



## STAFF REPORT

**Date:** October 27, 2015  
**To:** City Council  
**From:** Bryan Montgomery, City Manager

Approved and Forwarded to City Council:

  
Bryan H. Montgomery, City Manager

**SUBJECT:** **Resolution Receiving and Accepting the Recommendations of a Task Force formed to Identify and Recommend Short-term and Long-Term Solutions to Improve Fire and Medical Response in the East Contra Costa Fire Protection District**

### Summary and Background

On June 24, 2015 the first meeting of a multi-jurisdictional task force was held to address emergency fire and medical responses in East Contra Costa Fire Protection District. Subsequent meetings have been held and a report with recommendations has been prepared. The task force report focuses on long-term solutions and temporary mitigation measures that will help reduce public safety risks within the District.

The task force was comprised of the following members:

- Hugh Henderson, *ECCFPD Fire Chief*
- Brian Helmick, *ECCFPD Battalion Chief*
- Jeff Carman, *Contra Costa County Fire Protection District Fire Chief*
- Gus Viña, *Brentwood City Manager*
- Bryan Montgomery, *Oakley City Manager*
- Tomi Riley, *Chief of Staff for Supervisor Piepho*
- Krystal Hinojosa, *Chief of Staff for Supervisor Mitchoff*
- Vince Wells, *President, IAFF Local 1230*
- Gil Guerrero, *Vice President, IAFF Local 1230 and ECCFPD Fire Captain*
- Bob May, *Representative, IAFF, Local 1230 and ECCFPD Fire Engineer*

The Fire District Board of Directors received and accepted the task force's presentation at its November 2, 2015 meeting. Tonight is the opportunity for the city councils in Oakley and Brentwood to consider the report. The County Board of Supervisors is set to receive and act on the report on November 17, 2015. Nearly identical resolutions will be presented to all four governing boards and all must adopt the resolutions for the short-term, temporary mitigations to be implemented.

The task force's report is attached and concisely explains the current crisis that exists with the District and the three key recommendations for action.

**Fiscal Impact**

If implemented, the short-term, temporary measure relating to the re-opening of one of the closed fire stations utilizes funds remitted from Oakley directly to the Fire District through a fire assessment at the Summer Lakes development. These funds have accumulated to be approximately \$600,000 and are proposed to be used to assist with the cost of re-opening a station. (These are the funds that would be utilized for the Oakley portion of the costs).

**Recommendation**

Receive and accept the report from the task force and adopt the resolution.

**Attachment**

1. Task force report
2. Resolution

**Fire and Medical Services Task Force**

**Report to Elected Officials**

**October 21, 2015**

Task Force Members:

Hugh Henderson, ECCFPD Fire Chief

Brian Helmick, ECCFPD Battalion Chief

Jeff Carman, ConFire Fire Chief

Vince Wells, President Local 1230

Gil Guerrero, Vice President Local 1230

Bob May, Board Representative Local 1230

Tomi Riley, Chief of Staff for Supervisor Piepho

Krystal Hinojosa, Chief of Staff for Supervisor Mitchoff

Bryan Montgomery, Oakley City Manager

Gus Vina, Brentwood City Manager

**Fire and Medical Services Task Force: *Operating Principles***

The Fire and Medical Services Task Force:

- ✓ Recognizes that given the most recent reduction in fire and medical services in East Contra Costa County due to public rejection of the fire assessment initiative, there are added risks to public safety; and
- ✓ That there is a need to find long-term, sustainable financial and operational solutions that will provide appropriate fire and medical levels of service in East Contra Costa County; and
- ✓ That public safety is a top priority for East Contra Costa County; therefore, the Task Force and its members are charged with identifying long-term as well as short-term,

**temporary** mitigation measures that will reduce public safety risks to the extent possible, by:

1. Identifying an “unconstrained” model for levels of service for 250 square miles of fire and medical response;
2. Examining long-term solutions;
3. Considering, discussing, and understanding data related to fire and medical services (i.e. response times, staffing, station location, etc.);
4. Identifying **temporary** mitigation measures to reduce public safety risks;
5. Developing a funding plan to fund and implement such mitigation measures;
6. Accomplishing task force recommendations by August 2015.

**BACKGROUND:**

- In the spring of 2014 the District started working on the fire benefit assessment to maintain the five fire station model which was being supported by the FEMA Safer grant.
- In September 2014, fire station 54 downtown Brentwood was closed due to lack of personnel leaving with the Safer grant expiring in November 2014.
- April 27, 2015, the property owners voted not to assess themselves for additional fire revenue and maintain the five station model.
- May 11 2015, the district closed down the Knightsen fire station and started the current three station model.

The District covers 249 square miles and a population of over 110,000. In 2014 the District responded to over 6300 calls for service with 78% medicals, 10% fires and 12% public service calls. The critical need for the District is to have enough resources to respond to a structure fire without the use of auto aid and/or mutual aid. NFPA 1710 recommends 16 firefighters on scene of a working structure fire within 10 minutes. This would require that the District have a minimum of five engines on duty plus a Battalion Chief. The District has historically struggled meeting this standard both with personnel and time and distance between stations.

**SUMMARY FINDINGS:**

1. The ECCFPD has on-going, structural financial deficiencies to the extent that it is unable to provide adequate fire suppression and medical response services to the communities in the East Contra Costa Fire Protection District.
2. Long-term, sustainable financial and operational solutions should be considered in order to provide adequate fire suppression and medical response services to the East Contra Costa Fire Protection District communities. A long-term solution needs to be identified

to address the financial deficiencies that exist and will continue to exist, and a heightened awareness is emerging now of the District's predicament that may not be sustained over time.

3. Due to the reduction in services and the increase in public safety risks, immediate and temporary short-term mitigation measures should be considered.
4. Due to the clear and present risks related to fire station closures, the short-term mitigation measures need to directly address fire suppression services.
5. Financial support for any temporary, short-term mitigation measures should be considered by all of the affected stakeholders (i.e. ECCFPD, County of Contra Costa, City of Oakley, and City of Brentwood), and care should be taken that any short-term measure does not adversely affect any long-term solution.
6. A grass roots community based group should be formed to help communicate fire and medical response information to the citizens and business interests.
7. Consulting services should be considered to both evaluate long-term solutions, short-term recommended mitigation measures, as well as to design the ultimate unconstrained model for fire and medical services.
8. Extreme efforts should be made through public outreach to make sure the public understands that the short-term mitigation measures are temporary and do not resolve the financial nor operational deficiencies facing ECCFPD. Furthermore, it needs to be understood that these measures do not bring the ECCFPD to within, or even close to, national standards for fire suppression activities.

#### **SPECIFIC TASK FORCE RECOMMENDATIONS:**

##### **RECOMMENDATION 1: Consider a 2016 ballot initiative to fund ECCFPD**

The task force recommends that an exploratory team be assembled to evaluate a 2016 ballot initiative to fund ECCFPD and if appropriate, launch the campaign. Subject matter experts will be engaged to assist the task force in evaluating the effort and timing necessary for an attempt to obtain the needed funding for the ECCFPD.

##### **RECOMMENDATION 2: Use Best Practices to develop an Unconstrained Model for Fire and Medical Services (Master Plan District services for the future)**

The task force recommends the engagement of consulting services for the development of a financial and operational plan that would identify how fire and medical services should be delivered in the existing ECCFPD with assumptions of population growth for the next 25 to 30 years. The task force further recommends that subject matter experts from staff be included in this discussion.

**RECOMMENDATION 3: A fourth fire station (staffing of three personnel per shift) should be added to provide temporary improvement of fire and medical responses in the "district."**

Costs: \$1.4 M (Full Year costs)

Operational Impacts: Adding a fourth fire station would increase the daily staffing of firefighters on duty from 9 to 12, which would assist in decreasing workload of the current personnel on duty and reduce some of the burden of relying on auto aid responses. The District at a minimum would still require one auto aid engine for any structure response trying to meet the goal of getting 16 firefighters on scene of a working structure fire within 10 minutes.

Outcomes: 25% increase in daily staffing; reduction on auto aid system; increased firefighter/community safety; reduction of having all resources deployed at the same time; and an improvement in overall response times throughout the District.

Fiscal Impact: Total annual costs are \$1.4 million; however, the first year costs are \$788,000 with an estimated implementation of January 2016. Costs were allocated based on calls for service within the district (Attachment A). It is recommended that the Fire Chief continue efforts to increase revenue sources to the district to help offset impacts to stakeholders.

### **Minority Report(s)**

There were no minority reports submitted by task force members and the vote was unanimous on submitting the task force recommendations to the East Contra Costa Fire Protection District Board, the City of Oakley City Council, the City of Brentwood City Council, and the Contra Costa County Board of Supervisors.

### **Attachments**

Attachment A: Cost Allocations

Attachment B: Fire Assessment Results

Attachment C: Resolution

## ATTACHMENT A

Funding Matrix  
As of September 25, 2015

### Adding a 4th Station

	<u>1st Year</u>	<u>2nd Year</u>	<u>Total</u>
ECCFPD	\$399,352	\$474,626	\$873,978
Brentwood	\$190,485	\$475,515	\$666,000
Oakley	\$109,315	\$272,887	\$382,202
County	\$89,127	\$222,490	\$311,617
Totals	\$788,279	\$1,445,518	\$2,233,797

#### Funding Assumptions:

- a. Funding is for five positions (four are already existing).
- b. Cost allocation for cities and county is based on calls for service.
- c. Model uses \$600,000 CFD Oakley to cover Oakley costs of \$382,202, \$116,352 year one and \$101,446 year two for ECCFPD.
- d. ECCFPD year one funding includes \$283,000 of the property value increases in FY15/16 and \$116,352 CFD Oakley.
- e. ECCFPD year two funding includes \$283,000 property value increases in FY15/16, \$102,000 CFD Oakley; \$90,000 AV in FY16/17.

RESOLUTION NO. \_\_\_\_\_

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF OAKLEY  
ACCEPTING THE RECOMMENDATIONS OF A TASK FORCE FORMED TO  
IDENTIFY AND RECOMMEND SHORT-TERM AND LONG-TERM  
SOLUTIONS TO IMPROVE FIRE AND MEDICAL RESPONSE WITHIN THE  
EAST CONTRA COSTA FIRE PROTECTION DISTRICT**

**WHEREAS**, the East Contra Costa Fire Protection District ("District") provides fire and medical response services to the District, which covers 249 square miles and a population of over 110,000; and

**WHEREAS**, District voters have not passed benefit assessment measures to increase funding for the District; and

**WHEREAS**, a lack of sufficient funding required the District to reduce fire and medical response services with the closure of two fire stations; and

**WHEREAS**, the District is currently served with only three fire stations and nine firefighters for any given shift; and

**WHEREAS**, a task force ("Task Force") was formed to identify and recommend both short-term and long-term solutions to improve fire and medical response within the District; and

**WHEREAS**, Task Force members include the Fire Chief for the Contra Costa County Fire Protection District; the Fire Chief and Battalion Chief for the District; the Chiefs of Staff from County Supervisors Mary Piepho's and Karen Mitchoff's offices; the President, Vice-President, and Board Member for Firefighters Association Local 1230; the City Manager for the City of Oakley, and the City Manager for the City of Brentwood; and

**WHEREAS**, the Task Force met on multiple occasions, discussed the various issues impacting the District, and identified short and long-term solutions to improve fire and medical responses within the District; and

**WHEREAS**, the Task Force developed specific recommendations that are set forth in this Resolution.

**NOW, THEREFORE BE IT RESOLVED** that the City Council of the City of Oakley:

A. Accepts the following Task Force recommendations:

1. A fourth fire station within the District will be commissioned and fully staffed;

2. Under the cost allocation schedule attached as Exhibit "A", two-years of funding for additional and temporary services will be provided by the District; County of Contra Costa; City of Oakley; and City of Brentwood;
3. The District Fire Chief will prepare a recommendation to the Fire District Board as to which fire station will be commissioned;
4. A grass roots, community based group will be formed to educate the public on fire and medical response risks and requirements;
5. Consultant(s) will be engaged to explore the possibility of a 2016 ballot initiative; and
6. The Task Force will continue to work on long-term solutions for adequate fire and medical response services in the District.

B. Agrees to work in good faith with the District and the other member agencies of the District in developing a Memorandum of Understanding ("MOU") to memorialize the Task Force recommendations set forth in this Resolution.

C. Acknowledges that the failure of the District or any member agency of the District to adopt a resolution in substantially the same form as this Resolution and/or the failure of the District or any member agency of the District to agree to the MOU described in section B above, will mean that the Task Force recommendations will not be implemented.

**PASSED, APPROVED AND ADOPTED** by the City Council of the City of Oakley at a regular meeting held on the 10<sup>th</sup> day of November 2015 by the following vote:

AYES:  
NOES:  
ABSTENTION:  
ABSENT:

**APPROVED:**

\_\_\_\_\_  
Doug Hardcastle, Mayor

**ATTEST:**

\_\_\_\_\_  
Libby Vreonis, City Clerk

Date: