard operating procedures, training standards, response time criteria and performance, standards of coverage, fire code and plan check review, facilities and equipment, labor and related issues
  - Experience in the financial analysis of EMS and fire service delivery systems, including workers compensation, pension, financial constraints and liabilities, cost avoidance and other cost-saving opportunities
  - Knowledge of EMS and fire protection service organization analysis, including evaluating government structure options (e.g., consolidation, reorganization) and related advantages and disadvantages of these options
  - Experience in evaluating EMS and fire protection delivery systems, including performance measurements and benchmarking
2. Identification of the lead professional responsible for the project and identification of the professional(s) who will be performing the day-to-day work.
  3. Identification of any sub-consulting firms who will be involved. If sub-consultant firms are proposed, describe the work they will perform and include the same information for each sub-consultant as required for items 1 and 2 above.
  4. Description of similar or related experience accomplished in the last three years and references for each such project, including the contact name, address and telephone number.
  5. Description of the anticipated approach for this project, explicitly discussing and identifying any suggested changes to the Scope of Services (Attachment 1).

6. Description of how you would utilize information from the first round MSR to avoid duplication of effort; and based on the first round MSR, what you anticipate to be the critical areas to explore in the second round MSR.
7. Disclosure of potential conflicts of interest with local agencies in Contra Costa County.
8. Identification of any information, materials and/ or work assistance required from the Contra Costa LAFCO and/or subject agencies to complete the project. LAFCO staff will complete some preliminary data collection and follow-ups/status reports on issues identified in the 2009 MSR. This information will be provided to the selected consulting firm for use in preparing the second round MSR. The expectation is that the consultant will use this information and all available data sources (i.e., laws/statutes; local agency planning, financial and environmental documents, policies/procedures; LAFCO reports/documents; regional/Census/demographic information; customer surveys, comments, etc.) to develop/update information for the second round MSR report in an effort to minimize the workload for the subject agencies.
9. Provide a preliminary project schedule showing start and ending times for each work task, and indicate strategies for adhering to the schedule.
10. Include information about the availability of all the professionals who will be involved in the work, including associate consultants.
11. Provide the anticipated project cost, including:
  - a. A not-to-exceed total budget amount.
  - b. The cost for each major sub-task identified in the draft scope of services.
  - c. The hourly rates for each person who will be involved in the work, including the rates for any associate consultants.
12. Include comments about the draft scope of services, ability of the firm to meet the insurance requirements, and other comments or questions.

### **VIII. Non-Discrimination & Equal Opportunity**

It is the desire of the Contra Costa LAFCO to provide Minority-/Women-Owned, Local Small and Emerging Business Enterprises, and all other business enterprises an equal opportunity to participate in the performance of all contracts, subcontracts, and other LAFCO business activities. The Contra Costa LAFCO is an equal opportunity employer.

### **IX. Conflict of Interest**

Proposers warrant and covenant that no official or employee of the Contra Costa LAFCO, nor any business entity in which an official of the Contra Costa LAFCO has an interest, has been employed or retained to solicit or aid in the procuring of the resulting contract, nor that any such person will be employed in the performance of such contract without immediate divulgence of such fact to the Contra Costa LAFCO. Proposers will notify LAFCO of any potential conflict of interest regarding other work or third party contracts.

### **X. Insurance Requirements**

The successful proposer shall be required to maintain throughout the term of the contract, and for a minimum of six months following completion by Consultant and acceptance by LAFCO of all services under the contract, the following insurance coverage:

- 1) *comprehensive general liability insurance*, with a minimum combined single limit coverage of \$1,000,000 per occurrence for all damages, including consequential damages, due to bodily injury, sickness or disease, or death to any person or damage to or destruction of property, including the loss of use thereof, arising from each occurrence;
- 2) *personal automobile liability insurance* for owned, non-owned and hired automobiles, with a minimum combined single limit coverage of \$500,000 per occurrence;
- 3) *employer's liability insurance*, with minimum coverage of \$100,000 per employee;
- 4) *professional liability insurance*, with minimum coverage of \$1,000,000 per claim and \$1,000,000 aggregate; and
- 5) *workers' compensation insurance* coverage for its employees at statutory limits.

### **Additional Insured Endorsement**

The comprehensive general liability insurance policy will be endorsed to include LAFCO and its officers and employees as additional insureds as to all services performed by Consultant under the contract. Said policies will constitute primary insurance as to LAFCO and its officers and employees, so that other insurance policies held by LAFCO or its self-insurance program(s) will not be required to contribute to any loss covered under Consultant's insurance policy or policies unless otherwise noted in the contract.

Evidence of Insurance - Before commencing any operations under the contract, the successful proposer shall furnish the Contra Costa LAFCO with a Certificate of Insurance and copies of all applicable endorsements evidencing compliance with the above insurance requirements and that such insurance will not be canceled or materially changed without 30 days advance written notice.

Duration of Insurance Coverage - All required insurance coverages shall be maintained during the entire term of the contract. Insurance coverage written on a claims-made basis shall be maintained during the entire term of the contract and further until at least six month(s) following termination and acceptance of all work under the contract, with the retroactive date of said insurance concurrent with the commencement of activities pursuant to this contract.

All required insurance shall be placed with insurers with a current A.M. Best's rating of no less than A: VII or equivalent, and with deductible amounts acceptable to the Contra Costa LAFCO.

### **XI. Proposal Submittal**

- One reproducible, unbound copy and one electronic copy (disk) of the proposal shall be received no later than 4:00 p.m., on Friday, July 11, 2014, at the Contra Costa LAFCO office, located at 651 Pine Street, Sixth Floor, Martinez, CA 94553 Attn: Executive Officer. No faxed or e-mailed proposals will be accepted. Proposals received after the deadline will not be considered. If delivery is to be in person, please call the LAFCO office at (925) 335-1094 to arrange a delivery time.
- Each proposal shall be submitted in a sealed envelope and clearly marked with the title of the RFP.
- All proposals will become property of the Contra Costa LAFCO.
- Cost of preparation of proposals shall be borne by the proposers.
- Proposals shall be signed by an authorized employee or officer in order to receive consideration.



- Contra Costa LAFCO is not responsible for proposals delivered to a person/location other than that specified herein.

## **XII. Selection Process**

Based on relevant work experience, completeness of the responses, budget and the overall project approach identified in the written proposals received, the most qualified firms will be invited, at their expense, for an interview with a selection committee. Interviews are tentatively scheduled the week of July 28, 2014.

Final selection of the consultant will be based upon the evaluation of both the written and oral responses. Following interviews, the most qualified firm will be selected and a recommended agreement including budget, timeline and a final service agreement will be negotiated. The successful firm will enter into a contract to be awarded by Contra Costa LAFCO. Action by LAFCO on a recommended agreement is tentatively scheduled for Wednesday, August 13, 2014.

The selection committee will use the criteria listed below to evaluate the proposals. At the discretion of the selection committee, additional information may be requested to clarify and explain proposals.

- *Applicability of overall experience and qualifications relating to required services.* Consultant shall have experience preparing LAFCO MSR and SOI updates, and the general and technical expertise as described in Section VI above.
- *Evaluation of the scope of services, examining in particular any special techniques, approaches, ideas, and insights to be used in performing the services, along with additional consideration of how previous experiences may contribute to the proposer's ability to carry out the services.* Consultant shall possess the ability to initiate, develop and carry out effective strategies in preparing the MSR/SOI updates in accordance with State law and LAFCO requirements.
- *Evaluation of quality and comparability of previous service contracts/employment agreements on which the proposer was the sole or lead consultant.* Successful MSR experience with LAFCOs of similar size and scope to Contra Costa LAFCO within the last five (5) years. Successful experience is defined as that which was completed to the satisfaction of the client, on time and within budget.
- *Evaluation of background, general experience, knowledge, and special capabilities or qualities brought to the project by the consultant.* Consultant shall possess all permits, licenses and professional credentials necessary to perform the required services.
- *Cost.* LAFCO has limited resources to devote to the many MSRs to be conducted over the next few years. Proposals that demonstrate that the final product will meet the requirements of the CKH Act and provide useful information in a concise format at the lowest cost will be looked upon favorably. A final budget will be negotiated with the selected firm.

Other Provisions: Contra Costa LAFCO reserves the right to award a contract to the firm(s) or individual(s) that presents the proposal which, in the sole judgment of Contra Costa LAFCO, best accomplishes the desired results. Contra Costa LAFCO reserves the right to reject any or all proposals, to waive minor irregularities in said proposals, or to negotiate deviations with the successful firm. After the award of the contract, the Contra Costa LAFCO may revise the work program to meet budget constraints.

### **XIII. Tentative Schedule**

The tentative schedule associated with the circulation of the RFP and submission of proposal is as follows:

<b>DATE</b>	<b>TASK</b>
<b>June 11, 2014</b>	Commission to Review/Approve RFP and Selection Process
<b>June 13, 2014</b>	Issue RFP
<b>July 11, 2014</b>	Proposals Due
<b>July 14-25, 2014</b>	Review of Written Proposals by Selection Committee
<b>July 28-31, 2014</b>	Interviews of Selected Proposers
<b>August 13, 2014</b>	Committee Recommendation to LAFCO; award of contract by LAFCO
<b>September 1, 2014</b>	Consultant Begins Work

### **XIV. LAFCO Contact**

Lou Ann Texeira, Executive Officer  
Contra Costa LAFCO  
651 Pine Street, Sixth Floor  
Martinez, CA 94553

Voice: (925) 335-1094  
Fax: (925) 335-1031  
Email: [LTexe@lafco.cccounty.us](mailto:LTexe@lafco.cccounty.us)

### **XV. Attachments**

1. Scope of Services (Attachment 1)

### **XVI. Reference Information**

For general information about LAFCOs, visit the CALAFCO website: [www.calafco.org](http://www.calafco.org)

For information about Contra Costa LAFCO along with previously completed MSRs, please visit our website: [www.contracostalafco.org](http://www.contracostalafco.org)

**Attachment 1**  
**REQUEST FOR PROPOSALS**

**Countywide Second Round**  
**Fire and Emergency Medical Services Municipal Service Review**

**SCOPE OF SERVICES**

Contra Costa LAFCO will conduct a second round municipal service review (MSR) of fire protection and Emergency Medical Services (EMS) in Contra Costa County. Contra Costa LAFCO completed its inaugural review of these services in 2009. The 2009 MSR report is available online at [www.contracostalafco.org](http://www.contracostalafco.org).

**Countywide EMS/Fire Protection Service Providers**

The geographic area for this MSR is all of Contra Costa County. Municipal service providers (i.e., cities and special districts) will be the primary focus of the MSR. Upon completion of the MSR, LAFCO will update the sphere of influence (SOIs) for some or all of the special districts; LAFCO will not update city SOIs at this time.

The following cities and special districts provide EMS and/or fire protection services in Contra Costa County:

CITIES:

1. City of El Cerrito
2. City of Pinole
3. City of Richmond

SPECIAL DISTRICTS:

1. County Service Area EM-1
2. Contra Costa County Fire Protection District
3. Crockett Carquinez Fire Protection District
4. East Bay Regional Park District
5. East Contra Costa Fire Protection District
6. Kensington Fire Protection District
7. Moraga-Orinda Fire Protection District
8. Rodeo-Hercules Fire Protection District
9. San Ramon Valley Fire Protection District

OTHER AGENCIES

Other public and private agencies may also be included in the MSR to the extent necessary to establish relationships, quantify services and provide a comprehensive overview of services countywide. In addition to reviewing other public agencies, including Alameda County Fire Department, CALFIRE, County Sheriff's Marine Unit and the U.S. Coast Guard, the scope of work may involve reviewing private service providers including fire brigades at the various refineries in Contra Costa County.

## **Background**

California Government Code §56430 requires LAFCO to conduct MSR in order to develop information for updating SOIs. The statute requires LAFCO to prepare and adopt a written determination relating to each of the following:

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

LAFCO staff will provide information concerning the location of DUCs. The MSR report will include determinations for each local agency covered in the MSR report.

California Government Code §56425 requires LAFCO, when determining an SOI, to prepare and adopt a written statement of determination for each local agency regarding the following:

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
5. For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any DUCs within the existing SOI.
6. The nature, location, and extent of any functions or classes of services provided by existing districts.

The MSR will include SOI determinations for each SOI update covered in the MSR report. Following the 2009 MSR, a number of districts did not receive SOI updates pending potential reorganization efforts; no reorganization efforts were pursued. It is anticipated that all districts will receive an SOI update in the second round MSR; however, city SOIs will not be updated in conjunction with this MSR.

## **Fire/EMS Service Issues and Topics**

In addition to those issues contained in the statute, the following is a working list of EMS and fire service issues and topics that have also been identified for discussion in the second round MSR:

- Regulatory changes in EMS and fire service provisions since the last MSR in 2009

- Relationships among city fire departments, fire districts, CALFIRE and other fire service providers in the County
- Potential regional and sub-regional service models for the Contra Costa region
- Dispatch services
- Opportunities for improved EMS and fire protection services and public benefit from consolidation of service providers
- Impacts of city and county development on EMS and fire protection services
- Identification of best practices relating to short and long-term EMS and fire protection service
- Fiscal impacts including significant reductions in housing values and associated property tax revenue decline; ability of local agencies to meet bond debt service and/or out-year pension and health care obligations; unfunded liabilities; impacts (positive/negative) associated with the dissolution of redevelopment agencies; status of special tax/ assessment efforts; etc.

In addition, the County recently completed two separate studies – one covering the Contra Costa County Fire Protection District (CCCFPD) and a second covering EMS. Each study has a separate focus and scope of work supported by two distinct consultant teams (Fitch & Associates).

The purpose of the *CCCFPD Study* is to determine optimal EMS first response and fire response with the fiscal limitations of the District. This study was completed in February 2014, and includes information relating to CCCFPD's current operations, a fiscal analysis, and three short-term options that may sustain the District for the next 3-4 years. The focus of the *EMS Study* is to evaluate how best to modernize and deliver coordinated EMS utilizing current operational capabilities and fiscal resources. The EMS Study was completed in June 2014, and includes recommendations dealing with healthcare reform, financial issues, and community health and clinical care, aimed at enhancing accountability and integration and ensuring value. Potential system savings identified in the report exceed \$3 million. Both studies are available on the County's website, and provide valuable information relating to EMS and fire service in Contra Costa County; we encourage the selected consultant to review these studies.

Also, in Fall 2014, the County will release a Request for Proposal for ambulance services, with a contract to be awarded in January 2016.

## **Other Important Considerations**

The 2009 EMS/Fire MSR identified a number of issues concerning EMS and fire protection services, some of which are summarized below.

### **1. Fiscal Issues**

- Since adoption of Proposition 13 in 1978, fire protection services, particularly fire districts, have often lacked adequate fiscal resources. The fiscal situation worsened with the passage of the Educational Revenue Augmentation Fund (ERAF). Some cities and districts responded by gaining support for special assessments and taxes, while others have been unsuccessful in these efforts. Some special assessments lack inflation factors.
- There is a wide variation in the tax rate allocations to fire protection agencies in Contra Costa County, ranging from a low of 7% (average) for East Contra Costa Fire Protection District to a high of 30% for Kensington Fire Protection District. As a result, resources vary significantly among fire

service providers in the County. Even in the better funded agencies, the increasing cost of services and employee related costs cause continued financial stress.

- Many of the fire service providers have service and spending levels that are unsustainable. The 2009 MSR noted that a number of agencies are providing minimally adequate services and have substandard response times.
- Some of the local agencies do not levy development impact fees to fund fire facilities.

## **2. Infrastructure Needs and Deficiencies**

- Station replacement, expansion and/or relocation was identified for a number of agencies; however, lack of long-term capital planning and inadequate funding precludes action.

## **3. Regional Cooperation and Reorganization**

- Many of the local agencies share dispatch services, training facilities, equipment, communication systems, and resource sharing through automatic and mutual aid. The 2009 MSR identified several functional consolidations already in place.
- The complex boundaries in west County result in inefficient and non-contiguous service areas. The use of a separate dispatch system in the cities of Richmond and El Cerrito slows response times and impedes coordination in west County. Consolidation of fire service providers in west Contra Costa County is an option to improve the efficiency of service areas, promote facility-sharing and improve service levels.
- Formation of subsidiary fire districts in the cities of El Cerrito and Richmond were identified as governance options in the 2009 MSR.
- Due to lengthy dispatch times, the 2009 MSR recommended a coordinated effort among primary (law enforcement) dispatch and fire dispatch operations to implement technology and operational improvements to provide a more timely 911 call processing.

## **Service Review Task Overview**

The countywide EMS/fire protection MSR will be conducted in accordance with the California Government Code and local LAFCO policies. Preparation of the MSR will include the following steps, although other activities may be necessary:

### **1. Data Collection and Review**

- Review Contra Costa LAFCO's first round MSR and recent initial request for information (RFI) as provided by Contra Costa LAFCO staff (contact staff for sample RFI)
- Identify appropriate criteria to be used in service review
- Prepare and distribute a supplemental survey instrument relating to those determinations contained in CKH §56430 following consultation with LAFCO staff
- Collect information through survey, research, interview, meetings and other appropriate means
- Compile information in a database

- Verify compiled information with agencies

*Timing and work products: On or before (insert deadline), Consultant shall deliver to LAFCO staff complete information for each agency*

## **2. Data Analysis**

- Analyze and prepare preliminary findings based on standards, where appropriate
- Present to and discuss preliminary findings with LAFCO staff
- Present to and discuss preliminary findings with agency staff

*Timing and work products: On or before (insert deadline), Consultant shall deliver to LAFCO preliminary analysis and findings to LAFCO staff*

## **3. Draft MSR Report**

- Prepare a draft MSR report including required findings for public review and comment
- The MSR report shall include a table of contents, agency profiles, an executive summary and agency maps (mapping will be provided by LAFCO), along with recommended determinations per 56425 and 56430, governance/boundary options, and recommended SOI updates for the districts
- Present draft MSR report to LAFCO at a public hearing

*Timing and work products: On or before (insert deadline), Consultant shall deliver to LAFCO an MS Word formatted and PDF formatted version of the Draft MSR report*

## **4. Final MSR Report**

- Respond to comments (comment log) and prepare a final MSR report including required findings
- Present final MSR report to LAFCO at a public hearing for adoption

*Timing and work products: On or before (insert deadline), Consultant shall deliver to LAFCO a MS Word formatted and PDF formatted version of the Final MSR report*

In accordance with the work plan, Consultant is expected to:

- Conduct the service review process in a collaborative fashion with opportunities for input and review by each of the agencies being reviewed.
- Encourage public participation in the service review process.
- Conduct the required analysis in the most cost-effective manner possible.
- Utilize information that is currently available, such as the 2009 MSR, the recent County studies covering EMS and CCCFPD, LAFCO Request for Information, maps, etc., rather than initiate new tools and processes.
- Create a product that will be useful to the Commission in reviewing and updating SOIs and future proposals for changes of organization, beneficial to agencies as a planning tool, and readily accessible to, and easily understandable by, the general public.