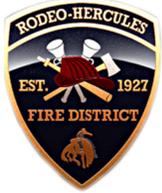




## CONTRA COSTA COUNTY

Fire Protection District



## RODEO-HERCULES

Fire Protection District



## EAST CONTRA COSTA

Fire Protection District

*California*

## Phase Two

Volume 2: Appendices

# Fire District Annexation Feasibility Study

July 2021



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## **Volume 2: APPENDICES**

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## APPENDIX A: DETAILED FIRE STATIONS & FACILITIES ANALYSIS

### East Contra Costa FPD

The following figures describe the features of each fire station operated by the District.

**Figure 1: ECCFPD Station 52**

<b>Address/Physical Location:</b>	201 John Muir Parkway, Brentwood, CA 94513					
	<b>General Description:</b>					
	Excellent facility. Immediate needs include a security gate into the facility due to increased crime activity in the area. There is capacity to hold a truck/tower but limited for a dual company.					
<b>Structure</b>						
Date of Original Construction	2001					
Seismic Protection	Yes					
Auxiliary Power	Yes					
General Condition	Good					
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0		
ADA Compliant	Not reported					
Total Square Footage	6,841					
<b>Facilities Available</b>						
Sleeping Quarters	4	Bedrooms	12	Beds	3	Dorm Beds
Maximum Staffing Capability	4					
Exercise/Workout Facilities	Yes (excellent)					
Kitchen Facilities	Yes					
Individual Lockers Assigned	Yes					
Bathroom/Shower Facilities	Yes					
Training/Meeting Rooms	No					
Washer/Dryer	Yes					
<b>Safety &amp; Security</b>						
Station Sprinklered	Yes					
Smoke Detection	Yes					
Decontamination/Bio. Disposal	Yes					
Security System	Yes					
Apparatus Exhaust System	Yes					

**Figure 2: ECCFPD Station 53**

<b>Address/Physical Location:</b>		530 O'Hara Avenue, Oakley, CA 94561				
		<b>General Description:</b> Excellent condition. Currently it is the only facility with a classroom. This could be a training necessity during consolidation. The station is designed for a single company.				
<b>Structure</b>						
Date of Original Construction	2011					
Seismic Protection	Yes					
Auxiliary Power	Yes					
General Condition	Excellent					
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	0		
ADA Compliant	Yes					
Total Square Footage	9,165					
<b>Facilities Available</b>						
Sleeping Quarters	4	Bedrooms	12	Beds	0	Dorm Beds
Maximum Staffing Capability	4					
Exercise/Workout Facilities	Yes					
Kitchen Facilities	Yes					
Individual Lockers Assigned	Yes					
Bathroom/Shower Facilities	Yes					
Training/Meeting Rooms	Yes					
Washer/Dryer	Yes					
<b>Safety &amp; Security</b>						
Station Sprinklered	Yes					
Smoke Detection	Yes					
Decontamination/Bio. Disposal	Yes					
Security System	Yes					
Apparatus Exhaust System	Yes					

**Figure 3: ECCFPD Station 59**

<b>Address/Physical Location:</b>		1685 Bixler Road, Discovery Bay, CA 94513				
	<b>General Description:</b>					
	<p>Immediate need for a security gate due to increased criminal activity in the area. Bunker gear is stored in the living area, which limits cancer prevention. Consider additional storage for PPE in the bay. The length of the bay limits the capacity to house multiple apparatus or future truck. The footprint supports future construction.</p>					
<b>Structure</b>						
Date of Original Construction	2002					
Seismic Protection	Yes					
Auxiliary Power	Yes					
General Condition	Fair					
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0		
ADA Compliant	Not reported					
Total Square Footage	6,047					
<b>Facilities Available</b>						
Sleeping Quarters	4	Bedrooms	4	Beds	0	Dorm Beds
Maximum Staffing Capability	4					
Exercise/Workout Facilities	Yes					
Kitchen Facilities	Yes					
Individual Lockers Assigned	Yes					
Bathroom/Shower Facilities	Yes					
Training/Meeting Rooms	No					
Washer/Dryer	Yes					
<b>Safety &amp; Security</b>						
Station Sprinklered	Yes					
Smoke Detection	Yes					
Decontamination/Bio. Disposal	Yes					
Security System	Yes					
Apparatus Exhaust System	Yes					

**Figure 4: ECCFPD Station 54**

<b>Address/Physical Location:</b>		739 First Street, Brentwood, CA 94513					
	<b>General Description:</b>						
	Station 54 is utilized primarily for storage. No personnel or apparatus are assigned to this facility. The facility would require significant renovations to become a fully functional fire station, which makes new construction more feasible.						
<b>Structure</b>							
Date of Original Construction	1957						
Seismic Protection	No						
Auxiliary Power	No						
General Condition	Poor						
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	4			
ADA Compliant	N/A						
Total Square Footage	Unknown						
<b>Facilities Available</b>							
Sleeping Quarters	4	Bedrooms	3	Beds	0	Dorm Beds	4
Maximum Staffing Capability	3						
Exercise/Workout Facilities	No						
Kitchen Facilities	Yes						
Individual Lockers Assigned	Yes						
Bathroom/Shower Facilities	Yes						
Training/Meeting Rooms	No						
Washer/Dryer	Yes						
<b>Safety &amp; Security</b>							
Station Sprinklered	No						
Smoke Detection	Yes						
Decontamination/Bio. Disposal	Yes						
Security System	Yes						
Apparatus Exhaust System	Yes						

**Figure 5: ECCFPD Station 55**

<b>Address/Physical Location:</b>	3200 East Cypress Rd, Oakley, CA 94561
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**General Description:**

Fire Station 55 serves as the Prevention facility for the District, along with additional storage. No emergency operations personnel or apparatus are assigned to this station. Some amenities remain to be purchased.

**Structure**

Date of Original Construction	2019			
Seismic Protection	Yes			
Auxiliary Power	Yes			
General Condition	Excellent			
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	4
ADA Compliant	Yes			
Total Square Footage	7,482			

**Facilities Available**

Sleeping Quarters	4	Bedrooms	3	Beds	3	Dorm Beds
Maximum Staffing Capability	4					
Exercise/Workout Facilities	Yes					
Kitchen Facilities	Yes					
Individual Lockers Assigned	Yes					
Bathroom/Shower Facilities	Yes					
Training/Meeting Rooms	Yes					
Washer/Dryer	Yes					

**Safety & Security**

Station Sprinklered	Yes
Smoke Detection	Yes
Decontamination/Bio. Disposal	Yes
Security System	Yes
Apparatus Exhaust System	Yes

**Figure 6: ECCFPD Station 94**

<b>Address/Physical Location:</b>		15 A Street, Knightsen					
	<b>General Description:</b>						
	<p>Station 94 is currently unstaffed with no vehicles or apparatus assigned. It is being utilized by the District's contract mechanic as a repair shop. The facility is still using well water with an outdated septic system, Significant infrastructure would have to be developed to utilize the property as a fire station in the future.</p>						
<b>Structure</b>							
Date of Original Construction	1963						
Seismic Protection	No						
Auxiliary Power	No						
General Condition	Poor						
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	2			
ADA Compliant	Not reported						
Total Square Footage	Unknown						
<b>Facilities Available</b>							
Sleeping Quarters	3	Bedrooms	3	Beds	3	Dorm Beds	
Maximum Staffing Capability	3						
Exercise/Workout Facilities	Yes						
Kitchen Facilities	Yes						
Individual Lockers Assigned	Yes						
Bathroom/Shower Facilities	Yes						
Training/Meeting Rooms	No						
Washer/Dryer	Yes						
<b>Safety &amp; Security</b>							
Station Sprinklered	No						
Smoke Detection	Yes						
Decontamination/Bio. Disposal	Yes						
Security System	Yes						
Apparatus Exhaust System	Yes						

## Rodeo-Hercules Fire Protection District

The following figures describe the features of each fire station operated by the District.

**Figure 7: RHFPD Station 75**

<b>Address/Physical Location:</b>		326 Third Street, Rodeo, 94572				
		<b>General Description:</b> Station is in good condition. Limited capacity for expansion, however, the location supports local call volume.				
<b>Structure</b>						
Date of Original Construction	1937 (remodeled in 1991)					
Seismic Protection	Yes					
Auxiliary Power	Yes					
General Condition	Good					
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	4		
ADA Compliant	Yes					
Total Square Footage	5,916					
<b>Facilities Available</b>						
Sleeping Quarters	3	Bedrooms	3	Beds	0	Dorm Beds
Maximum Staffing Capability	3					
Exercise/Workout Facilities	Yes (located in apparatus bay)					
Kitchen Facilities	Yes					
Individual Lockers Assigned	Yes					
Bathroom/Shower Facilities	Yes					
Training/Meeting Rooms	No					
Washer/Dryer	Yes					
<b>Safety &amp; Security</b>						
Station Sprinklered	Yes					
Smoke Detection	Yes					
Decontamination/Bio. Disposal	Yes					
Security System	Yes					
Apparatus Exhaust System	Yes					

**Figure 8: RHFPD Station 76**

<b>Address/Physical Location:</b>		1680 Refugio Valley Road, Hercules 94547					
		<b>General Description:</b> Workout facilities and training and meeting rooms are located in another auxiliary building. Station is in excellent condition. Driveway is in poor condition and RHFPD is currently making arrangements for repair. Footprint includes a training area with burn building and portable tower.					
<b>Structure</b>							
Date of Original Construction		1991					
Seismic Protection		Yes					
Auxiliary Power		Yes					
General Condition		Good					
Number of Apparatus Bays		Drive-through Bays	4	Back-in Bays	0		
ADA Compliant		Yes					
Total Square Footage		12,774					
<b>Facilities Available</b>							
Sleeping Quarters		4	Bedrooms	4	Beds	0	Dorm Beds
Maximum Staffing Capability		4					
Exercise/Workout Facilities		Yes (in an auxiliary building)					
Kitchen Facilities		Yes					
Individual Lockers Assigned		Yes					
Bathroom/Shower Facilities		Yes					
Training/Meeting Rooms		Yes (in an auxiliary building)					
Washer/Dryer		Yes					
<b>Safety &amp; Security</b>							
Station Sprinklered		Yes					
Smoke Detection		Yes					
Decontamination/Bio. Disposal		No					
Security System		Yes					
Apparatus Exhaust System		Yes					

## APPENDIX B: COMMENTS FROM THE SURVEY RESPONDENTS

The following lists the respondent comments from those questions in which comments were documented. In some cases, the comments were excluded so as to ensure confidentiality. There was a total of 212 respondents who answered most, but not all, of the survey questions.

### **Question #1: “I am a member or affiliated with:”**

- Comments excluded, not relevant.

### **Question #2: “My current position with one of the fire districts is:”**

- Comments excluded, not relevant.

### **Question #3: “My EMS certification level is...”**

- Comments excluded, not relevant.

### **Question #4: “My opinion of a potential annexation of the East Contra Costa County and Rodeo-Hercules fire protections districts in this study is...”**

- I believe that the current district does need additional funding to adequately serve the community. However, ECCFPD has a unique and special small-town relationship with the community, that type of relationship normally does not exist within a larger organization. I have seen many improvements in the district and would like to see this growth and development continue and I believe that can occur within the same structure and district that exist today.
- The top priority for me is financial impact on the district. My concern is that although the numbers seem to add up right now, how will they look during a downturn in economy? How will they look when we need to add additional stations through the years at east con due to increased population? East Con tax bracket is just unfair to the rest of the county, and my fear is the long-term impact on the district.
- As a citizen of one of ECC I feel it is a great move that will open more stations and give better coverage with paramedics. As an employee of CCCFPD I feel it is a bad move that will just end up costing our dept money that may not be there in the future.
- I am in favor as long as it won't negatively fiscally impact the department. For example- apparatus shop, raises, class coverage and benefits.

- As of today, I have heard a lot of rumors and speculation and wish to have more transparency in the entire process (beginning to end). There has only been hearsay and all members of the organization need to be informed as work progresses!
- Sustainable future funding to not only take over these districts, but open their closed stations for the foreseeable future? Our apparatus shop is already understaffed with our current size, how would they manage if we were to add more apparatus to our fleet through this potential annexation?
- I'm in favor of Rodeo-Hercules but not East Contra Costa.
- I would like to see Contra Costa Fire stations completely open up (Station 4) before we consolidate with other Districts.
- In a financial document that I saw, ECC is not a long-term sustainable model for 6 crews and is questionable for 5 crews.
- I've heard nothing but East County closing stations and budget issues. I don't understand how now it makes fiscal sense. I don't want to be subsidizing East County.
- At this point not too, much information has been provided to prevention staff on how the consolidation will impact us.
- I haven't seen any data on long term feasibility if East Con funding runs out. There is also no plan to provide ALS services and we do not have a sufficient of paramedics on the lower ranks.
- I am heavily in favor! It will provide better services for the citizens which we are supposed to put them before us!
- I am in favor as long as agencies coming in do not keep seniority and there is zero fiscal loss for ConFire in the long run (5-year, 10-year, 20 year).
- Would like to see all phases of study completed prior to decision.
- I'm concerned that taking on East Contra Costa may be a drain on our overall budget and ability to open stations, provide pay raises, etc. I don't share the same concerns about Rodeo due to their budget and the fact that you aren't adding any stations to the model anytime soon. East Con has everything to gain and we have much more to possibly lose by agreeing to take them on. I'm not totally against it but I am very concerned.
- It will improve response times in East County and safer/more effective operations on the fireground.

- As long as our services do not take a hit and we can remain financially stable without relying on Measure X. Adequate training for the new personnel prior to the merger would be a must.
- I am in support of the annexation as long as it does not negatively affect current employee seniority, pay, future union negotiations, or negatively affect staffing levels.
- What will the paramedic situation look like? We are currently understaffed at CCCFPD with regard to Paramedics. Will the annexation exacerbate this issue?
- Ideally, I would like to see all Battalion 7 agencies under one roof.
- I am concerned about the fiscal burden on CCCFPD without firm, dedicated and noted financial support for an annexation. If measure X money is used, then all stakeholders, politicians, resident, and all fire employees should be made aware that if in the future measure X money is withdrawal then whatever resources have been added will be reduced e.g., open a fire station with measure x money, then if that same funding stream is withdrawn then that fire station is closed. That should be written down so everyone is aware for the future.

**Question #5: “In my opinion, the top priorities in both my district and a potential consolidated fire district should be rated as follows (1 being the highest priority and 6 the lowest priority).”**

- Seems budgets are getting tight with our existing programs and morale for these programs are going south. Our focus should be to improve our existing services rather than expand and see what we've built diminish.
- East Contra Costa is going to be a drain on Con Fire because that area of the county cannot handle a downturn in the economy with its funding model. It relies too heavily on inflated property values.
- Fiscal Stability/sustainability is the only one that actually matters—without that one item none of the remaining matter.
- We cannot consider picking up additional agencies if there's a likely or higher than likely potential for ConFire to becoming fiscally unstable or in a bad financial position (i.e., 2010 Recession) after merging. Paramedic staffing is a problem as it is now for ConFire and any merger with ECC will further cause the problem to grow!

- Fiscal stability/sustainable funding is paramount to function as an organization. All of these other items are important as well and should follow as long as the funding is managed in an appropriate fashion for today and years to come. Without adequate funding and financial stability, all of the other points listed are unattainable or will suffer as a result.
- It is my hope that through economies of scale we can improve the staffing of our specialty teams as well as put additional resources into service.
- Improved service delivery to my own agency's residents is important. I don't feel obligated to burden our residents with the financial burden of improving services to other agencies residents. Those residents have voted repeatedly to not pay for improved services and should be given them now on the shoulders of con fires taxpayers.
- I selected 1 for two priorities, as I believe they are the same priority.
- If the money is there the rest will follow. This consolidation is long overdue and as the Grand Jury has stated for 25+ years it should be done.
- All categories need to be high priority.
- No layoffs.
- As a member of CCCFPD, I feel we meet the expectations of the residents we serve. We need to make sure any merger does not prioritize the other districts residents over our own by downgrading or spreading out our current resources.
- From my position, we are a single resource currently responsible for fire investigations for the entire Contra Costa County Fire District. With staffing levels at one investigator 24 hours a day, at times currently we are overwhelmed with calls for service and the incidents that are occurring. With the annexation, East Contra Costa adds 249 square miles and Rodeo-Hercules adds roughly 30 square miles. I hope considerations will be taken for staffing levels of single resource units like the fire investigator position and safety captain positions.

**Question #6: "Please share any other comments you have below:"**

- A comprehensive transition and training plan need to be developed. Overall, the service levels at Con Fire exceed CCE and RDO. All Divisions need to be reinforced to absorb the additional workload. The Operations Division needs to be re-organized and Command Staff expanded.
- Thanks for all the hard work to get this in motion...

- Let's make this merge happen. For better services to our communities, we serve.
- I would really like to see this district continue as ECCFPD. I truly believe that maintaining this district is the best thing for East County. Yes, there are challenges, but I believe prior to the discussion of consolidation that we were on the right track and addressing those challenges. I see positives in some aspects of consolidation, yet I believe that maintaining the district is a better path for the Yes, long-term sustainability, and service of our community.
- VERY concerned with how integration will affect overall seniority and operational integration.
- This is the best possible thing that could ever happen for the citizens of East Contra Costa as well as the staff and rank of ECCFPD.
- I believe there should be a larger benefit for us (Contra Costa) to take over the smaller departments considering the risk we are taking on, such as seniority in bidding over them rank for rank based on the training, time in programs etc. we have.
- I would like to see more information as it becomes available.
- This long overdue. There is no question that it is what is best not only for the safety of our communities but for fire service personnel as well. This will allow for much improved coverage, ALS patient care and a standardized approach to the services we provide, not to mention more efficient use of valuable taxpayer dollars. I look forward to helping achieve the goal of annexation to whatever extent I can.
- This has been long time coming. Needs to happen asap.
- I would like to see an on-boarding at each rank. Making sure everyone is on the same page and trained up to the same level.
- I am in favor even if the cost and service to the community remains neutral for the citizens of Rodeo Hercules Fire Dist. I see a large benefit for us being that with the annexation we would not have employee retention problems. We are losing employees to other departments losing money invested into their training and invaluable experience.
- I am very excited for this annexation to come through because I feel it opens up a lot of opportunities. This annexation will also put all of us under one roof and make every day service better for the communities we serve.

- Have enough money to support the annexation and not have the margins be razor thin. Need to leave money on the table for future raises. If the raises dwindle, I feel there will be resentment amongst the troops. Revisit the station closure matrix and have it affect the newly acquired stations first. It would be unfair to the original shareholders to take the closures.
- What is going to happen with current promotional lists? How is seniority going to work? How are bids going to work? Are we going to do a huge retraining academy for all 3 fire agencies to get everyone on the same page? Are we going to revisit the station closure matrix to add in the new fire districts should there be another financial downturn?
- I am fully in favor of a consolidation. I believe it will improve the safety of all personnel and the communities we serve.
- Majority of concern being the financial stability over time and if it feasible to remain fundable in future years in these new cover areas. Additionally, making sure the new members joining us are trained up to our level before being able to move around the district and work in new areas they are unfamiliar with.
- For the speed at which ECC is growing fire protection is a growing concern every day.
- All of the items need to be a priority.
- Very concerned about how our salary and benefits will be affected and who and how these negotiations will take place.
- I am completely for the consolidation and very excited for this process to continue moving forward.
- Heavily in favor.
- If it's truly feasible, this could be amazing.
- I think it's a great idea.... I also think we should be exploring 4-0 staffing on most engines and more double company houses. Those 2 alone would increase moral, ease workload on employees, and give better services to the community we are sworn to protect.
- My concern is the merging of three standalone districts into one. The consolidation process concerning personnel and divisions and the absorption and delegation of duties.

- Geographically, land size is shy of double if the merge occurs (Far East County). With that comes the booming population of Brentwood, Oakley, and Discovery Bay. I feel the merge is absolutely a positive win-win for all, the community, and the Fire Service.
- Excited for the annexation of west county stations.
- Both East Con and Con Fire currently have shuttered stations and underserved response areas. These stations or areas being serviced appropriately (without running our personnel ragged) needs to be a top priority whether A consolidation happens or not. FF Safety, both on emergency scenes w/adequate manpower; and by reducing the workload on our busy stations/crews.
- I am for growing as a department but I feel there are major hurdles that have to be answered. I feel that on day one of taking over a new district we need to have the same expectations and same service model that we have with our current district. I am more familiar with East con then I am with Rodeo so I will speak on that. When we take over East Con we will need to open up two stations (ideally 3) however they only have one station that can be opened up right now. We would have to Build new stations out there which would delay new stations we are planning to build in our current district. We would need at least one truck company as we cannot pull from Antioch and Pittsburg leaving a large hole in battalion 8 truck coverage. We would need a rescue out there as Rescue 82 will not be able to respond to discovery bay removing an engine from Antioch.
- Let's make this happen!
- Make sure there is enough support staff to handle the new stations, admin offices, maintaining engines, radios, network, and lite duty vehicles.
- We need to spend a large amount of time and effort to try to get all operations personnel on the same page. There are several different cultures and norms throughout the stations and shifts we are talking about combining. If we don't make a significant effort to get operations personnel to work from the same playbook and emergency scene expectations, we will have problems with firefighter safety and customer service. I'm talking about training of ALL operations personnel. BC academies, Captain academies, Engineer academies, and Firefighter skills training for ALL personnel from all three agencies. This should be the focus of the training division and all personnel involved in the annexation. If we fail to focus on this need, the annexation will be viewed as a disaster by many of our members.

- Make sure there is enough support staff to handle the new stations, admin offices, maintaining engines, radios, network, and lite duty vehicles.
- Include line staff to identify “Best Practices” through work groups and committees of all agencies.
- I believe that this is going to be bad for morale at CCFPD. I think we would be better served focusing our energy on improving what we already have (staffing, number of companies etc.). I believe we have been in a good path and this annexation has the potential to derail us.

## APPENDIX C: COMPILATION OF STAKEHOLDER INTERVIEWS

Triton interviewed a wide variety of the three fire districts' internal and external stakeholders. The purpose of these interviews was to gain a better understanding of issues, concerns, and options regarding the emergency service delivery system, opportunities for shared services, and expectations from the three districts' community members.

It is important to note that the information solicited and provided during this process was in the form of "people inputs" (stakeholders individually responding to our questions), some of which are perceptions reported by stakeholders. All information was accepted at face value without an in-depth investigation of its origination or reliability. The project team reviewed the information for consistency and frequency of comment to identify specific patterns and trends. Multiple sources confirmed the observations, and the information provided was significant enough to be included within this report. Based on the information reviewed, the team identified a series of statements, recommendations, and needs and confirmed with multiple sources that all was significant enough to be included within this report

Interviews included Sixty-nine Stakeholders from eight separate groups: Elected Officials, Business Community Leaders, Chief Officers, Labor Leaders, Rank & File Representatives, Administrative Staff, City and County Management, Rodeo Hercules Fire Department's Measure O Oversight Committee Members, and the Contra Costa Fire Advisory Commission.

## Elected & Appointed Officials & Community Members:

### CCCFPD:

#### In your opinion, what are the advantages/positives/strengths of the existing emergency service delivery system?

- CCCFPD's strength is the largest in the County and can offer better services to the east and west county areas. The agencies work well together, and they can work better.
- County-wide system, good standards, and response times. Auto aid/mutual aid able to cover emergencies.
- The current management of the agency is one of the best teams in 35-40 years. Functionally, cut response times and dispatch. CCCFPD doesn't lose many fires. Five engines on 1<sup>st</sup> alarm
- Impressed with FD where I live. They are respectful.
- EMS & the medical system is very responsive.
- We have great people. Well trained, organized, efficiently managed. Great response times.
- Lots. Built within itself good tax revenue. AMR contract, dispatch, good management team. Forward-thinking.
- Diverse skills and services. Contract with AMR. Innovative.
- Capabilities County-wide is first-rate. CCCFPD has a sound structure, and the leadership is good.
- CCCFPD has higher tax revenue. They are protected from spreading out to the smaller tax-base. The current tax-base structure and area give CCCFPD a financial advantage. The tax revenue is adequate for the district.
- Solid leadership for the organization. Clear path and vision forward.
- In numbers, a lot of resources to draw from in a large system. Unified command systems. The training is consistent throughout the organization. The fire equipment is the same. Familiar.
- Deliver a consistent service model across the service area. Strong in fire and EMS response. The CCCFPD reputation is strong within Contra Costa County these days.

### **What are the disadvantages/negatives/weaknesses of the existing system?**

- The east county area residents do not necessarily understand the tax distribution processes and the level of services they need.
- More and more firestorms. Preparedness for wildfires. Demand and power. Coverage in East County takes longer. East County draws CCCFPD resources.
- Lack of a capital replacement program in the beginning but fixed now.
- Fluctuating economy effects CCCFPD
- Other operational incidents from other districts impact it due to mutual aid. The differences in tax-base across the County create an inequality of revenue.
- The largeness of the organization tends to lose the identity
- Some fire stations are too busy in the southern part of the service area. The west side of the County seems to get less service coverage.

### **Does the existing system provide the residents and community with acceptable protection?**

- No, not for the east and west portions of the County.
- CCCFPD, yes. East County does not have sufficient coverage.
- On a day-day basis, it's as good as any. In summer, when grass fires happen, there can be a hole.
- I live in Antioch. Yes, pretty well spaced-out stations.
- Yes, they do. Acceptable is never good enough, but CCCFPD does a great job. They can always find ways to seek continuous improvement in service delivery programs.
- Yes, we have an acceptable level of service. We can always seek better ways to do things.
- For the most part, yes. I do have a concern about the long-term service voids caused by prior station closures. When we have not opened our closed stations, the worry of taking on other districts is problematic

### **How important do you think it is for the district to have its fire department?**

- The need for one's fire department does not work well in today's world.
- Not overly important. Need liaison for each city. Consolidation works well. I prefer a large arsenal to deploy for major events.
- Community pride
- There are two sides: responsive to specific community needs, but consolidated resources give you more equipment, larger service.
- It's been tried before. Communities on their own did not work out.
- I don't think it's important. CCCFPD can bring good resources to other areas.
- Important for a community as long as you have a department that is involved with the community.
- Dollars and cents issue; afford service.
- I don't rank that very high. I prefer a more regional response being responsive to the total system.
- Yes, I do. I think it is important to have people we know. They know who we are. I believe CCCFPD has a sense of community service and ownership of the fire services.
- I do not think it is critical. We do have a large fire department. If the training is the same and the services are delivered consistently, I see no difference in a smaller department.
- The politics of fire service provision comes to play when discussing funding for local departments moving towards a regionalized fire system. I see the benefits of regional fire services. As long as someone has a good fire department and has a history, it is harder to give up.

### **Do you believe there would be advantages to consolidating/partnering with the other agency(s)?**

- Yes. The 9-1-1 caller does not know where the fire truck is coming from, and they want the services, not necessarily a specific department.
- Yes. Dispatch, utilization of resources, good equipment. Strategic deployment.
- There could be, as long as additional service areas can financially support the services.
- Absolutely.

- If done correctly, yes. Financial assessments. Steps to try to increase the revenue of East County. Measure X funds to help. One large system with less duplicative management.
- There are advantages to those areas coming into CCCFPD.
- The advantages align with creating consistency in response, equipment, policies, rules, and services across the jurisdiction. An annexation or partnership needs to be case-specific based on the finances.
- There is a benefit to those areas joining CCCFPD. The use of CCCFPD to bring other areas up to standard.

**Do you believe there would be disadvantages to consolidating/partnering with the other agency(s)?**

- No. There is a need for consolidating fire services to provide consistent levels of services for the County.
- Local control lost. Financial; sufficient tax revenue? Measure X. Labor costs; pay equity.
- Imbalance of East County. Mostly money. Training issues; differences with the way each does things. Fire prevention small. Capital expenditures.
- As a resident, the community seems to think that East county may have some hidden problems with finances.
- I think an area with lower service resources and response levels would be a drain on Central County.
- Without trying to equalize revenue could be an issue. The risk of not being done correctly would cause a negative service to existing CCCFPD residents.
- If there are existing service area delivery problems, CCCFPD will need to correct them. Be selective in taking on service areas that are not trained and not tooled to handle. I have a concern for an economic downturn that reduces funding and causes cuts in services.
- The challenge of inheriting problems of another fire district and CCCFPD having to fix them. There may be a different type of services that we are not used to providing.

- CCCFPD would be taking on the lower revenue fire districts and financially supporting the new areas. The concern for taking on fire districts that their communities did not vote to support the districts' requests for tax increment increases financially.

**If annexation were to move forward, what is the one issue that would be a deal-breaker if not appropriately addressed?**

- The east county residents demand more than the initial plan offers in the current annexation proposal.
- Fiscal. It needs to be revenue-neutral.
- If the funds to support the annexation are taken from Central County. Measure H money (County tax)
- Finances. How would we incorporate the cost?
- Retirement system (deficit)
- Viability with plans for communities; tax base (money)
- Augmenting the revenue into the system that includes service area of all areas (existing Con and annexed area)
- The level of services differences provided by the other agencies and CCCFPD and the investment needed to balance
- The additional funds that from Central County taxpayers to support the annexation of those lower funded fire districts.

**ECCFPD**

**In your opinion, what are the advantages/positives/strengths of the existing emergency service delivery system?**

- The ECCFPD is a trusted organization within the community; polling and community surveys are positive with the district.
- A local group of committed people serving the community. The Fire Chief has been proactive in telling the story of the current status of the situation.
- Local group of people doing good stuff. Chief Helmick's leadership has been exceptional. The employees are a part of the community.
- The local representation of the fire services provided to this area is strong and provides oversight. Versus, the proposed County Board of Supervisors proposed direction. Residents get to oversee the fire services today. The personnel today primarily reside in the areas they service.

- A small community with a large area that feels like a small town. The desire to rebuild the ECCFPD response capabilities and funding. The members of ECCFPD are community-oriented. The sense of ownership of an ECCFPD to a CCCFPD is a concern, but the gains of annexation for the employees and community are positive.
- Historical perspective of the communities. ECCFPD is a product of multiple fire districts. The personnel here were members of those organizations who cherished the community events. The fire personnel are familiar with the area for the response to incidents. Local experience to the types of fires and calls in the area. The trust that the fire department members have built with the community. Concern for loss of local control.
- Leadership by the Chief has been key. The professionalism of the employees is excellent.
- Under the Chief's leadership has become a well-run organization cleaning up the legacy issues of the past. Things are going extremely well.
- Local control is the biggest strength.
- Past issues with the CCCFPD Weed Abatement process. Local control fixed the problems. Water tender response and isolated response area on the island

**What are the disadvantages/negatives/weaknesses of the existing system?**

- The response times are high and have been a challenge for the district.
- Geographically large area with only three stations. Staffing challenges lead to defensive fire attacks.
- Need for mutual aid from CCCFPD. Confusion of who provides the services to the areas.
- Lack of funding has created a response system that is less than desirable.
- Long response times to difficulty breathing, and the level of medical services is low.
- The shuttered fire stations
- Grossly underfunded need for six stations we currently have three. Studies have shown a need for additional stations.
- Lack of resources to handle the increasing population and development.
- Lack of funding to support growing the district.

- Lower pay than other fire agencies.
- Lack of coverage in Discovery Bay.

**Does the existing system provide the residents and community with acceptable protection?**

- Long response times to difficulty breathing, and the level of medical services is low. Large response areas to cover. Lower pay to employees impacts employee retention.
- Significantly below levels of services throughout the service area.
- No paramedic services.
- No. It is an unacceptable level of service to the community.
- No. do not comply with NFPA response times and staffing of structure fires.
- Do not have the ladder trucks to serve the large buildings.
- ECCFPD does not respond to low-level medical calls. The ambulance company handles those incidents under contract with the Contra Costa County EMS.

**How important do you think it is for the district to have its fire department?**

- Evolving sense that it would be ok to move to a service level and not necessarily have a local fire district.
- Not crucial if services improve.
- It has been important for the agency to have someone locally aligned with the East County. We need someone to be the face of the east county fire services.
- Some constituents believe in having local control and fear of turning it over to the Board of Supervisors.
- The district is run well. Local control will disappear.
- Local Boards are more responsive to local concerns.
- Localized control is the main factor. Concern for equitable tax funding for the services was a challenge before 2000 and still is.
- The perception is a local FD has higher local control over the service.

### **Do you believe there would be advantages to consolidating/partnering with the other agency(s)?**

- Comparatively, East county has lower differing services compared to other areas of Contra Costa County. Seeking community support is positive to move forward. It makes sense fiscally and timing-wise to streamline and enhance the services.
- Yes. The other avenues are not meeting the needs. Annexation seems to be sustainable with the appropriate service levels.
- Yes. Additional funding is made possible with the annexation. The annexation brings added personnel to cover vacations and sick leave. Support during incidents will become readily available.
- Yes. More diverse membership. Better response to the community. No additional needs for tax increases. Better training and succession opportunities. Public access to paramedic services and special teams services.
- Yes. Definitely. Consistent emergency responses regardless of boundaries. Special teams are easily accessible. Medical helicopters that have fire response capabilities. Urban search and Rescue services first response and member training opportunities. Opportunity to hire a diverse workforce.
- Yes. Allegedly, the CCCFPD cost per station is lower than ECCFPD.
- CCCFPD brings maturity and leadership depth. The response system is more robust.
- An annexation into CCCFPD would eliminate the auto-aid imbalance conflict.
- CCCFPD has an air operations program that could provide added financial benefit.
- Firefighters pay and benefits and promotional opportunities—an increase in fire resources for the region.
- Staffing levels improved.
- Retention of personnel. The annexation fixes the auto-aid issues, the pay disparity of the firefighters and possibly improves its benefits.

### **Do you believe there would be disadvantages to consolidating/partnering with the other agency(s)?**

- Perhaps the rotation of firefighters to other geographic areas. Not familiar with the regions. Anything that moves away from a local service, local control becomes less involved.
- Regional government operations are generally less accountable.

- The loss of local control of the fire district will impact specific administrative and political controls.
- The wildfire fuels abatement program in ECCFPD is exceptional compared to CCCFPD.
- Concern that the annexation will delay the additional fire stations.
- Concern that CCCFPD will not work hard to create CSD's to help fund growth.
- The Bethel Island response issue will only be solved when Station 55 has firefighters.
- Sizeable unfunded CCCFPD liability for the pension.
- The transfer/sharing of that debt is concerning.
- Inequitable services to the Discovery Bay area.

***If annexation were to move forward, what is the one issue that would be a deal-breaker if not appropriately addressed?***

- Fire stations are not put into place as planned.
- The failure of CCCFPD and the Board of Supervisors' firm commitment to provide the stated service levels and the schedule to achieve.
- Equity of the response system and services to the community.
- The desire for a joint policy board meeting with the Board of Supervisors and Rodeo/Hercules Fire Board.
- The failure of the CCCFPD to provide the resources to the east county area as promised.
- A long-term plan for providing services to the area that addresses the potential growth.
- Vision of where the fire service is going.
- Equitable treatment in tax fund distribution. Goals and how they are being obtained/attained.

## **RHFPD: Board members, Committee/Advisory members, and Hercules City Council members**

### ***In your opinion, what are the advantages/positives/strengths of the existing emergency service delivery system?***

- RHFPD provides excellent service to our communities.
- Local firefighters know the area and the community.
- The department does a great job serving the community.
- The department is local, close to the area—the close-knit connection to the communities. The department responds to assist our neighbors.
- The FD has done a lot in the past three years: better budget, better use of budget, local control, and close-knit community.
- The department has solid community engagement with community backing and a small-town feel.
- The fire department is community-based.
- The department provides good mutual aid services to our neighbors.
- The ability to respond quickly. Turn more on a dime to make changes.

### ***What are the disadvantages/negatives/weaknesses of the existing system?***

- The economies of scale are a challenge.
- Limited opportunities for the firefighters to advance.
- Financial limitations of a small community.
- Fighting the wildfire risks in the community.
- There is a need for additional administrative support.
- The department sends fire engines to medical calls when only an ambulance is needed.
- Big development growth might get too much for just two fire stations.
- Staffing levels are not where they should be.
- Rodeo is not growing. Hercules has growth needs that need to be addressed.
- Lack of depth of resources and personnel.
- No efficiencies of scale.
- Access to fire academies. We do "on-the-job-training."

**Does the existing system provide the residents and community with acceptable protection?**

- Generally, yes. The department is close by for response to emergencies.
- The service demands are primarily medical responses.
- Yes. We have a dedicated workforce in the district.
- We receive benefits from the CCCFPD Battalion 7. We offer and receive good mutual aid.
- Calls to 9-1-1 are prompt and courteous.
- An informal poll of a group showed that the citizens are happy and positive towards the service provided.

**How important do you think it is for the district to have its fire department?**

- Very important. There is a local connection between the firefighters and the community.
- Very important. The refinery deserves enhanced fire protection.
- People want to be safe, have good response times, and lower insurance rates.
- Yes. People voted for Measure O because of that support for local fire protection.
- Very important. One of the reasons we passed Measure O was to provide funding for our community, not any other.
- It is a sense of pride to have our own fire department. We control the level of services we desire.

**Do you believe there would be advantages to consolidating/partnering with the other agency(s)?**

- We stand to gain: administrative services, fleet management; fleet maintenance; and personnel management.
- Better relations with the communities we serve.
- Firefighters have increased training opportunities with CCCFPD.
- Yes. Tremendous advantage. The firefighters gain training and career advancement. The firefighters also would gain special teams knowledge and skills working with different resources.

**Do you believe there would be disadvantages to consolidating/partnering with the other agency(s)?**

- Once under a bigger group, you lose control of where the dollars go.
- Being a part of a large group, you lose individuality.
- Loss of local control. Loss of funding and fees.
- Concern for response times increasing.
- Concern for being ignored in west County. Past experiences of dealing with larger systems in the County have caused us concern for being ignored.
- The large unfunded liabilities for the pension systems and the OPEB are a concern for how and who pays for that?

**If annexation were to move forward, what is the one issue that would be a deal-breaker if not appropriately addressed?**

- The finances. Will this be financially beneficial?
- The impact of Measure O funding and who and how is it controlled?
- The economics of the planned annexation. If assimilated into the CCCFPD family, what would the funding be?
- We need a third fire station. Where will that funding come from?
- What happens with the current RHFPD Fire Chief?

**City & County Managers & Department Heads**

**CCCFPD**

**In your opinion, what are the advantages/positives/strengths of the existing emergency service delivery system?**

- The fact that we have local representation of CCCFPD providing services to the city.
- The relationship with the fire chief is positive and open. The city council facilitates the creation of CFDs to support the fire department.
- Level of mutual aid and resources, depth of experience. Fiscally solvent.
- Great response times. The current leadership, Chief is respected and good assistant chiefs.
- Strong professional relationships between the fire chief and the city.

### **What are the disadvantages/negatives/weaknesses of the existing system?**

- CCCFPD currently supports responses to the east County all of the time. There is a need for an additional fire station.
- The lack of transparency and consistency with how CCCFPD serves other communities in the County.
- The varying differences of how other cities pay and receive services from CCCFPD.
- CCCFPD negotiates separate agreements across the County.
- Give more to other districts (mutual aid) than receive.
- Provide so much mutual aid to East County. Resource availability to boundaries.

### **Does the existing system provide the residents and community with acceptable protection?**

- Yes
- Yes, I believe they do a really good job.
- Yes, 100%

### **How important do you think it is for the district to have its fire department?**

- Not necessary. It is too expensive.
- The economy of scale is improved when there is a regional fire district
- It is too expensive to operate a small fire department.
- Not as important as having effective services available. As long as citizens are getting quality services,
- It doesn't matter who provides them.
- Having a local image in the community is important.

### **Do you believe there would be advantages to consolidating/partnering with the other agency(s)?**

- An advantage to the partnering districts, especially funding.
- A bigger organization can provide a better level of service.
- Physical gains; additional equipment and fire houses, more tax revenue.
- Operationally create standards in training for all of the uniformed personnel.
- Response times could improve to outlying areas.

**Do you believe there would be disadvantages to consolidating/partnering with the other agency(s)?**

- The potential for an increase in costs to provide services to the East County.
- The policy board changes as a result of the merger.
- A risk to the larger organization; give up more than anticipated.
- The cost. We have a good tax base now in CCCFPD.

**If annexation were to move forward, what is the one issue that would be a deal-breaker if not appropriately addressed?**

- If the annexation impacts the potential development of Antioch.
- If the costs for fire protection increase or there is a loss in services.
- Measure X/governance: how will the County allocate the approved funding to the fire districts?
- The funding of the annexed areas being sustainable and not become a drain on the CCCFPD budget.

**ECCFPD**

**In your opinion, what are the advantages/positives/strengths of the existing emergency service delivery system?**

- Local control and community access to the fire district.
- The district residents have a good opinion of the services.
- The manner in which ECFPD figures out how to provide services to a large area with limited resources.

**What are the disadvantages/negatives/weaknesses of the existing system?**

- A vocal part of the community that fights growth and utilizes the "lack of fire services" to deter the growth.
- Multiple jurisdiction service areas and the appearance of the unequitable service deliveries. A concern of disparate services in East County.

**Does the existing system provide the residents and community with acceptable protection?**

- Not acceptable. No long-term sustainability.
- The current demands on the system are not sustainable.

**How important do you think it is for the district to have its fire department?**

- The sense that the changing times would be ok to move to an improved service and necessarily a particular district.
- Not concerned about brand.
- Today, the evolution of fire services' thought is all about the service and not who provides it.

**Do you believe there would be advantages to consolidating/partnering with the other agency(s)?**

- Anytime you can consolidate resources and funding, it is more valuable to consolidation.
- The challenges are low compared to the value brought by the consolidation of governmental services.
- The concept of consolidation to leverage the efficiency of doing things together.

**Do you believe there would be disadvantages to consolidating/partnering with the other agency(s)?**

- The perceptions of lack of local control.
- Community access is needed to the Board of Supervisors to counter any concerns.
- The concern for the loss of local control.
- Concern from the development community and paying for services and equipment they are paying for is going elsewhere.

**If annexation were to move forward, what is the one issue that would be a deal-breaker if not appropriately addressed?**

- Measure X funds being inequitable to fund the services.
- If Measure X funding is not allocated equitably to the east County and the cities would have to put up additional funds would be a deal-killer.

**RHFPD**

**In your opinion, what are the advantages/positives/strengths of the existing emergency service delivery system?**

- They are focused on a limited-service area.
- Understand the needs of the area.
- High level of community support. Cost-effective agency.

**What are the disadvantages/negatives/weaknesses of the existing system?**

- Financial sustainability.
- Reliance on mutual aid.
- The limited ability for training and special resources.

**Does the existing system provide the residents and community with acceptable protection?**

- Believe so.

**How important do you think it is for the district to have its fire department?**

- Providing service should be cost-effective, not driven by having one's own district.

**Do you believe there would be advantages to consolidating/partnering with the other agency(s)?**

- Potentially yes. It needs to be driven by the economics of the transaction.
- Look at the pros and cons. Pay/benefits will improve for the firefighters.

**Do you believe there would be disadvantages to consolidating/partnering with the other agency(s)?**

- Cost.
- Staff rotation.
- Lose local touch by FF's.
- Lose local focus.
- A potential reduction of stations may be possible.

**If annexation were to move forward, what is the one issue that would be a deal-breaker if not appropriately addressed?**

- From the Hercules perspective, if the station were to be closed.

## Chief Officers

### CCCFPD

#### What strengths contribute to the success of the fire department? What do they do well?

- The labor/management relationship in the district is excellent.
- The support functions and leadership of the district are right-sized for the complexity of the organization.
- The relationship with the County Administrator's office and the County Supervisors is open and honest.
- The relations with the city partnerships are still strong and good.
- The relationships with the cities allow the district to seek new revenue opportunities using Community Facilities Districts.
- The district special operations teams continue to grow and excel in the services.
- The organization's size and associated revenue streams allow CCCFPD to look at financial stability and growth opportunities.
- The ambulance transport system successes enable the district to improve communications and data management networks.
- The collaboration between the leadership and labor is strong.
- The ability to deliver excellent fire and EMS services to the community.
- The Battalion Chiefs are assigned to the cities and work with them.
- The size of CCCFPD offers leadership in response and organizational support.
- Organizational strengths are the inclusion and empowerment of the employees. The benefits of engaging the employees provide opportunities to excel in many areas.
- The ability to adapt and innovate programs that are forward-thinking and impactful.
- The development of strategies to tackle emerging problems.

#### What are some areas in which you think the department could make improvements?

- The Emergency Operations Division requires realignment to manage the span of control and support to the field operations personnel.
- The expansion of the Operations Division allows for improved safety and accountability.
- There are not enough emergency response resources to provide the services necessary to maintain low response times.

- The challenge to maintain the training standards is ongoing given the district's busy stations and other business needs. Internal and communications processes can always seek improvement.
- There is a need to improve the inspection of existing buildings in the district. There is also a need to provide training to improve the consistency and quality control of the response data entry into the report management system.
- The District and County's business practices can improve to increase the speed of procurement processes. The need for technology requires improvement.
- The training division could better address the training needs for all of the divisions with additional staff.

**What do you see as the top critical issues faced by the fire department today?**

- There is a need to keep pace with the current service demands and planning for the increased growth in the east county areas.
- The district has a lot of new employees who need increasing experience to perform safer and better.
- There is a continuing need for recruitment and hiring diverse employees that reflect the community we serve.
- There are increasing demands for protecting properties from wildfires.
- The fuels abatement program is a challenge for the region.
- The seasonal call volume is challenging during the summer.
- Emerging incidents of violence in the communities served.
- There is a need for a career development program.
- The transient homeless population impacts increasing fire responses.

**What opportunities, in your view, are available to improve the service and capabilities in the event annexation were to take place?**

- The annexation will allow for additional resources and the re-allocation of resources to provide coverages to the district's east and west sides.
- The additional revenues and the personnel coming over to the district will give the people resources to support the operations and training divisions.
- The annexation project offers the opportunity to create consistencies in policies, procedures, practices, and processes.
- The annexation also provides increases in mid-management personnel.

- The opportunity to work collectively with the annexed areas without jurisdictional and operational issues.
- The east County receives more resources to balance the call load and the service needs. The west county receives increasing coordination & balancing of Battalion 7.
- Bringing the organizations under one organization improves all that we do.
- The consistency of being able to provide fire investigation service across the County.
- The annexation will improve the consistency in fire code requirements, enforcement, and development. The Plans review process will come to CCCFPD instead of outsourcing the work.
- Operating on the same page in the operations division cleans things up.

#### **What challenges do you see to annexation?**

- Cultural blending will require work to develop an environment that embraces each other as equals and helps those that need assistance.
- The fleet apparatus shop still requires more staffing to handle the demands for servicing the fire vehicles.
- There is a political challenge to make the annexation feasible.
- There will be a need to provide additional training personnel to bring the new people up to standard.
- The process of change will be challenging for each of the agencies to manage and learn together.
- The increasing ratio for the chain of command and span of control in the larger response area.

#### **Before the annexation proceeds, what critical issues do you believe will need to be corrected?**

- All three agencies need to coordinate an annexation plan. Take the time to develop an overarching strategy that encompasses all we do.
- Assurances that any special tax measures and fees will survive the annexation process.
- Support services deployment plan for servicing the east county areas.
- An implementation plan that operationalizes the new service area.
- A process that addresses problems that arise during the annexation deployment processes.

## ECCFPD

### **What strengths contribute to the success of the fire department? What do they do well?**

- Team approach to making stuff happen.
- Meetings cycles to discuss the system and processes.
- Multi-levels of support.
- Ability to plan change with the internal team and external stakeholders.
- We do well with few resources.
- We do well in mitigating incidents and act based on the circumstances.
- The resiliency of the employees and organization.
- Overcoming insufficient resources for years has created a workforce that rises to the challenges.

### **What are some areas in which you think the department could make improvements?**

- Revenue is a challenge.
- Not enough people to get stuff done to maintain staffing on the fire units.
- Short on fire prevention staffing to carry out inspections.
- Procurement of services for maintenance and equipment is a challenge.
- Staffing.

### **What do you see as the top critical issues faced by the fire department today?**

- Staffing.
- Training.
- Advanced Life Support
- Lack of overhead support for the organization.
- Growth impacts not being met with existing funding streams.

### **What opportunities, in your view, are available to improve the service and capabilities in the event annexation were to take place?**

- Add personnel, stations without adding taxes.
- Depth of staffing to fill vacancies.
- Expanded scope of services. Special teams, Paramedicine, truck operations, fireboat operations.

- The up staffing of apparatus and stations in the East County to improve citizen services.
- Increased opportunities
- Increased safety systems provide redundancy in resources and support on incidents.
- CCCFPD's ability to support fire suppression with a fully staffed training division with facilities and equipment.

**What challenges do you see to annexation?**

- The blending of the organizations' policies.
- Provide training for personnel in the various operations that CCCFPD provides.
- Change in policies and SOPs between the organizations.
- The unknown of what impacts the employees will have to deal with if the annexation occurs.
- The merging of two systems together that act differently is a challenge.

**Before the annexation proceeds, what critical issues do you believe will need to be corrected?**

- Training; policies; up staffing
- Adding resources that they are not used to having available.
- Local politics east county representation.
- Staffing placement.
- Will advanced life support services be provided?
- Training to the CCCFPD policies.
- Where will ECCCCFD people be placed when the annexation occurs?
- Is ALS coming, when will it be here, and where will it be deployed?

**RHFPD**

**What strengths contribute to the success of the fire department? What do they do well?**

- Customer relations are top-notch with our community.
- One-on-one service style that treats our community as a family member.
- We provide cutting-edge training to our firefighters.
- We buy the latest and best equipment for our employees.
- We do many tasks very well for an all-risk response agency

### **What are some areas in which you think the department could make improvements?**

- Provide a better pathway for succession planning for our employees.
- We need to make the pathway to being successful clear and concise for our folks.
- This potential annexation is essential for building an organization and being successful.

### **What do you see as the top critical issues faced by the fire department today?**

- Lack of overhead support for the organization.
- Growth impacts not being met with existing funding streams.
- Not able to meet the future call load due to growth in the communities we serve with existing personnel and equipment.

### **What opportunities, in your view, are available to improve the service and capabilities in the event annexation does to take place?**

- The depth of the organization will increase with the CCCFPD annexation.
- The firefighter personnel will gain several opportunities that will provide career paths.
- The annexation will enhance the buying power of the region.

### **What challenges do you see to the annexation?**

- The community will have a loss of identity and local control.
- The community members believe they will lose their voice on the crucial fire issues.
- The successor agency will need to address the current retirement benefits for the district employees.

### **Before the annexation proceeds, what critical issues do you believe will need to be corrected?**

- We need to do an outstanding job communicating with our community members about the annexation's pros and cons.
- Should the annexation occur, the residents should feel comforted to know that the services they will receive will be the same and enhanced under the CCCFPD service systems.
- How the current funding sources be retained and transferred to the successor agency?
- The successor agency must retain the current Rodeo-Hercules employees with the same or better compensation and benefits programs.

## **Labor Group:**

This group opted to be interviewed collectively. Member representatives from each agency responded to questions pertaining to their specific district.

### **What strengths contribute to the success of the fire department? What do they do well?**

#### **CCCFPD:**

- The day-to-day ops performance is well.
- Training, personnel, leadership, organizationally aligned, well-funded.
- CCCFPD has developed an identity that melded the organization together.
- The organization has processes for bringing people along together with a focus towards one agency.
- The district responds to a variety of different incidents throughout the community.
- The district is very diverse in risks and response.
- The strengths align with how well CCCFPD adapts well to the challenge.
- An excellent relationship with labor and management that has strong communication amongst the groups.
- The district can expand into new programs.

#### **ECCFPD:**

- We have a young, dynamic fire chief to make things better for the agency.
- Good relations with CCCFPD Batt 8.
- Active fire department. Small and able to maneuver.
- We have really good teamwork and great community support.
- We overcompensate for the lack of resources.

#### **RHFPD**

- We have multiple agencies working together within a Battalion that does well.
- We can mirror the big brother agency.
- Youthful organization and growing pride.
- Desire to be a part of a bigger organization.
- Successful with political opportunities.

## What are some areas in which you think the department could make improvements?

### CCCCFPD

- Finish what we started.
- Auto-Aid system review and reset with ECCFD that makes sense and improved firefighter safety.
- The ability to change for opportunities that can address problems
- Need for a change of the identity of CCCC's perceptions by other agencies.
- Recruit a diverse and ethnically balanced organization.
- Be open to change.
- Seek consistent responses to incidents regionally.
- We could do a better job at implementing change.
- There is a need to begin adding more firefighters and battalion chiefs.

### ECCCCPD

- Auto-Aid system needs improvement.
- Open stations and increase personnel
- Ladder Truck in the first response areas.
- Paramedic staffing on the fire engines.
- Training division and training grounds.
- Funding that allows for sustainability.
- Create a reliable response system for the community.
- Standardization of all of the systems and processes for the region.

### RHFPD

- Improve consistency of responses and resources to incidents.
- Consistent leadership that has a standardized policy and SOP/SOG.
- Alignment with other agencies with the response and resource processes.
- Consistent communications network and systems.
- The organization is lean on leadership depth and capacity to look ahead.
- Recruit a diverse membership.

## What do you see as the top critical issues faced by the fire department today?

### CCCFPD

- Paramedic coverage.
- Staffing levels for those stations that are busy
- The special teams (HAZMAT) staffing.
- Lack of succession planning and new members' desire to promote within the organization.
- Liability concerns for acting-up programs.
- Planning for future economic sustainability for the organization and membership
- Expansion of programs that are not able to sustain
- The apparatus shop is understaffed and needs additional personnel to maintain the fleet adequately.
- Need for additional depth in the Support Services (Logistics) for the agencies
- The level of experience amongst the operations division members is lower given the more recent influx of employees over the years.

### ECCFPD

- Staffing and stations located in the right location
- Need for a ladder truck
- Succession planning
- Staffing and response times
- Project workloads in addition to the call load
- Need for rehab of personnel on critical incidents

### RHFPD

- Growth of population and not the organization
- Succession planning
- Need for leadership of the organization

**What opportunities, in your view, are available to improve the service and capabilities in the event annexation were to take place?**

**CCCFPD**

- Create consistency across the county fire response programs, systems, processes, policies, and SOGS. Business practices are identical across the board.
- Leadership becomes consistent.
- Improve the safety of personnel on the eastside.
- Annexation creates an opportunity to acquire great and talented personnel to provide additional depth to the organization.
- Improvements to the service levels to the community and organizationally.
- The annexation project brings together operations groups to respond to incidents regardless of borders.

**ECCFPD**

- Firefighter safety improves on the eastside.
- Consistency in standardized SOP's & policies. Staffing and equipment improvement.
- Firefighters gain improved regional exposure to the services, call loads, and various tasks.
- New programs and services. Long-term financial stability for the organization long term.
- Personnel depth and desire to do the special programs in CCCFPD

**RHFPD**

- The desire amongst the youthful members to get into the busy call areas and special teams.
- Clear and known leadership of where the organization is going.
- Formulized and standardized training programs that enhance firefighter safety.
- The gain of a regional unity for the membership.
- Regional relationships improve with local governments.
- There are opportunities for expanding the annexation efforts to other agencies.

## What challenges do you see to annexation?

### CCCFPD

- Multiple incidents may create a resource drain on the central part of the district.
- Additional shift training Captains to cover the increased area.
- EMS Captains responding across the County.
- Cultural orientation for the new annex members.
- Concern for financial burdens of annexing the other districts.
- Concern for Measure X and other measures that may impact the funding.
- Pension costs increase to employees.
- What will the costs be for hiring additional personnel to provide services to the newly annexed areas?
- Funding streams may be a challenge.
- There needs to be a direct training component before the annexation taking effect.

### ECCFPD

- Training differently will change.
- What will the seniority bid, overtime, and other staffing processes look like after the annexation?
- Challenge of becoming familiar with one another in the post annexation new organization.
- What will be the timing for opening stations on the eastside?
- The distribution of the funding that ECCFD brings to the annexation.
- Learning the CCCFPD way.
- ECCFD is bringing reserve funds to the annexation.

### RHFPD

- Retirement system differences.
- Retirees are concerned about their current benefits.
- What will the change in wages and benefits be?
- Reserve funds.
- Process for informing the members of the possible changes.

**Administrative Staff from CCCFPD and ECCFPD. RHFPD did not provide anyone for the interview.**

## **CCCFPD**

**If the two districts move forward with consolidation, what duplicated costs do you believe would be eliminated and or consolidated to result in an economy of scale?**

- The duplicated costs include administrative tasks such as payroll, human resources, finance administration, apparatus maintenance.

**Are there processes, systems, or services within fire administration that need improvement?**

- The processes within a large organization, particularly with a County government, some systems are antiquated and require updating.

**What do you see as the top three critical issues faced by the fire department today?**

- The uncertainty of future revenue for planning fiscal sustainability for the district is a critical issue.
- The severity of the weather and the increasing wildfire season impacts.
- The ongoing concern for the district's future fiscal accountability and fiscal viability weighs heavy.

**What opportunities, in your view, are available to improve the service and capabilities in the event annexation were to take place?**

- The inclusion of the new areas into the CCCFPD service area provides a better response to the communities.
- The current concerns of providing mutual and auto aid no longer exist with the approval of the annexation.
- The services that CCCFPD provides are exceptional.

**What challenges do you see to annexation?**

- The concern for the culturally blending of the three organizations will be challenging.

**What drawbacks do you see to the agencies combining?**

- One of the drawbacks is bringing in other entities that may negatively impact CCCFPD's financial health.
- The addition of new personnel from the various agencies will be exciting and potentially challenging.

**What are the three critical issues that you believe will need to be addressed before moving forward with annexation?**

- There is a need for a financial analysis of the annexation project that considers all the consolidation process facets.
- The cultural blending of the multiple organizations needs to be a focus of the organization.
- The alignment of fiscal caution with the annexations' operational needs and the community needs requires constant attention.

**ECCFPD**

**If the two districts move forward with consolidation, what duplicated costs do you believe would be eliminated and or consolidated to result in an economy of scale?**

- Permit technician not familiar with the admin positions.
- Does not yet know what the system looks like today or tomorrow.

**Are there processes, systems, or services within fire administration that need improvement?**

- Things are good now.
- The new fire prevention division is constantly evolving.
- The services are improving, and we have an enhanced support network.
- The organization is set up quite well.

**What do you see as the top three critical issues faced by the fire department today?**

- The necessity for additional stations and engines to cover the area.
- The need for additional fire prevention staff. Stay up with the growth of the community.
- The need to add more firefighters.
- Support from the community to fund the services and systems of the agency.

**What opportunities, in your view, are available to improve the service and capabilities in the event annexation were to take place?**

- Unknown
- Staffing opportunities may improve with annexation.

**What challenges do you see to annexation?**

- Unknown

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**What drawbacks do you see to the agencies combining?**

- Unknown

**What are the critical issues that you believe will need to be addressed before moving forward with annexation?**

- Compliance with fire prevention elements comes easier.
- There is a high level of fire prevention services to the community, ease of access.
- The ability to leverage communication with the community with a smaller organization is better than a larger CCCFPD system
- A very close community. Small agency. The organization would lose that connection.

## APPENDIX D: SAMPLE LAFCO RESOLUTION

RESOLUTION NO. \_\_\_\_

**RESOLUTION OF APPLICATION BY THE BOARD OF DIRECTORS OF  
THE \_\_\_\_\_ FIRE PROTECTION DISTRICT REQUESTING THE  
CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION TO  
INITIATE PROCEEDINGS FOR THE REORGANIZATION OF CERTAIN  
TERRITORY INTO THE CONTRA COSTA COUNTY FIRE PROTECTION  
DISTRICT**

Resolved, by the Board of Directors of the \_\_\_\_\_ Fire Protection District (the District”), that:

**WHEREAS**, the District desires to initiate proceedings pursuant to the Cortese-Knox Local Government Reorganization Act of 2000, commencing with Section 56000 of the California Government Code, for annexation of the territory within \_\_\_\_\_ Fire Protection District and \_\_\_\_\_ Fire Protection District by Contra Costa County Fire Protection District; and

**WHEREAS**, the \_\_\_\_\_ Fire Protection District and \_\_\_\_\_ Fire Protection District also desire to initiate proceedings pursuant to the Cortese-Knox Local Government Reorganization Act of 2000, commencing with Section 56000 of the California Government Code, for reorganization; and

**WHEREAS**, the District, \_\_\_\_\_ Fire Protection District, and \_\_\_\_\_ Fire Protection District are formed and operating pursuant to California Health and Safety Code Section 13800, et seq. and have similar powers; and

**WHEREAS**, California Government Code Section 56853 authorizes the Contra Costa Local Agency Formation Commission to order the reorganization of the Districts without an election except as provided for therein; and

**WHEREAS**, notice of intent to adopt this resolution of application has been given, and this Board has conducted a public hearing based upon this notification, and has received and considered comments presented at that hearing; and

**WHEREAS**, the territory proposed to be reorganized is considered to be inhabited (more than 12 registered voters) and a description of the boundaries of the territory to be annexed as set forth in Exhibits A and B, and a map of the proposed boundary designated as set forth in Exhibit C, are attached hereto and by this reference incorporated herein; and

**WHEREAS**, the reorganization would be consistent with the proposed respective spheres of influence of the Contra Costa County Fire Protection District, East Contra Costa Fire Protection District, and the Rodeo-Hercules Fire Protection District in that the resulting boundaries of Contra Costa County Fire Protection District would have a sphere of influence consisting of the combined spheres of influence of the three districts; and

**WHEREAS**, the reasons for the proposed reorganization are as follows:

1. The fire protection districts provide essentially the same services within adjoining boundaries and reorganization would allow the new district to better meet the emergency fire, rescue and medical needs of its communities.
2. The reorganized District will implement a phased plan for creating a uniform level of service within the entirety of its territory which would allow:
  - a. Better utilization of resources.
  - b. Enhanced capital asset planning and streamlined improvement process.
  - c. Enhanced response to emergency incidents based on expanded personnel, fleet, and station readiness.
  - d. Reduced operating and administrative costs while increasing service levels.
    - e. Enhanced efficiency of management through combining of technology infrastructure, fleet maintenance, and other administrative functions.
  - f. Enhanced and standardized public education outreach; and

**WHEREAS**, the following agencies would be affected by the proposed jurisdictional changes:

1. Contra Costa County Fire Protection District;
2. East Contra Costa Fire Protection District;
3. Rodeo-Hercules Fire Protection District; and

**WHEREAS**, it is desired to require that the proposed reorganization be subject to the following terms and conditions:

1. Contra Costa County Fire Protection District shall annex the entirety of the territories of East Contra Costa Fire Protection District and Rodeo-Hercules Fire Protection District, as identified in Exhibit A (map and legal description of East Contra Costa Fire Protection District territory proposed for annexation) and Exhibit B (map and legal description of Rodeo-Hercules Fire Protection District territory proposed for annexation).
2. East Contra Costa County Fire Protection District and Rodeo-Hercules Fire Protection District shall be dissolved, and Contra Costa County Fire Protection District named the successor district of both districts.
3. The resulting boundaries of Contra Costa County Fire Protection District shall include all territory identified in Exhibit C (map of proposed Contra Costa County Fire Protection District boundaries).
4. The effective date of the reorganization shall be upon recordation of the Certificate of Completion by LAFCO.
5. The sphere of influence for the Contra Costa County Fire Protection District shall be the updated sphere of influence proposed for LAFCO's consideration as part of the reorganization application.

6. The Contra Costa County Fire Protection District shall be the successor agency to all rights, responsibilities, properties, contracts, assets and liabilities, and functions of the East Contra Costa Fire Protection District and the Rodeo-Hercules Fire Protection District, and any funds to which it succeeds may be expended and properly disposed of as provided by Division 12, Part 2.7, Chapter 1, Health & Safety Code, Fire Protection District Law of 1987 (commencing with Section 13800 et seq.

7. All employees of the dissolved East Contra Costa Fire Protection District and the Rodeo-Hercules Fire Protection District shall become full-time employees of the successor agency with [description of process for transition or alteration of employment structure.]

8. 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.

9. All income, from taxes or any other source, which has been a continuing right to tax distribution, or historical distribution or allocation of funds to each District shall continue to be distributed to the Contra Costa County Fire Protection District.

10. All previously authorized charges, fees, assessments, and/or taxes currently in effect, now levied or collected by each District, including improvement or assessment districts thereof, shall continue to be levied and collected by the successor Contra Costa County Fire Protection District.

11. The appropriation limit of the Contra Costa County Fire Protection District shall be set in the amount of \$\_\_\_\_\_ for fiscal year \_\_\_\_\_.

12. [For consideration, if desired by the districts.] Contra Costa County Fire Protection District shall establish two service zones, areas of benefit, and/or such other structure as may be necessary to ensure that the debts and obligations of the respective Dissolved Districts are borne by the customers residing in the territory of the Dissolved District which incurred the debt or obligation. The service zones, areas of benefit, or other structures shall correspond to the existing service territory of the Dissolved East Contra Costa Fire Protection District and Dissolved Rodeo-Hercules Fire Protection District.

13. Indebtedness of each District shall remain the legal obligation of only the lands and areas which incurred such indebtedness; however, the outstanding indebtedness of each District at the time of consolidation shall remain the obligation of the successor Contra Costa County Fire Protection District.

14. Reorganization of the Districts shall not change the rights of the lands in the respective Districts as they existed immediately prior to the reorganization.

15. The composition of the successor Contra Costa County Fire Protection District board of directors shall remain unchanged. [Dependent on the desires of the districts. Can be negotiated.]

16. The services to be provided by the successor Districts shall be provided in a manner consistent with the "Plan for Services" attached hereto as Exhibit "D" and incorporated herein by reference.

**WHEREAS**, this proposal includes all of the territory within the proposed spheres of influence for East Contra Costa Fire Protection District and Rodeo-Hercules Fire Protection District, and will be consistent with the amended spheres of influence for the Districts; it is proposed that the sphere of influence for the Contra Costa County Fire Protection District be established to include its existing sphere of influence and the spheres of influence of East Contra Costa Fire Protection District and Rodeo-Hercules Fire Protection District; and

**WHEREAS**, the Contra Costa County Fire Protection District assumed Lead Agency status for this project under the California Environmental Quality Act (CEQA) on behalf of the three component districts; and

**WHEREAS**, the District has determined that this project is categorically exempt from CEQA pursuant to Public Resources Code Section 21084 and 14 CCR 15320(b) as a project determined not to have a significant effect on the environment; and.

**WHEREAS**, this Board has determined that since a majority of the members of each of the legislative bodies of the three local agencies are adopting substantially similar resolutions of application for this reorganization, the Resolution of Application meets the criteria for requesting a waiver of election proceedings and a waiver of the final Conducting Authority hearing, as set forth in Government Code Section 56853.

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

SECTION 1. Adoption of Resolution of Application. This Resolution of Application is hereby adopted and approved, and the Local Agency Formation Commission of Contra Costa County is hereby requested to take proceedings for the reorganization of territory described in Exhibits A and B (Maps and Boundary Descriptions) to annex to the Contra Costa County Fire Protection District according to the terms and conditions stated above and in the manner provided by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, Government Code Section 56000, et seq.

SECTION 2. 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.

SECTION 3. Effective Date. This Resolution shall take effect upon adoption.

**PASSED, APPROVED AND ADOPTED** by the Board of Directors of the \_\_\_\_\_ Fire Protection District at a regular meeting thereof held on the day of \_\_\_\_\_, 2021, by the following vote:

AYES: \_\_\_\_\_

NOES: \_\_\_\_\_

ABSTENTIONS: \_\_\_\_\_

ABSENT: \_\_\_\_\_

\_\_\_\_\_  
President

\_\_\_\_\_  
Fire Protection District

ATTESTED:

\_\_\_\_\_  
District Secretary

Attachments:

Exhibit A, Map and Legal Description of proposed annexation of East Contra Costa Fire Protection District

Exhibit B, Map and Legal Description of proposed annexation of Rodeo Hercules Fire Protection District

Exhibit C, Map of proposed Contra Costa County Fire Protection District boundaries

Exhibit D, Plan for Services

## APPENDIX E: LAFCO LAW & POLICY GUIDANCE

LAFCO law is defined by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH) commencing with Section 56000 of the California Government Code. The reorganization process is largely determined by LAFCO law and augmented by Contra Costa LAFCO policy. LAFCO approval is generally required for any change in governance structure or boundaries, such as consolidation, reorganization (proposal of more than one action), annexation/detachment of territory, and dissolution.

The annexation scenario discussed in this report is defined as a reorganization in LAFCO law as the proposal would consist of two or more changes of organization initiated in a single proposal (Government Code §56073) —two annexations of two district territories and two subsequent dissolutions.

### Initiation of Proceedings & LAFCO Review Process

Proceedings for a reorganization may be initiated by petition or by resolution of the governing body of any affected county, city, district, or school district (Government Code §56650). For the purposes of this outline of the process, it is assumed that the districts will initiate the process by resolution.

#### 1. Initiation by Resolution:

An adopted resolution of application by the legislative body of any affected local agency shall contain the following content (Government Code §56654) and shall be submitted with a plan for services prepared pursuant to Government Code §56653:

- (1) State that the proposal is made pursuant to this part.
- (2) State the nature of the proposal and list all proposed changes of organization.
- (3) Set forth a description of the boundaries of affected territory accompanied by a map showing the boundaries.
- (4) Set forth any proposed terms and conditions.
- (5) State the reason or reasons for the proposal.
- (6) Request that proceedings be taken for the proposal pursuant to this part.
- (7) State whether the proposal is consistent with the sphere of influence of any affected city or affected district.

At least 21 days before the adoption of the resolution, the legislative body may give mailed notice of its intention to adopt a resolution of application to the commission and to each interested agency and each subject agency. The notice shall generally describe the proposal and the affected territory. (Government Code §56654 (c))

A sample resolution is included as Appendix C of this report.

## 2. Application to LAFCO

The districts shall compile a complete application to LAFCO to include all content outlined in the Application Content section of this appendix.

## 3. LAFCO Processing

LAFCO must accept and process the application to initiate proceedings in accordance with Government Code §56658.

## 4. Tax Sharing Negotiations

Once LAFCO sends notice to commence property tax negotiations according to Revenue and Taxation Code §99(b), the affected agencies must now agree on how the property taxed will be reallocated, unless there is a master tax sharing agreement in place. The County Assessor has 30 days from the date of LAFCO notification to provide information to the County Auditor who has the responsibility under Section 99 to provide information within 45 days from the date of this letter (an additional 15 days) to the County Administrator and the affected agencies, who have 60 days from the date of receipt of the Auditor's letter to conclude a negotiated agreement and an additional 30 days should a request for an extension be submitted to LAFCO. Such an agreement is required prior to LAFCO issuing a certificate of filing for the application and proceeding with the consideration of the reorganization.

## 5. Commission Proceedings

Commission proceedings shall be deemed initiated on the date a petition or resolution of application is accepted for filing and a certificate of filing is issued by the executive officer of the commission of the county in which the affected territory is located. (Government Code §56651)

If a majority of the member of each of the legislative bodies of two or more districts adopt substantially similar resolutions of application making a proposal for either the consolidation of all the districts, or the reorganization of all or any part of the districts into a single district, the Commission shall approve, or conditionally approve, the proposal (Government Code §56853).

At any time not later than 35 days after the conclusion of the hearing, the commission shall adopt a resolution making determinations approving or disapproving the proposal, with or without conditions, the plan of reorganization, or any alternative plan of reorganization as set forth in the report and recommendation of a reorganization committee. If the commission disapproves the proposal, plan of reorganization, or any alternative plan of reorganization, no further proceedings shall be taken on those proposals or plans. (Government Code §56880)

The resolution making determinations shall also do all of the following (Government Code §56881):

- (a) Make any of the findings or determinations authorized or required pursuant to Section 56375.
- (b) For any proposal initiated by the commission pursuant to subdivision (a) of Section 56375, make both of the following determinations:
  - (1) Public service costs of a proposal that the commission is authorizing are likely to be less than or substantially similar to the costs of alternative means of providing the service.
  - (2) A change of organization or reorganization that is authorized by the commission promotes public access and accountability for community services needs and financial resources.
- (c) If applicable, assign a distinctive short-term designation to the affected territory and a description of the territory.
- (d) Initiate protest proceedings pursuant to Part 4 (commencing with Section 57000) in compliance with the resolution.

## 6. Protest Proceedings

- A. Protest proceedings shall be conducted pursuant to Government Code § 57000, et seq. and in compliance with the Commission's resolution of approval.
- B. Unless waived the Commission shall conduct a noticed public hearing not less than 21 nor more than 60 days after the notice is given.
- C. Not more than 30 days after the conclusion of the hearing LAFCO shall make a finding regarding the value of written protests filed and not withdrawn and take one of the following actions:
  - 1) Order the reorganization without election;
  - 2) Order the reorganization subject to an election if the proposal was not initiated by LAFCO, and an affected city or district has not objected by resolution, and petitions requesting an election have been submitted by 25% of the number of voters; or
  - 3) Terminate proceedings if protests represent 50% of the registered voters within the territory.

## 7. Confirmation of Election

The Commission shall execute, within 30 days of the canvass of the election, a Certificate of Completion confirming the order of the reorganization, if a majority of the votes cast upon the question are in favor of the reorganization in either of the following circumstances (Government Code §57176):

- A. At an election called in the territory ordered to be reorganized; or
- B. At an election called within the territory ordered to be reorganized and within the territory of the affected agency.

## **Application Content**

### 1. Application Requirements

Each application shall be in the form as the commission may prescribe and shall contain all of the following information (Government Code §56652):

- (a) A petition or resolution of application initiating the proposal.
- (b) A statement of the nature of each proposal.
- (c) A map and description, acceptable to the executive officer, of the boundaries of the affected territory for each proposed change of organization or reorganization.

(d) Any data and information as may be required by any regulation of the commission.

(e) Any additional data and information, as may be required by the executive officer, pertaining to any of the matters or factors which may be considered by the commission.

(f) The names of the officers or persons, not to exceed three in number, who are to be furnished with copies of the report by the executive officer and who are to be given mailed notice of the hearing.

## 2. Plan for Services Requirements

A plan for reorganization must include a plan for providing services within the affected territory to include the following in addition to any additional information required by the commission or the executive officer (Government Code §56653):

(1) An enumeration and description of the services currently provided or 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, if new services are proposed.

(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.

## **Factors to be Considered in the Review of a Proposal**

LAFCO is charged with considering multiple factors during review and consideration of the application.

### **Government Code §56668**

Factors to be considered in the review of a proposal shall include, but not be limited to, all of the following:

(a) Population and population density; land area and land use; assessed valuation; topography, natural boundaries, and drainage basins; proximity to other populated areas; and the likelihood of significant growth in the area, and in adjacent incorporated and unincorporated areas, during the next 10 years.

(b)(1) 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; and 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.

(2)"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.

(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.

(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.

(e) The effect of the proposal on maintaining the physical and economic integrity of agricultural lands, as defined by Section 56016.

(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.

(g) A regional transportation plan adopted pursuant to Section 65080

(h) The proposal's consistency with city or county general and specific plans.

(i) The sphere of influence of any local agency that may be applicable to the proposal being reviewed.

(j) The comments of any affected local agency or other public agency.

(k) The ability of the newly formed or receiving entity to provide the services that are the subject of the application to the area, including the sufficiency of revenues for those services following the proposed boundary change.

(l) Timely availability of water supplies adequate for projected needs as specified in Section 65352.5.

(m) The extent to which the proposal will affect a city or cities and the county in achieving their respective fair shares of the regional housing needs as determined by the appropriate council of governments consistent with Article 10.6 (commencing with Section 65580) of Chapter 3 of Division 1 of Title 7.

(n) Any information or comments from the landowner or landowners, voters, or residents of the affected territory.

(o) Any information relating to existing land use designations.

(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.

(q) Information contained in a local hazard mitigation plan, information contained in a safety element of a general plan, and any maps that identify land as a very high fire hazard zone pursuant to Section 51178 or maps that identify land determined to be in a state responsibility area pursuant to Section 4102 of the Public Resources Code, if it is determined that such information is relevant to the area that is the subject of the proposal.

### **Government Code §56668.3**

(a) If the proposed change of organization or reorganization includes a city detachment or district annexation, except a special reorganization, and the proceeding has not been terminated based upon receipt of a resolution requesting termination pursuant to either Section 56751 or Section 56857, factors to be considered by the commission shall include all of the following:

(1) In the case of district annexation, whether the proposed annexation will be for the interest of landowners or present or future inhabitants within the district and within the territory proposed to be annexed to the district.

(2) In the case of a city detachment, whether the proposed detachment will be for the interest of the landowners or present or future inhabitants within the city and within the territory proposed to be detached from the city.

(3) Any factors which may be considered by the commission as provided in Section 56668.

(4) Any resolution raising objections to the action that may be filed by an affected agency.

(5) Any other matters which the commission deems material.

(b) The commission shall give great weight to any resolution raising objections to the action that is filed by a city or a district. The commission's consideration shall be based only on financial or service-related concerns expressed in the protest. Except for findings regarding the value of written protests, the commission is not required to make any express findings concerning any of the other factors considered by the commission.

### **Government Code §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.

### **Terms and Conditions**

LAFCO is empowered to condition approval of an application on certain factors.

### **Government Code §56855.5**

(a) In any commission order giving approval to any change of organization or reorganization, the commission may make that approval conditional upon any of the following factors:

(1) Any of the conditions set forth in Section 56886.

(2) The initiation, conduct, or completion of proceedings for another change of organization or a reorganization.

(3) The approval or disapproval, with or without election, as may be provided by this division, of any resolution or ordinance ordering that change of organization or reorganization.

(4) With respect to any commission determination to approve the disincorporation of a city, the dissolution of a district, or the reorganization or consolidation of agencies that results in the dissolution of one or more districts or the disincorporation of one or more cities, a condition that prohibits a district that is being dissolved or a city that is being disincorporated from taking any of the following actions, unless it first finds that either an emergency situation exists as defined in Section 54956.5, or the legislative body of the successor, as designated by the commission has taken action approving one or more of the following actions:

(A) Approving any increase in compensation or benefits for members of the governing board, its officers, or the executive officer of the agency.

(B) Appropriating, encumbering, expending, or otherwise obligating, any revenue of the agency beyond that provided in the current budget at the time the commission approves the dissolution or disincorporation.

(b) If the commission so conditions its approval, the commission may order that any further action pursuant to this division be continued and held in abeyance for the period of time designated by the commission, not to exceed six months from the date of that conditional approval.

(c) The commission order may also provide that any election called upon any change of organization or reorganization shall be called, held, and conducted before, upon the same date as, or after the date of any election to be called, held, and conducted upon any other change of organization or reorganization.

(d) The commission order may also provide that in any election at which the questions of annexation and district reorganization or, incorporation and district reorganization, or disincorporation and district reorganization are to be considered at the same time, there shall be a single question appearing on the ballot upon the issues of annexation and district reorganization or incorporation and district reorganization.

## **Government Code §56886**

Any change of organization or reorganization may provide for, or be made subject to one or more of, the following terms and conditions. If a change of organization or reorganization is made subject to one or more of the following terms and conditions in the commission's resolution making determinations, the terms and conditions imposed shall prevail in the event of a conflict between a specific term and condition authorized pursuant to this section and any of the general provisions of Part 5 (commencing with Section 57300). However, none of the following terms and conditions shall directly regulate land use, property development, or subdivision requirements:

(a) The payment of a fixed or determinable amount of money, either as a lump sum or in installments, for the acquisition, transfer, use, or right of use of all or any part of the existing property, real or personal, of any city, county, or district.

(b) The levying or fixing and the collection of any of the following, for the purpose of providing for any payment required pursuant to subdivision (a):

(1) Special, extraordinary, or additional taxes or assessments.

(2) Special, extraordinary, or additional service charges, rentals, or rates.

(3) Both taxes or assessments and service charges, rentals, or rates.

(c) The imposition, exemption, transfer, division, or apportionment, as among any affected cities, affected counties, affected districts, and affected territory of liability for payment of all or any part of principal, interest, and any other amounts which shall become due on account of all or any part of any outstanding or then authorized but thereafter issued bonds, including revenue bonds, or other contracts or obligations of any city, county, district, or any improvement district within a local agency, and the levying or fixing and the collection of any (1) taxes or assessments, or (2) service charges, rentals, or rates, or (3) both taxes or assessments and service charges, rentals, or rates, in the same manner as provided in the original authorization of the bonds and in the amount necessary to provide for that payment.

(d) If, as a result of any term or condition made pursuant to subdivision (c), the liability of any affected city, affected county, or affected district for payment of the principal of any bonded indebtedness is increased or decreased, the term and condition may specify the amount, if any, of that increase or decrease which shall be included in, or excluded from, the outstanding bonded indebtedness of that entity for the purpose of the application of any statute or charter provision imposing a limitation upon the principal amount of outstanding bonded indebtedness of the entity.

(e) The formation of a new improvement district or districts or the annexation or detachment of territory to, or from, any existing improvement district or districts.

(f) The incurring of new indebtedness or liability by, or on behalf of, all or any part of any local agency, including territory being annexed to any local agency, or of any existing or proposed new improvement district within that local agency. The new indebtedness may be the obligation solely of territory to be annexed if the local agency has the authority to establish zones for incurring indebtedness. The indebtedness or liability shall be incurred substantially in accordance with the laws otherwise applicable to the local agency.

(g) The issuance and sale of any bonds, including authorized but unissued bonds of a local agency, either by that local agency or by a local agency designated as the successor to any local agency which is extinguished as a result of any change of organization or reorganization.

(h) The acquisition, improvement, disposition, sale, transfer, or division of any property, real or personal.

(i) The disposition, transfer, or division of any moneys or funds, including cash on hand and moneys due but uncollected, and any other obligations.

(j) The fixing and establishment of priorities of use, or right of use, of water, or capacity rights in any public improvements or facilities or any other property, real or personal. However, none of the terms and conditions ordered pursuant to this subdivision shall modify priorities of use, or right of use, to water, or capacity rights in any public improvements or facilities that have been fixed and established by a court or an order of the State Water Resources Control Board.

(k) The establishment, continuation, or termination of any office, department, or board, or the transfer, combining, consolidation, or separation of any offices, departments, or boards, or any of the functions of those offices, departments, or boards, if, and to the extent that, any of those matters is authorized by the principal act.

(l) The employment, transfer, or discharge of employees, the continuation, modification, or termination of existing employment contracts, civil service rights, seniority rights, retirement rights, and other employee benefits and rights.

(m) The designation of a city, county, or district, as the successor to any local agency that is extinguished as a result of any change of organization or reorganization, for the purpose of succeeding to all of the rights, duties, and obligations of the extinguished local agency with respect to enforcement, performance, or payment of any outstanding bonds, including revenue bonds, or other contracts and obligations of the extinguished local agency.

(n) The designation of (1) the method for the selection of members of the legislative body of a district or (2) the number of those members, or (3) both, where the proceedings are for a consolidation, or a reorganization providing for a consolidation or formation of a new district and the principal act provides for alternative methods of that selection or for varying numbers of those members, or both.

(o) The initiation, conduct, or completion of proceedings on a proposal made under, and pursuant to, this division.

(p) The fixing of the effective date or dates of any change of organization, subject to the limitations of Section 57202.

(q) Any terms and conditions authorized or required by the principal act with respect to any change of organization.

(r) The continuation or provision of any service provided at that time, or previously authorized to be provided by an official act of the local agency.

(s) The levying of either of the following:

(1) Assessments or fees, including the imposition of a fee pursuant to Section 50029 or 66484.3. For the purposes of this section, imposition of a fee as a condition of the issuance of a building permit does not constitute direct regulation of land use, property development, or subdivision requirements.

(2) General or special taxes subject to approval by the voters.

(t) The extension or continuation of any previously authorized charge, fee, assessment, or tax by the local agency or a successor local agency in the affected territory.

(u) The transfer of authority and responsibility among any affected cities, affected counties, and affected districts for the administration of special tax and special assessment districts, including, but not limited to, the levying and collecting of special taxes and special assessments, including the determination of the annual special tax rate within authorized limits; the management of redemption, reserve, special reserve, and construction funds; the issuance of bonds which are authorized but not yet issued at the time of the transfer, including not yet issued portions or phases of bonds which are authorized; supervision of construction paid for with bond or special tax or assessment proceeds; administration of agreements to acquire public facilities and reimburse advances made to the district; and all other rights and responsibilities with respect to the levies, bonds, funds, and use of proceeds that would have applied to the local agency that created the special tax or special assessment district.

(v) Any other matters necessary or incidental to any of the terms and conditions specified in this section. If a change of organization, reorganization, or special reorganization provides for, or is made subject to one or more of, the terms and conditions specified in this section, those terms and conditions shall be deemed to be the exclusive terms and conditions for the change of organization, reorganization, or special reorganization, and shall control over any general provisions of Part 5 (commencing with Section 57300).

## APPENDIX F: MEASURE O & 1998 BENEFIT ASSESSMENT MEMO

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### MEMORANDUM

**DATE:** April 28, 2021

**TO:** Honorable Chair Steve Hill and Members of the Board of Directors  
Chief Bryan Craig  
*Rodeo Hercules Fire Protection District*

**FROM:** Richard D. Pio Roda, District Counsel

**RE:** **Impacts of a Consolidation between Rodeo Hercules Fire Protection District and Contra Costa County Fire Protection District on Measure O & 1998 Benefit Assessment**

#### BACKGROUND

In 2016, voters approved the levy of a special tax on parcels located within the District to fund the lawful expenses of the District as authorized by the Fire Protection District Law of 1987. This parcel tax is commonly known as Measure O. In 1998, the District enacted a fire suppression special assessment fee on parcels within the District (the “1998 Benefit Assessment”). The 1998 Benefit Assessment was authorized by Government Code section 50078 and enacted in accordance with Proposition 218.

The District is currently analyzing the feasibility of consolidation with the Contra Costa County Fire Protection District (“Con Fire”). As part of the District’s due diligence, you have asked what effect consolidation would have on Measure O and the 1998 Benefit Assessment. As further discussed below, both Measure O and the 1998 Benefit Assessment could continue to be collected after consolidation, but all funds will be required to be spent on fire protection services within the current boundaries of the District.

To: Board of Directors and Chief Craig  
From: Richard D. Pio Roda  
Re: Impacts of a Consolidation between Rodeo Hercules Fire Protection District and Contra Costa County Fire Protection District on Measure O & 1998 Benefit Assessment  
Date: April 28, 2021  
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## DISCUSSION

The consolidation of two or more special districts is governed by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (the “Act”).<sup>1</sup> The Contra Costa County Local Agency Formation Commission (“LAFCo”) is responsible for implementing the Act within Contra Costa County. Any potential consolidation of the District and Con Fire will require the approval of LAFCo, which has broad authority to impose conditions on any potential consolidation.<sup>2</sup>

One of the many factors LAFCo will consider when reviewing a proposed consolidation is the financial impacts of the consolidation and the level of service provided. To ensure that consolidation does not result in a decrease in the level of service provided to residents of either of the two districts proposed to be consolidated, LAFCo may condition its approval of the consolidation on the levying of taxes, assessments, or fees.<sup>3</sup> Accordingly, as a condition of approving the potential consolidation of the District and Con Fire, LAFCo may require Measure O and the 1998 Benefit Assessment District to continue to be collected.<sup>4</sup>

If LAFCo decides that Measure O and the 1998 Benefit Assessment District should remain in effect after a potential consolidation, the collected funds are legally required to be used solely for fire protection services within the District.

Measure O is a special tax imposed on parcels within the District. This type of tax is commonly known as a parcel tax, since it applies to all parcels within the District but is not based on the value of the parcel. A parcel tax is an excise tax on the privilege of consuming special district services. Specifically, Measure O was enacted to fund services within the District, including “enhancing the existing level of fire prevention, emergency fire protection and paramedic response services through increasing staffing levels to operate and maintain the District’s fire stations, maintaining and when necessary replacing fire protection and lifesaving equipment and apparatus to optimal levels of function and performance, and to fund capital improvements.”<sup>5</sup> California law provides that revenue from any special tax collected to fund fire protection services “shall be used for the service for which it was

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<sup>1</sup> Govt. Code § 56000 *et seq.*

<sup>2</sup> Govt. Code § 56375(a). If at least ten percent of the voters within the District submit written protests to LAFCo regarding a proposed consolidation, the consolidation may not occur unless approved by the District’s voters at an election. (Govt. Code § 57113.)

<sup>3</sup> See e.g., Govt. Code § 56886(b).

<sup>4</sup> Govt. Code sections 56886(t) and (u).

<sup>5</sup> Measure O, § 4.

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imposed, and for no other purpose.”<sup>6</sup> Since Measure O was imposed to fund fire protection services within the District, if consolidation occurs those funds must be used to fund fire protection services within the District and not elsewhere in Con Fire’s service area.

Similar restrictions apply to the 1998 Benefit Assessment, which is “an assessment within the meaning of Proposition 218.”<sup>7</sup> An assessment is a “levy or charge upon real property by an agency for a special benefit conferred upon the real property.”<sup>8</sup> The funds collected from an assessment can only be used to pay for the benefits provided to the parcels paying the assessment. Accordingly, if consolidation occurs, the funds raised from the 1998 Benefit Assessment District must continue to be used solely to fund fire protection services within District, since only parcels within the District pay the assessment.<sup>9</sup>

For the reasons stated herein, both Measure O and the 1998 Benefit Assessment may continue after consolidation, but all collected funds will be required to be spent on fire protection services within the current boundaries of the District.

RDP:AJM

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<sup>6</sup> Gov. Code § 53978(e).

<sup>7</sup> District Ordinance No. 98-1, Art. I.

<sup>8</sup> Cal. Const., art. XIII D, § 2, subd. (b).

<sup>9</sup> The 1998 Benefit Assessment provides that in the event the District undergoes any *involuntary* consolidation, the assessment will become null and void “at the election and option of the District’s Board of Directors”. The assessment defines involuntary as a consolidation not initiated or supported by a Resolution of the District’s Board. This section is not relevant to any consolidation that has the support of the Board. District Ordinance No. 98-1, Art. IX.

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