

Date: May 7, 2025

To: Fire Chief R. Ramirez

Rodeo-Hercules Fire Protection District (RHFD)

1680 Refugio Valley Road,

Hercules, CA 94547

Subject: Formal Complaint Regarding Violation of Board Policy 1.36 by Director Charles Davidson and Request for Internal Discipline under Board Policy 1.39

Dear Fire Chief Ramirez, Members of the Board, and Counsel,

I am writing to formally file a complaint against and request the Board impose discipline upon **Director Charles Davidson** for multiple violations of **Board Policy 1.36: Board Conduct with Other Public Agencies**, in connection with letters he authored and distributed April 3, 2025, and April 11, 2025 (attached) to Contra Costa County **Supervisor Shanelle Scales-Preston** regarding the annexation of the Rodeo-Hercules Fire Protection District (RHFD) into the Contra Costa County Fire Protection District (ConFire).

Nature of the Violation:

Director Davidson's letter fails to comply with key provisions of Board Policy 1.36, which require:

1. That a Board member **clearly identify** whether they are speaking on behalf of the Rodeo-Hercules Fire Protection District or expressing a personal viewpoint.
2. That they disclose whether their statement reflects a **majority or minority opinion** of the Board.
3. That only the **official District position (Board Chair)** may be advocated when representing RHFD externally.
4. That personal opinions **must not be misrepresented** as District policy or imply official endorsement.
5. That **previously resolved or dismissed internal matters** not be presented in a manner that contradicts Board decisions or undermines Board integrity.

In the letters in question, Director Davidson:

- Identified himself only as “**Director, RHFD (2020–Present)**” without clarifying that he was speaking on behalf of himself only, and not speaking on behalf of the Board or the District.
- Provided extensive financial analysis and recommendations about Measure O, the annexation process, and tax structures **as if such information came from an official source.**
- Reintroduced and attached **two ethics complaints** against fellow Board members that had been previously reviewed and not advanced forward by the Board for discipline, without acknowledging their dismissal. This misleads the recipient and improperly challenges the legitimacy of official Board outcomes.

The cumulative effect of these omissions and misrepresentations gives the impression that Director Davidson was **speaking on behalf of the District or the Board**, thereby **violating Board Policy 1.36**. This misrepresentation may have affected public trust and misinformed external officials about the position of the RHFD Board.

Requested Action:

I respectfully request that the Board of Directors:

1. Formally review this matter under its established ethics and policy enforcement procedures;
2. Determine whether Director Davidson’s letter constitutes a **sustained violation of Policy 1.36**;
3. Consider appropriate corrective or disciplinary actions, including but not limited to:
 - A **public clarification or retraction** by Director Davidson;
 - A **formal written reprimand or in the alternative proceeding to a censure**;
 - A directive for future compliance training regarding Board policies on external representation.

I am submitting this complaint in good faith and in the interest of ensuring transparency, integrity, and accountability within RHFD governance.

Please confirm receipt of this complaint and notify me of any forthcoming steps in the review process.

Sincerely,

Delano Doss, Board Chair

Rodeo-Hercules Fire Protection District

Attachment 1: April 3, 2025

Reevaluating the Financial Accounting Procedure for the Annexation of the Rodeo-Hercules Fire Protection District (RHFD) into ConFire: *The Re-Analysis Urgently Needed*

To: Supervisor Shanelle Scales-Preston, Contra Coast County Supervisor 3 April 2025

Subject: Reevaluating the Financial Accounting Procedure for the Annexation of the Rodeo-Hercules Fire Protection District (RHFD) into ConFire: *The Re-Analysis Urgently Needed*

From: Charles Davidson, RHFD Director (2020-Present)

Dear Supervisor Scales-Preston,

First and foremost, congratulations on assuming your new role as Contra Costa County Supervisor. I am writing to bring to your attention some concerns regarding the recent annexation of the Rodeo-Hercules Fire Protection District (RHFD) by the Contra Costa County Fire Protection District (ConFire). My intent is not to oppose the operational goals of this annexation—indeed, I share the desire for improved fire protection services—but rather to highlight certain financial details and procedural issues that appear to have been overlooked and merit careful reconsideration. I raise these points in a constructive spirit of collaboration and with the utmost respect for all parties involved. It is my hope that addressing these issues will only strengthen the outcome of the annexation and maintain public trust.

It appears that RHFD's actual financial position may have been far stronger than what was conveyed during the annexation process. In particular, several significant tax-related revenue streams may not have been fully accounted for in the information presented before the annexation was approved. As a result of this incomplete financial picture, many community members have expressed a deep concern that the decision felt rushed and not as transparent as it could have been—especially given that approval was granted at the very last moment possible before the election.

In order to resolve any remaining questions and ensure fairness, I respectfully suggest commissioning a fully independent financial review of RHFD's fiscal situation in the context of the annexation. Such a review would provide an objective foundation to confirm that all financial details were fully considered before RHFD ceases to exist and help reassure the public that due diligence has been done—without impeding the annexation's operational goals.

I want to emphasize that every point raised in this letter has been thoroughly researched by both myself and other highly-concerned and competent community members. I can provide you with most of the supporting documents, available online or upon request. I also hold additional County records that further strengthen our position or I know where they can be obtained. I am sharing the following information with you so you can better understand the complaints detailed below and the likelihood of a Measure O rescission vote occurring before the annexation process is finalized, as I have heard that the petition gathering has been completed and submitted.

Financial Overview

Charles Davidson, RHFD Director

Attachment 2: April 11, 2025

To: Supervisor Shanelle Scales-Preston, Contra Costa County Supervisor

Date: April 11, 2025

Subject: The RHFD Audit Shows a Large Net Positive (Surplus) Position, Not a Deficit

From: Charles Davidson RHFD Director (2020–Present)

Dear Supervisor Scales-Preston,

This letter serves as a follow-up to my previous March 29th 5:18 PM “Reevaluating” correspondence, focusing on three key points regarding the Rodeo-Hercules Fire Protection District’s (RHFD) finances as it transitions to Contra Costa County Fire Protection District (ConFire).

The RHFD’s **audited** \$8 million positive (surplus) Net Position above liabilities has been grievously overlooked and even denied by ConFire during the entire annexation process. ConFire, the RHFD board (majority) and Chief assert and publicize—without evidence and despite being informed—that RHFD has a current net deficit.

The facts presented in these two letters, based upon published documents and others in the County’s possession, are important for definitively determining that residents of RHFD will be taxed at a much higher relative proportion than other ConFire Communities.

Key Facts Based Upon Current Audited Figures

1. RHFD’s Positive Net Position:

- As of June 30, 2024, our audited Statement of Net Position shows:
 - **Total Assets and Deferred Outflows:** \$25,474,501
 - **Total Liabilities:** \$17,447,049
- The resulting net position of **\$8,027,452** confirms that RHFD’s assets exceed its liabilities, indicating a strong financial position at the time of the audit.

(NOTE: Audited 2023-2024 NET POSITION equals ASSETS AND DEFERRED OUTFLOWS OF RESOURCES minus LIABILITIES, DEFERRED INFLOWS OF RESOURCES.)

2. No Need for Additional (Three) Special Fire Taxes Post-Annexation: RHFD currently levies three special taxes (in addition to the standard 1% ad valorem property tax) to operate as a small independent district. ConFire, however, is a much larger agency with the benefit of economies of scale.

Because RHFD maintains a surplus net position, it no longer needs to impose these three special parcel taxes—namely, the two special assessments (approved 1982 and 1997) plus Measure O—after it joins ConFire.

Attachment 3: Email String

FYI. Please let me know how best to proceed. Thanks, you, Becky

Rebecca Ramirez

Fire Chief

Rodeo-Hercules Fire Protection District

1680 Refugio Valley Road

Hercules, CA 94547

510-691-9723

www.rhfd.org

From: charlesdavidson@me.com <charlesdavidson@me.com>

Sent: Friday, April 25, 2025 2:37 PM

To: Rebecca Ramirez <ramirez@rhfd.org>

Cc: Charles Davidson <charlesdavidson@me.com>; Charles Davidson <Davidson@rhfd.org>

Subject: FYI Fwd: Rodeo-Hercules Fire Protection District (RHFD) - Reevaluating the Financial Accounting Procedure for the Annexation—and—The RHFD Audit Shows

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Chief Ramirez, The following are my analyses of the financial situation of RHFD as it approaches its end date. Nearly all items discussed are obtained from public online sources. I have sent my analyses to Supervisor Scales-Preston, but do not know if Chief Broschard has had the opportunity to see them. I very much look forward to meeting with you and all other parties next week to discuss my findings and I look forward to an amicable and hopefully productive discussion. Thank you very much. Charles

Begin forwarded message:

From: charlesdavidson@me.com

Subject: The RHFD Audit Shows a Large Net Positive (Surplus) Position, Not a Deficit

Date: April 11, 2025 at 12:43:19 PM PDT

To: bos5@bos.cccounty.us

Cc: David.Fraser@bos.cccounty.us, Brandon.Evans@bos.cccounty.us

The above letter is a follow up letter to my previous ~~March 29th 5:18 pm~~ [ed: April 3rd 10 am] letter to you, entitled: "Reevaluating the Financial Accounting Procedure for the Annexation of the Rodeo- Hercules Fire Protection District (RHFD) into ConFire: The Re-Analysis Urgently Needed". This letter further clarifies and buttresses the points raised in my previous letter, based upon the most recent official RHFD audit.

Begin forwarded message:

From: charlesdavidson@me.com

Subject: Reevaluating the Financial Accounting Procedure for the Annexation of the Rodeo-Hercules Fire Protection District (RHFD) into ConFire: The Re-Analysis Urgently Needed

Date: April 3, 2025 at 10:45:30 AM PDT

To: district5@bos.cccounty.us

Cc: David.Fraser@bos.cccounty.us, Brandon.Evans@bos.cccounty.us

Reevaluating the Financial Accounting Procedure for the Annexation of the Rodeo-Hercules Fire Protection District (RHFD) into ConFire: The Re-Analysis Urgently Needed