LAFCO

Alameda Local Agency Formation Commission

NOTICE OF REGULAR MEETING AND AGENDA

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

THURSDAY, MARCH 14, 2024
2:00 P.M.

Karla Brown, Chair — Ralph Johnson, Vice Chair — Nate Miley — David Haubert —Melissa Hernandez — Mariellen Faria — Sblend Sblendorio
Lena Tam, Alternate — John Marchand, Alternate — Georgean Vonheeder-Leopold, Alternate — Bob Woerner, Alternate

In Person:
Council Chamber
Dublin City Hall
100 Civic Plaza
Dublin, CA 94568

Or from the following remote locations:

- Heritage House, 4501 Pleasanton Avenue, Pleasanton, California 94566

Via Video-Teleconference Participation:

https://us02web.zoom.us/j/82983511571?pwd=bi8xWkVsU2QxYjB3bzE2S2lubnN2Zz09
Meeting ID: 829 8351 1571
Password (if prompted): lafco or 140331
(669)-900-9128

Remote participation by e-mail is also welcomed by sending comments to LAFCO staff at rachel.jones@acgov.org. All e-mails received before 4:00 P.M. one business day before the meeting will be forwarded to the Commission and posted online. These comments will also be referenced at the meeting.

If you need assistance before the meeting, please contact Executive Officer, Rachel Jones at: rachel.jones@acgov.org

1. **2:00 P.M. – Call to Order and Pledge of Allegiance**

2. **Roll Call**

3. **Public Comment:** Anyone from the audience may address the Commission on any matter not listed on the agenda and within the jurisdiction of Alameda LAFCO. The Commission cannot act upon matters not appearing on the agenda. ***Speakers are limited to three (3) minutes.***

4. **Appoint Agency Designated Representative –** Commissioner Woerner

5. **Adjourn to CLOSED SESSION – CONFERENCE WITH LABOR NEGOTIATORS**

Agency Designated Representative: Commissioner Woerner
Alameda LAFCO
Executive Officer, Rachel Jones

6. **Consent Items:**
   - **a.** Approval of Meeting Minutes: January 11, 2024 Special Meeting
   - **b.** Budget Report
   - **c.** Proposed Amendments to Study Schedule FY 2023-2026

7. **Final Report on Fire Protection and Emergency Medical Services MSR –** (Public Hearing)
The report returns from its draft presentation in November 2023 and subsequent public review period with appropriate revisions in its task to independently evaluate public services of 14 cities and 4 special districts in the region with specific attention to inform future boundary changes and sphere of influence updates of the affected agencies. This includes recommendations regarding determinations and associated sphere of influence updates in the final report.

LAFCO Staff Recommendation: Accept the final report with distribution to all the affected agencies, as well as adopt a resolution codifying the associated determinations and recommendations.

8. **Draft Operating Budget and Workplan for FY 2024-2025 –** (Public Hearing)
The Alameda Local Agency Formation Commission (LAFCO) will consider adopting a draft budget and workplan for fiscal year 2024-2025 in anticipation of taking final action at its next regular meeting. Proposed budget expenses total $818,538, representing an increase of $33,798 or 4.3% from the current fiscal year. The increase is marked by expenses for professional services in the Service and Supplies Unit for additional LAFCO studies and travel costs.

LAFCO Staff Recommendation: Adopt the resolution, circulate the proposed budget for review and comment, and direct staff to return with a final budget as part of a noticed hearing at the next regular meeting.

9. **Establish Ad Hoc Committee to Review and Negotiate County MOU Agreement –** (Business)
As the current five-year agreement between the County and LAFCO approaches its expiration on June 30, 2024, it is imperative for the Commission to initiate the process of negotiating a new MOU to govern our relationship moving forward. The Commission's last agreement was approved on May 29, 2019. The Commission will consider establishing an Ad Hoc Committee to review and negotiate its Memorandum of Understanding (MOU) Agreement with the County of Alameda for support services.

LAFCO Staff Recommendation: Select three Commissioners to create an Ad Hoc Committee to review and negotiate LAFCO's MOU Agreement with the County**.**

10. **Matters Initiated by Members of the Commission**

11. **Executive Officer Report**

12. Informational Items

- **a.** Current and Pending Proposals
- **b.** Progress Report on 2023-2024 Work Plan
- **c.** **Alameda LAFCO Brochure**
- **d.** CALAFCO Quarterly Report
- **e.** CALAFCO Staff Workshop from April 24-26 in Pleasanton, California
- **f.** Form 700: Due April 1
- **g.** Commissioners with terms ending May 2024:
  1. Ralph Johnson
  2. Nate Miley

13. Adjournment of Regular Meeting

Next Meetings of the Commission

Policy and Budget Committee Meeting
Thursday, April 4, 2024 at 2:00 p.m., Dublin City Hall, RMR

Regular Meeting
Thursday, May 9, 2024 at 2:00 p.m., Dublin City Hall, Council Chamber

DISCLOSURE OF BUSINESS OR CAMPAIGN CONTRIBUTIONS TO COMMISSIONERSRE

Government Code Section 84308 requires that a Commissioner (regular or alternate) disqualify herself or himself and not participate in a proceeding involving an "entitlement for use" application if, within the last twelve months, the Commissioner has received **$250 or more in business or campaign contributions from an applicant, an agent of an applicant, or any financially interested person who actively supports or opposes a decision on the matter.** A LAFCo decision approving a proposal (e.g., for an annexation) will often be an "entitlement for use" within the meaning of Section 84308. Sphere of Influence determinations are exempt under Government Code Section 84308.

If you are an applicant or an agent of an applicant on such a matter to be heard by the Commission and if you have made business or campaign contributions totaling $250 or more to any Commissioner in the past twelve months, Section 84308(d) requires that you disclose that fact for the official record of the proceeding. The disclosure of any such contribution (including the amount of the contribution and the name of the recipient Commissioner) must be made either: l) In writing and delivered to the Secretary of the Commission prior to the hearing on the matter, or 2) By oral declaration made at the time the hearing on the matter is opened. Contribution disclosure forms are available at the meeting for anyone who prefers to disclose contributions in writing.

Pursuant to GC Section 84308, if you wish to participate in the above proceedings, you or your agent are prohibited from making a campaign contribution of $250 or more to any Commissioner. This prohibition begins on the date you begin to actively support or oppose an application before LAFCO and continues until 3 months after a final decision is rendered by LAFCO. If you or your agent have made a contribution of $250 or more to any Commissioner during the 12 months preceding the decision, in the proceeding that Commissioner must disqualify himself or herself from the decision. However, disqualification is not required if the Commissioner returns that campaign contribution within 30 days of learning both about the contribution and the fact that you are a participant in the proceedings. Separately, any person with a disability under the Americans with Disabilities Act (ADA) may receive a copy of the agenda or a copy of all the documents constituting the agenda packet for a meeting upon request. Any person with a disability covered under the ADA may also request a disability-related modification or accommodation, including auxiliary aids or services, in order to participate in a public meeting. Please contact the LAFCO office at least three (3) working days prior to the meeting for any requested arrangements or accommodations.

Alameda LAFCO Administrative Office
224 West Winton Avenue, Suite 110
Hayward, CA 94544
T: 510.670.6267
W: alamedalafco.org

AGENDA REPORT
March 14, 2024 Item
No. 6a

TO: Alameda Commissioners

FROM: April L. Raffel, Commission Clerk

SUBJECT: **January 11th Special Meeting Minutes**

The Alameda Local Agency Formation Commission (LAFCO) will consider draft minutes prepared for the meeting held on January 11, 2024. The minutes are in action-form and being presented for formal Commission approval.

Background

The Ralph M. Brown Act was enacted by the State Legislature in 1953 and – among other items – requires public agencies to maintain written minutes for qualifying meetings.

Discussion

This item is for Alameda LAFCO to consider approving action minutes for the January 11, 2024, regular meeting. The attendance record for the meeting follows.

- Commissioners Faria, Haubert, Hernandez, Johnson, and Sblendorio were present.
- Alternate Commissioners Marchand, Vonheeder-Leopold, and Woerner were present.
- Commissioners Brown, Miley, and Alternate Commissioner Tam were absent.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Approve the draft minutes prepared for Alameda LAFCO's January 11, 2024, regular meeting, (Attachment 1) with any desired corrections or clarifications.

Alternative Two:
Continue consideration of the report to a future meeting and provide direction to staff as needed.

Administrative Office
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Nate Miley, Regular County of Alameda
Karla Brown, Chair City of Pleasanton
Ralph Johnson, Regular Castro Valley Sanitary District
Sblend Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regula City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Respectfully,

April L. Raffel
Commission Clerk

Attachments:
1. Draft Meeting Minutes for January 11, 2024, Regular Meeting

SUMMARY ACTION MINUTES
ALAMEDA LOCAL AGENCY FORMATION COMMISSION
January 11, 2024, SPECIAL MEETING
City of Dublin Council Chambers, 100 Civic Drive, Dublin, CA

1. CALL TO ORDER AND PLEDGE OF ALLEGIANCE

2. ROLL CALL

The special meeting was called to order at 4:00 p.m. by Vice Chair Johnson.
The Commission Clerk performed the roll call with the following attendance recorded.

Regulars Present:	Mariellen Faria, Eden Township Healthcare District David Haubert, County of Alameda Melissa Hernandez, City of Dublin Ralph Johnson, Castro Valley Sanitary District (Vice Chair) Sblend Sblendorio, Public Member
Alternates Present:	John Marchand, Alternate, City of Livermore (voting) Georgean Vonheeder-Leopold, Dublin San Ramon Services District (arrived 4:07 p.m.) Bob Woerner, Public Member
Members Absent:	Karla Brown, City of Pleasanton (Chair) Nathan Miley, County of Alameda Lena Tam, Alternate, County of Alameda

The Commission Clerk confirmed a quorum was present with six voting members. Also present at the meeting were Executive Officer Rachel Jones, Commission Counsel Kathy Lee, and Commission Clerk April Raffel.

Vice Chair Johnson requested an adjustment to the order of the agenda to move Agenda Item 3: Closed Sesson - Public Employee Performance Evaluation of Executive Officer to end of agenda and advance Item 4: Public Comment, Item 5: Consent Calendar, Item 6: Matters by the Commission, Item 7: Executive Officer Report, and Item 8: Informational Items.

3. PUBLIC COMMENT:

Vice Chair Johnson invited anyone from the public to address the Commission on any matter not listed on the agenda and within the jurisdiction of the Commission. The Commission Clerk confirmed there were no public comments to address the Commission. Vice Chair Johnson closed the public comment.

4. CONSENT ITEMS

Item 4a
Approval Meeting Minutes for November 9, 2023
The item presented to approve draft action minutes prepared for the Commission's regular meeting on November 9, 2023. Recommendation to approve.

Item 4b
Approval of Second Quarter Budget Report
The item presented to approve the Second Quarter Budget Report. Recommendation to approve.

Vice Chair Johnson asked if there were any public comments on the consent calendar. There were none.

Commissioner Sblendorio motioned with a second from Commissioner Haubert to approve the balance of the consent calendar.

AYES:	Faria, Haubert, Hernandez, Johnson, Marchand (voting for Brown) and Sblendorio
NOES:	None
ABSENT:	Brown, Miley
ABSTAIN:	None

The motion was approved 6-0.

5. MATTERS INITIATED BY MEMBERS OF THE COMMISSION
- None

6. EXECUTIVE OFFICER REPORT
- None

7. INFORMATIONAL ITEMS
a. Current and Pending Proposals
b. Progress Report on 2023-2024 Work Plan
c. Form 700: Due April 1
d. Commissioners with terms ending May 2024:
1. Ralph Johnson
2. Nate Mile

8. ADJOURN TO CLOSED SESSION – PUBLIC EMPLOYEE PERFORMANCE EVALUATION OF EXECUTIVE OFFICER
- Vice Chair Johnson appointed a subcommittee to come back to the March meeting with a recommendation for compensation and performance review.
- Commissioner Hernandez thanked Executive Officer Jones for her leadership and commitment to LAFCO and mentioned she was doing a great job.
-

9. ADJOURNMENT OF REGULAR MEETING

Vice Chair Johnson adjourned the meeting at 4:32 p.m.

DRAFT

Next Meetings of the Commission

Policy and Budget Committee Meeting
Thursday, February 1, 2024, at 2:00 p.m., Dublin City Hall, RMR

Regular Meeting
Thursday, March 14, 2024, at 2:00 p.m., Dublin City Hall, Council Chambers

I hereby attest the minutes above accurately reflect the Commission's deliberations at its January 11, 2024 meeting.

ATTEST,

April L. Raffel
Commission Clerk

DRAFT

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DRAFT

AGENDA REPORT
March 14, 2024
Item No. 6b

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Budget Update for Fiscal Year 2023-2024 | Report**

The Alameda Local Agency Formation Commission (LAFCO) will review a report comparing budgeted to actual transactions through the third quarter of fiscal year 2023-2024. Actual expenses processed through the first eight months totaled $600,681, an amount representing 76.5% of the budgeted total with two-thirds of the fiscal year complete. The report is being presented to the Commission to accept, file, and provide direction to staff as needed.

Information

Alameda LAFCO's adopted budget for 2023-2024 totals $787,740. This amount represents the total approved operating expenditures for the fiscal year divided between three active expense units: salaries and benefits; services and supplies; and internal services. A matching revenue total was also budgeted to provide a balanced budget and with the purposeful aid of a planned $265,000 transfer from reserves. Budgeted revenues are divided amongst three active units: intergovernmental contributions, application fees, and investments.

Discussion

This item is for the Commission to receive an updated comparison of (a) budgeted to (b) actual expenses and revenues through the month of February. The report provides the Commission with the opportunity to track expenditure trends accompanied by year-end operating balance projections from the Executive Officer. The report is being presented to the Commission to formally accept, file, and provide related direction to staff as needed.

Budgeted Expenses	Budgeted Revenues	Budgeted Year End Balance
FY 23-24	FY 23-24	FY 23-24
$784,740	$784,740	$0

Administrative Office
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Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Summary of Operating Expenses

The Commission's budgeted operating expense total for 2023-2024 is $784,470. Actual expenses processed through the first eight months totaled $600,681, an amount representing 76.5% of the budgeted total with two-thirds of the fiscal year complete. Actuals through the first eight months and related analysis suggest the Commission is ahead of finishing the fiscal year with a balanced budget, in part, due to the aid of a $250,000 budget amendment in the Services and Supplies Unit approved by the Commission at the last regular meeting. A discussion on budgeted and actual expenses through the first eight months and related year-end projections follow.

Expense Units	Adopted	Actuals	Percent Expended	Remaining Balance
Salaries and Benefits	424,519	281,864	66%	142,655
Services and Supplies	229,271	302,132	132%	(72,861)
Internal Service Charges	80,950	16,685	21%	64,265
Contingencies	50,000	0	0%	50,000
	$784,740	$600,681	77%	$184,059

Staffing Unit

The Commission budgeted $424,519 in Staffing or Salaries and Benefits Unit for 2023-2024. Through the first eight months, the Commission's estimated expenses within the affected accounts totaled $281,864, or 66% of the budgeted amount. It is projected the Commission will finish the fiscal year with actuals equal to the budgeted amount.

Services and Supplies Unit

The Commission budgeted $229,271 in the Services and Supplies Unit for 2023-2024 to provide funding for *direct* support services necessary to operate Alameda LAFCO. Through the first eight months, the Commission's actual expenses within the affected 14 accounts totaled $302,132, or 132% of the budgeted amount. Five of the affected accounts – finished with balances exceeding the proportional 66% threshold with explanations provided below. It was projected the unit would finish the fiscal year with an operating deficit of $150,000 based on LAFCO's projects and studies, but a budget amendment of $250,000 was applied to keep the unit with a balanced budget.

- Travel and Mileage

  This account covers the Commission's transportation costs. The Commission budgeted $1,200 in this account for 2023-2024 based on recent actual trends. Actual expenses through February totaled $1,785 and can be attributed to travel costs from the 2023 CALAFCO Annual Conference held in Monterey. Staff projects limited additional mileage costs over the succeeding months given that that the CALAFCO Staff Workshop will be held in Alameda County.

- Memberships

  This account covers the Commission's annual dues for ongoing membership of several outside agencies and organizations as previously authorized by the members. This includes CALAFCO and the California Special Districts Association memberships. The Commission budgeted $12,221 in this account for 2023-2024 based on recent trends. Actual expenses through February totaled $12,221, or 100% of the budgeted amount and tied to providing full payment of all budgeted costs. Staff projects no additional expenses to this account.

- Professional Consulting Services

  This account covers the Commission's outside planning and professional costs for applications, special projects, CEQA review, and consulting expertise. The Commission budgeted $160,000 in this account for the fiscal year. Actual expenses through February totaled $174,661, or 109.2% of the budgeted amount and were tied to LAFCO's ongoing projects and studies. Expenses in this account that exceed the proportional 66% threshold can be attributed to delays in processing LAFCO's contracts from the previous fiscal year. Staff projects an additional $150,000 expense to this account based on recent reports and invoices. A budget transfer was granted in the amount of $250,000 to cover these costs for this fiscal year and provide additional funds for any bonus projects.

- Public Notices

  This account covers the Commission's notices placed in newspapers or mailed to individual landowners and registered voters. The Commission budgeted $2,500 in this account for 2023-2024 based on recent actual trends. Actual expenses through February totaled $2,223, or 88.9% of the budgeted amount. The additional costs are attributed to notices for LAFCO special studies such as the Initial Feasibility Analysis for Castro Valley and its surrounding unincorporated communities.

- Pier Diems

  This account covers the Commission's stipends for meeting attendance for LAFCO's regular, standing, and ad hoc meetings. The Commission budgeted $9,000 in this account for 2023-2024 based on recent actual trends. Actual expenses through February totaled $6,515, or 72.4% of the budgeted amount. The additional expenses are attributed to ad hoc committee meetings. Staff projects the account will have a balanced budget at the fiscal year close.

Internal Services and Supplies

The Commission budgeted $80,950 in the Internal Services and Supplies Unit for 2023-2024 to provide funding for *indirect* support services necessary to operate Alameda LAFCO. Through the first eight months, the Commission's actual expenses within the four affected accounts totaled $16,685, or 20.6%

of the budgeted amount. None of the affected accounts finished with balances exceeding the proportional 66% threshold, and staff estimates the unit to finish the fiscal year with a balanced budget.

Summary of Operating Revenues

The Commission budgeted operating revenue total for 2023-2024 at $784,740. Actual revenues collected through the first eight months totaled $608,502. This amount represents 77.5% of the budgeted total with two-thirds of the fiscal year complete. A summary comparison of budgeted to actual operating revenue follows.

Revenue Units	Adopted	Actuals	Percent Expended	Remaining Balance
Agency Contributions	482,740	482,740	100%	0
Application Fees	30,000	0	0%	30,000
SALC Grant Funds		102,224	100%	0
Interest	7,000	23,538	336%	0
Fund Balance Offset	265,000	0	0%	265,000
	$784,740	$608,502	78%	$176,238

Agency Apportionments

The Commission budgeted $482,740 in the Agency Apportionments Unit for 2023-2024. This total budgeted amount was to be divided into three equal shares at $160,913 and invoiced among the County of Alameda, 14 cities, and 15 independent special districts as provided under State statute. Alameda LAFCO has received payments from most all agencies.

Application Fees Unit

The Commission budgeted $30,000 in the Application Fees Unit for 2023-2024. Through the first eight months, no monies have been collected in this unit.

Interest Unit

The Commission budgeted $7,000 in the Interest Unit for 2023-2024. Through the first eight months, $23,558 has been collected in this unit by the County Treasurer.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Accept and file the report as presented and provide direction as needed to staff with respect to any related matters for future consideration.

Alternative Two:
Continue consideration of the report to a future meeting and provide direction to staff as needed.

Alternative Three:
Take no action.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Respectfully,

Rachel Jones
Executive Officer

Attachments:
1. 2023-2024 General Ledger through February 29, 2024

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

Regional Service Planning | Subdivision of the State of California

Expense Ledger

		FY 2020-2021		FY 2021-2022		FY 2022-2023		FY 2023-2024			
		Adopted	Actuals	Adopted	Actuals	Adopted	Actuals	Adopted	Year-to-Date As of 02-29-24	Difference	
Salary and Benefit Costs											
Account	Description										
60001	Staff Salaries	234,254	172,085	250,564	250,564	275,933	275,933	292,488	194,724	(97,764)	66.6%
-	(ACERA)	122,903	88,649	123,411	123,411	124,558	124,558	132,031	87,140	(44,891)	66.0%
		357,157	**260,735**	**373,975**	**373,975**	**400,491**	**400,491**	**424,519**	**281,864**	**(142,655)**	**66.4%**
Service and Supplies											
Account	Description										
-	Intern	1,600	-	-	-	-	-	-	-	-	-
610077	Postage	1,000	1,000	500	-	500	-	500	-	-	-
610141	Copier	3,000	-	1,000	-	500	-	500	-	-	-
610191	Pier Diems	8,000	7,100	8,500	5,600	7,500	7,003	9,000	6,515	(2,485)	72.4%
610211	Mileage/Travel	1,300	-	500	373	600	124	1,200	1,785	585	148.8%
610461	Training (Conferences and Workshops)	5,000	-	2,500	-	2,500	4,619	2,500	-	-	-
610241	Records Retention	1,000	303	350	210	350	-	350	118	(232)	33.7%
610261	Consultants	96,000	42,527	100,000	135,017	150,000	112,465	160,000	174,661	14,661	109.2%
610261	Mapping - County	5,000	-	500	-	-	-	-	-	-	-
610261	Planning Services	5,000	-	5,000	-	5,000	-	5,000	-	-	-
610261	Legal Services	25,000	-	20,000	-	20,000	-	20,000	-	-	-
610261	SALC Grant Charges	-	-		72,404		78,811	-	102,224		
610311	CAO/CDA - County - Services	1,000	7,700	1,000	-	1,000	-	250	-	-	-
610312	Audit Services	10,000	-	10,000	-	10,000	-	10,000	-	-	-
610351	Memberships	10,762	10,662	10,760	10,760	11,287	11,287	12,221	12,221	-	100.0%
610421	Public Notices	5,000	2,149	3,000	2,453	2,000	1,222	2,500	2,223	(277)	88.9%
610441	Assessor - County - Services	2,500	-	500	-	250	-	250	-	-	-
610461	Special Departmental	1,500	1,000	1,500	233	1,500	-	2,000	297	(1,703)	-
620041	Office Supplies	4,000	916	4,000	28	3,000	41	3,000	2,087	(913)	69.6%
		186,662	**73,357**	**269,610** Amended	**227,078**	**215,987**	**215,572**	**229,271**	**302,132**	**72,861**	**131.8%**
Internal Service Charges											
Account	Description										
630051	Office Lease/Rent	32,500	32,500	32,500	22,241	50,550	22,894	50,550	3,841	(46,709)	7.6%
630021	Communication Services	100	-	100	-	100	-	100	-	-	-
630061	Information Technology	27,373	25,870	25,870	27,938	26,000	22,080	27,000	12,844	(14,156)	47.6%
630081	Risk Management	3,100	3,280	3,280	-	3,300	-	3,300		-	-
		63,073	**61,650**	**61,750**	**50,179**	**79,950**	**44,974**	**80,950**	**16,685**	**(64,265)**	**20.6%**
Contingencies		**50,000**	**-**	**50,000**	**-**	**50,000**	**-**	**50,000**		**-**	**-**
Account	Description										
-	Operating Reserve	-	-	-	-	-	-	-	-	-	-
		-	-	-	-	-	-	-	-	-	-
				655,335 Adopted							
	EXPENSE TOTALS	**656,892**	**395,742**	**755,335** Amended	**651,232**	**746,428**	**661,037**	**784,740**	**600,681**	**(184,059)**	**76.5%**

Revenue Ledger

Account	Description	FY 2020-2021 Adopted	FY 2020-2021 Actuals	FY 2021-2022 Adopted		FY 2021-2022 Actuals	FY 2022-2023 Adopted	FY 2022-2023 Actuals	FY 2023-2024 Adopted	FY 2023-2024 Year-to-Date As of 02-29-24	FY 2023-2024 Difference	
Intergovernmental												
-	Agency Contributions											
	County of Alameda	146,630	146,631	144,445		144,445	153,143	153,143	160,913	160,913	-	100.0%
	Cities	146,630	146,631	144,445		144,445	153,143	153,143	160,913	160,913	-	100.0%
	Special Districts	146,630	146,631	144,445		138,943	153,143	153,143	160,913	160,913	-	100.0%
		439,891	**439,891**	**433,335**		**427,833**	**459,429**	**459,429**	**482,740**	**482,740**	**-**	**100.0%**
Service Charges												
-	Application Fees	**30,000**	**38,643**	**30,000**		**6,434**	**30,000**	**-**	**30,000**		(30,000)	**0.0%**
-	SALC Grant Funds			**100,000**	Amended	**72,404**		**53,397**		**102,224**		
Investments												
-	Interest	**7,000**	**8,965**	**7,000**		**5,765**	**7,000**	**7,156**	**7,000**	**23,538**	**16,538**	**336.3%**
Fund Balance Offset		**180,000**	**-**	**185,000**		**185,000**	**250,000**	**250,000**	**265,000**		**-**	**-**
				655,335	Adopted							
	REVENUE TOTALS	**656,891**	**487,499**	**755,335**	Amended	**697,436**	**746,429**	**769,982**	**784,740**	**608,502**	**(176,238)**	**77.5%**
OPERATING NET		(1)	91,757	-		46,204	1	108,945	(0)	**7,820**	-	-
UNRESTRICTED FUND BALANCE		**1,090,399**		**716,424**			**632,624**					
Estimate as of June 30th												

AGENDA REPORT
March 14, 2024
Item No. 6c

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer
Policy and Budget Committee (Johnson, Vonheeder-Leopold, and Woerner)

SUBJECT: **Proposed Amendments to Study Schedule FY 2023-2026**

The Alameda Local Agency Formation Commission (LAFCO) will consider amending its study schedule from FY 2023-2026. The proposed schedule moves the Healthcare Services Municipal Service Review to the beginning of the next fiscal year. This rearrangement follows the Commission's 2023-2025 Strategic Plan objective to explore the coordination and provision of safety net services. The item is being presented to the Commission for approval.

Background

Alameda LAFCO's current study schedule was amended at its regular meeting held on January 14, 2021. The Commission received an introductory report on the approach of a new five-year planning cycle to prepare municipal service reviews and sphere of influence updates. The underlying purpose of the cyclical planning documents is for LAFCO to independently assess the availability and adequacy of local government services relative to community needs, and take additional actions as appropriate. In the adoption of the study schedule, the Commission retained the discretion in making amendments to add value in clarifying the membership's intent to remain flexible in addressing changes in resources, priorities, and community needs as necessary.

Discussion

This item entails amending the Commission's approved study schedule for FY 2023-2026 to prioritize the Healthcare Services Municipal Service Review (MSR) for fiscal year 2024-2025. As a result, the Police Services MSR would be deferred until the conclusion of fiscal year 2024-2025. This amendment aligns with the Commission's strategic goal outlined in the 2023-2025 Strategic Plan, focusing on enhancing healthcare service accessibility for all residents within Alameda County. Additionally, the Commission intends to expand the scope of pending Healthcare Services Review to encompass Emergency Medical Services (EMS) and ambulance services. This expansion serves as a follow-up study to Alameda LAFCO's 2023 Countywide Fire Protection and Emergency Medical Services MSR.

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Ralph Johnson, Regular Castro Valley Sanitary District
Sblend Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regular City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Analysis

The proposed amendment to the current study schedule demonstrates a thoughtful consideration of Alameda LAFCO's existing commitments and align closely with the objectives outlined in LAFCO's Strategic Plan. By incorporating an analysis of LAFCO's Strategic Plan into the decision-making process, the amendment ensures that the Commission's efforts remain consistent with its long-term goals and priorities. This approach allows for a comprehensive examination of the Commission's strategic direction, ensuring that resources are allocated effectively and efficiently to address the most pressing needs and challenges facing the community. Additionally, by integrating strategic planning principles into the study schedule amendments, Alameda LAFCO can better anticipate future needs and opportunities, thereby enhancing its capacity to adapt and respond to changing circumstances. Overall, the proposed amendment reflects a proactive and strategic approach to governance, underscoring Alameda LAFCO's commitment to maximizing its impact and value to the community.

In addition to accounting for existing commitments and aligning with LAFCO's Strategic Plan, the study schedule amendment also provides updated timelines for the completion of studies. By accurately updating the fiscal years associated with these studies, Alameda LAFCO ensures transparency and accountability in its planning process. This adjustment allows for a more realistic and achievable timeline, taking into account various factors such as resource availability, stakeholder input, and project complexity. By accurately reflecting the completion timelines, the Commission can better manage expectations and ensure that all studies are conducted thoroughly and effectively.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Approve the amendments to the 2023-2026 Study Schedule as shown in Attachment 1.

Alternative Two:
Continue the item for consideration at a future meeting and provide direction to staff as needed.

Alternative Three:
Take no action.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Respectfully,

Rachel Jones
Executive Officer

Attachments:
1. 2023-2026 Proposed Study Schedule

Alameda Local Agency Formation Commission

Political Subdivision of the State of California

2023-2026

Study Schedule

Amended ___, 2024

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH") requires Local Agency Formation Commissions (LAFCOs) to review and update spheres of influence for all cities and special districts by January 1, 2008 and every five years thereafter. CKH specifies LAFCOs inform their sphere of influence updates by preparing comprehensive evaluations – municipal service reviews – to determine the availability and adequacy of local governmental services relative to current and future community needs. The collective purpose of these studies is to make LAFCOs more proactive in independently overseeing logical formation and development of local government agencies and their services with increasingly emphasis on promoting accountability and efficiency.

Objective:
This study schedule is intended to serve as a guide to Alameda LAFCO in fulfilling its statutory directives to prepare municipal service reviews and sphere of influence updates during the legislative cycle covering the 2023-2026 period. The study schedule has been prepared in consultation with affected agencies and input from the general public and reflects the Commission's interests and priorities over the referenced period. The Commission will regularly review and amend, as needed, the study schedule to help track progress as well as adjust to changes in priorities and resources.

Study Schedule:

FY 2023-2024

Community Services Study II

Service Specific (*Street Maintenance and Lighting Services, Parks and Recreation Services, Library Services, Broadband, Mosquito & Vector Abatement Services, and Lead Abatement Services*)

- Alameda County Mosquito Abatement District - All Cities
- East Bay Regional Parks District
- Hayward Area Recreation and Park District
- Livermore Area Recreation and Park District
- Alameda County Library District
- Castro Valley Library CSA
- Dublin Library CSA
- Castle Homes CSA
- Castlewood CSA
- Estuary Bridges CSA
- Five Canyons CSA
- MORVA CSA
- Street Lighting CSA
- Vector Control Services CSA
- Lead Abatement CSA

Resource Conservation Study

Service Specific
- Alameda County Resource Conservation District

FY 2024-2025

Healthcare Services Study

Services Specific

- City of Alameda Health Care District
- Eden Township Health Care District
- Washington Township Healthcare District
- County Service Area – Emergency Medical Services
- Multipurpose Agencies

FY 2024-2025

Countywide Police Services Study

Services Specific

- Alameda County Extended Police Protection CSA
- All Cities

FY 2025-2026

Comprehensive Tri-Valley Area Study

Region Specific

- Public Safety Districts
- Utility Districts
- Community Services District
- Multipurpose Agencies
- City of Dublin
- City of Pleasanton
- City of Livermore

AGENDA REPORT
March 14, 2024 Item
No. 7

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Final Report and Sphere of Influence Updates | Countywide MSR on Fire Protection and Emergency Medical Services**

Alameda LAFCO will receive a final report as prepared as part of its scheduled Municipal Service Review (MSR) on the provision of fire protection and emergency medical services. The report returns from its draft presentation in November 2023 and subsequent public review period with appropriate revisions in its task to independently evaluate public services of 14 cities and 4 special districts in the region with specific attention to inform future boundary changes and sphere of influence updates of the affected agencies. This includes recommendations regarding determinations and associated sphere of influence updates in the final report. Staff recommends the Commission formally accept the final report with distribution to all the affected agencies, as well as adopt a resolution codifying the associated determinations and recommendations. A presentation of the final report will be provided by Jennifer Stephenson from Policy Consulting Associates.

Background

Municipal Service Reviews

State law directs LAFCOs to regularly prepare municipal service review in conjunction with updating each local agency's sphere of influence. The legislative intent of the municipal service review and its five-year cycle requirement is to proactively inform the Commission regarding the availability and sufficiency of governmental services relative to current and future community needs. The municipal service review is an important tool for LAFCO in fulfilling its legislative mandate to coordinate efficient and logical development of local government agencies and services. Municipal service reviews statutorily inform required sphere of influence updates and may also lead the Commission to take other actions under its authority, such as forming, consolidating, merging or dissolving cities and special districts.

A service review includes information and analysis of municipal service provision in a designated geographic area to support recommendations that promote the efficient provision of services. LAFCOs must prepare written determinations on each of the following:

1. Growth and population projections; and

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John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to a sphere of influence; and

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies; and

4. Financial ability of agencies to provide services; and

5. Status of and opportunities for shared facilities; and

6. Accountability for community service needs, including governmental structure and operational efficiencies; and

7. Any other factors related to effective or efficient service delivery, as required by commission policy – The Commission has included sustainability and resiliency as an additional factor.

A determination is a declaratory statement or conclusion based on the information and evidence presented to the Commission in the administrative record. The determinations are supported by evidence in the record of the service review proceedings, including all of the information collected, analysis and interpretation of the information, oral, and written information presented by the public, and oral and written testimony given at public hearings.

As part of the sphere review and update, LAFCO must prepare an analysis and written statement of determinations for each agency regarding each of the following:

- Present and planned land uses in the area, including agricultural and open space lands; and

- Present and probable need for public facilities and services in the area; and

- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide; and

- Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency; and

- Present and probable need for water, wastewater, structural fire protection facilities and services of any Disadvantaged Unincorporated Communities (DUCs) within the existing sphere of influence.

- In the case of special districts, the nature, location, and extent of any functions or classes provided by existing districts.

Work Plan and Scope of Analysis

Alameda LAFCO's work plan was adopted at a noticed public hearing in May 2023 and outlined specific project goals for the fiscal year. This included completing a countywide municipal service review on fire protection and emergency medical services that was initiated in 2021 and conducted by Policy Consulting Associates, Inc. The municipal service review represents the first type of countywide study covering fire protection and emergency medical services within the region. The eighteen affected agencies in the municipal service review are identified below.

- Alameda County Fire Department (ACFD)
- East Bay Regional Park District (EBRPD)
- Emergency Medical Services County Service Area (EMS CSA)
- Fairview Fire Protection District (FFPD)

- City of Alameda
- City of Albany
- City of Berkeley
- City of Dublin
- City of Emeryville
- City of Fremont
- City of Hayward
- City of Livermore
- City of Newark
- City of Oakland
- City of Piedmont
- City of Pleasanton
- City of San Leandro
- City of Union City

The report also includes reference to other safety providers not under LAFCO jurisdiction. The five agencies identified are not under LAFCO's purview but provide safety services that are interrelated to the service provisions reviewed in this study.

- Falck Northern California
- California Department of Forestry and Fire Protection
- Lawrence Livermore National Laboratory
- U.S. Army
- San Ramon Fire Protection District

Draft Report and Subsequent Public Review

A public review of the draft report, which included determinations, was presented to the Commission for discussion and feedback and made available to the public at Alameda LAFCO's regular meeting on November 9, 2023. The presentation included an overview by Policy Consulting Associates, Principal Planner, Jennifer Stephenson on the service review process and key conclusions of the study. The Commission provided thorough feedback and edits to incorporate in the final report. The draft report was distributed to all the affected agencies and a 30-day public review and comment period followed, ending on December 13, 2023. The notice was published in the local newspaper and posted on the LAFCO website. Alameda LAFCO received 1 comment letter from FFPD. Policy Consulting Associates incorporated all the technical edits received into the final report from the cities of Alameda, Berkeley, Livermore and Pleasanton. Attachment 3 includes FFPD's comment letter. All key conclusions and determinations remain intact from the draft report.

Discussion

This item is for Alameda LAFCO to complete its scheduled municipal service review on its countywide fire protection and emergency medical services. This includes accepting a final report prepared by Policy Consulting Associates and highlighted by an Executive Summary outlining determinations and recommendations. This also includes adopting a resolution accepting the final report of the municipal service review and all determinations required for Commission consideration under statute.

Determinative Statements and Recommendations

The resolution of approval codifies the majority of written determinations in the final report and tied to addressing all of the factors required for consideration by the Commission as part of its municipal service review mandate. These determinations include making independent statements on growth and population projections, infrastructure needs and deficiencies, fiscal standing, and opportunities and merits therein for governance alternatives. The report also identifies recommendations that call for specific action either from the Commission or one or more of the affected agencies based as part of information and analysis concluded in the report.

A summary of the overall service review determinations is provided as Exhibit A in Attachment 1. A listing of all recommended actions and several determinations included in the resolution of approval are outlined below.

- It is recommended that the *EBRPD, ACFD, Albany Fire Department, City of Alameda, FFPD, EMS CSA, City of Berkeley, City of Dublin, City of Emeryville, City of Fremont, City of Hayward, Cities of Livermore and Pleasanton, City of Newark, City of Oakland, City of Piedmont, City of San Leandro, and City of Union City* join fellow Alameda Fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibilities.

- No governance structure alternatives specific to the *City of Albany Fire Department, City of Alameda, City of Berkeley, City of Hayward, and Cities of Livermore and Pleasanton* were identified over the course of this review; however, it is recommended that each Department continue to seek ways to collaborate and enhance service levels on a regional level with other providers.

- It is recommended that *EMS CSA* provide the Commission with a 6-month update on its service delivery.

- It is recommended that *EMS CSA* explore the "alliance model" option that other agencies across California such as the City of San Diego and Contra Costa County have adopted and renegotiate its contract with Falck to ensure compliancy and ambulance coverage.

- No governance structure alternatives specific to the *City of Dublin, City of Emeryville, City of Newark, City of San Leandro, and City of Union City* were identified over the course of this review, however, ACFD, in contract with the City, has a goal to pursue regional cooperation and consolidation of services. It is recommended that ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

- The *City of Hayward Fire Department* has the financial ability to continue to provide services. However, ongoing City structural imbalances must continue to be addressed in order to minimize and eliminate adverse financial consequences for fire protection services.

- There are infrastructure needs primarily focused on stations 27 and 29 for the *City of Newark* that largely concern cosmetic repairs. However, the construction of a training tower is needed to allow for live fire training.

- The *City of Union City 's* facility needs are adequately met by ACFD. Efforts should be made to move three engine companies west to be better able to access edges of the City that are currently unable to meet the goals for effective response times in multi-unit incidents.

Sphere of Influence Review

- It is recommended the Commission reaffirm the SOIs for ACFD, EMS CSA, and FFPD.

- It is recommended that each city and EBRPD's SOI will be reviewed in Alameda LAFCO's Community Services MSR scheduled for spring 2024.

Environmental Analysis

The municipal service review and related sphere of influence updates are statutorily exempt under the California Environmental Quality Control Act (CEQA) Guidelines Section 15306 Class 6 and categorically exempt under CEQA Guidelines Section 15061(b)(3), respectively.

Analysis

The final report prepared by the Policy Consulting Associates serves three related purposes consistent with earlier Commission direction. First, it has been oriented in scope and content to serve as an independent and ongoing monitoring program on fire protection and emergency medical services in Alameda County. This includes the expectation the Commission will regularly review and update the document's analysis – and make changes in assumptions and benchmarks as needed – going forward as part of future municipal service reviews. Secondly, it provides the Commission with the necessary information needed to proceed with a resolution making written determinations on the range of factors required of the membership as part of its municipal service review mandate. This includes the Commission making its own statements on population and growth, infrastructure needs and deficiencies, fiscal solvency, and governance alternatives. Third, it has been prepared to help inform subsequent decision-making by the Commission with respect to performing sphere updates, considering boundary changes, and setting future work plans. The latter feature is highlighted by telegraphing potential plan reviews, and regional committees, so the Commission may choose to schedule as special projects in subsequent fiscal years as part of separately approved work plans.

Upon adoption of the final report by the Commission, staff will finalize, and post the MSR on the LAFCO website and notify affected agencies, organizations, and interested parties that the adopted final report is now available.

In addition, if directed by the Commission, staff will do the following:

- Compile all the recommendations included in the final report and request a written response from each of the relevant agencies on their plans for implementing these recommendations, including if they do not plan to implement a recommendation.

- Update the Commission on each agency's response, monitor their implementation efforts, and seek further direction from the Commission, as necessary.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Accept the Countywide Municipal Service Review on *Fire Protection and Emergency Medical Services;* and

Adopt resolutions of the municipal service review and sphere of influence determinations for the affected agencies as shown in Attachment 1 and 2; and

Direct staff to compile all the recommendations included in the final report and request a written response from each of the relevant agencies on their plans for implementing these recommendations, including if they do not plan to implement a recommendation. Direct staff to report back to LAFCO on each agency's written response.

Alternative Two:
Continue consideration of the report to a future meeting and provide direction to staff for additional information as needed.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda for discussion as part of a public hearing. The following procedures are recommended in the consideration of this item:

1. Receive staff presentation.
2. Questions or clarifications from the Commission.
3. Open the public hearing and invite comments.
4. Discuss item and consider the staff recommendations.

Respectfully,

Rachel Jones
Executive Officer

Attachments:

1. Draft MSR Determinations Resolution
2. Draft SOI Determinations Resolutions
3. Public Review Comments
4. Countywide Fire Protection and Emergency Medical Services MSR, Final Report

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

RESOLUTION NO. 2024-XX

ADOPTING DETERMINATIONS OF THE COUNTYWIDE MUNICIPAL SERVICE REVIEW ON FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

WHEREAS, the Alameda Local Agency Formation Commission, hereinafter referred to as the "Commission," is responsible for regulating boundary changes affecting cities and special districts under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

WHEREAS, Government Code Section 56430 requires LAFCO to conduct municipal service reviews in order to prepare and update spheres of influence pursuant to Government Code Section 56425; and

WHEREAS, the Commission previously authorized the Countywide Municipal Service Review on Fire Protection and Emergency Medical Services report to be prepared; and

WHEREAS, the Commission set March 14, 2024 as a public hearing date to consider the Countywide Municipal Service Review on Fire Protection and Emergency Medical services; and

WHEREAS, the Commission considered the comments received in writing and presented at the March 14, 2024 public hearing; and

WHEREAS, Countywide Municipal Service Review on Fire Protection and Emergency Medical services is Categorically Exempt from the California Environmental Quality Act (CEQA) pursuant to Section 15306 Class 6 of the CEQA Guidelines which exempts projects consisting of basic data collection, research, experimental management, and resource evaluation activities that do not result in serious or major disturbance to environmental resource studies, and that are completed strictly for information gathering purposes or as part of a study leading to an action that a public agency has not yet approved, adopted, or funded. Furthermore, approval of a sphere of influence update is not subject to CEQA because, as set forth in CEQA exemption Section 15061(b)(3), it can be seen with certainty that there is no possibility that the sphere of influence update will have a significant effect on the environment.

NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE AND ORDER as follows:

1. The Commission finds the Countywide Municipal Service Review on Fire Protection and Emergency Medical services and determinations are exempt from further CEQA review pursuant to Section 15306 Class 6 and 15061(b)(3) of the CEQA Guidelines.

2. The service review adopts the following MSR Recommendations:

a. It is recommended that *EBRPD, ACFD, Albany Fire Department, City of Alameda, FFPD, EMS CSA, City of Berkeley, City of Dublin, City of Emeryville, City of Fremont, City of Hayward, Cities of Livermore and Pleasanton, City of Newark, City of Oakland, City of Piedmont, City of San Leandro, and City of Union City* join fellow Alameda Fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibilities.
b. No governance structure options specific to *EBRPD* were identified over the course of this review; however, it is recommended that EBRPD continue to participate in regional planning and coordination efforts to the greatest extent possible, such as the East Bay Hills Prevention and Vegetation Management Coordination MOU and the East Bay Regional Communications System Authority (EBRCSA).
c. No governance structure alternatives specific to the *City of Albany Fire Department, City of Alameda, City of Berkeley, City of Hayward, and Cities of Livermore and Pleasanton* were identified over the course of this review; however, it is recommended that the Department continue to seek ways to collaborate and enhance service levels on a regional level with other providers.
d. It is recommended that *EMS CSA* ensures an improved contract is negotiated with any subsequent provider to ensure an adequate level of services is maintained by the provider.
e. It is recommended that *EMS CSA* provide the Commission a 6-month update on service delivery.
f. It is recommended that *EMS CSA* explore the "alliance model" option that other agencies across California such as the City of San Diego and Contra Costa County have adopted and renegotiate its contract with Falck to ensure compliancy and ambulance coverage.
g. The *City of Dubli*n has its fire and emergency response service needs adequately met by ACFD, with three staffed fire stations throughout its boundaries. It is recommended that a continue reevaluation of the service area and response times occur to ensure areas outside of the city center, particularly in the west, are receiving adequate services.
h. No governance structure alternatives specific to the *City of Dublin, City of Emeryville, City of Newark, City of San Leandro, and City of Union City* were identified over the course of this review, however, ACFD, in contract with each City, has a goal to pursue regional cooperation and consolidation of services. It is recommended that ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.
i. The *City of Fremont* adequately meets its fire and emergency response facility needs. There are 11 fire stations and one tactical training center that are fully staffed and strategically placed throughout the City. There should, however, be continued reevaluation of the service area and response times to ensure areas in and near Station 1, in particular, are receiving adequate services, as the station nears response capacity lengthening response times.
j. The *City of Hayward Fire Department* has the financial ability to continue to provide services. However, ongoing City structural imbalances must continue to be addressed in order to minimize and eliminate adverse financial consequences for fire protection services.
k. There are infrastructure needs primarily focused on stations 27 and 29 for the *City of Newark* that largely concern cosmetic repairs. However, the construction of a training tower is needed to allow for live fire training.
l. The *City of Union City* should add a direct link (not within a dropdown menu) to agendas on its website. This action would put the City in compliance with AB 2257 for accountability and governance practices.

m. The *City of Union City 's* facility needs are adequately met by ACFD. Efforts should be made to move three engine companies west to be better able to access edges of the City that are currently unable to meet the goals for effective response times in multi-unit incidents.

The service review adopts the following determinations for the Alameda County Fire Department (ACFD), East Bay Regional Park District (EBRPD), Emergency Medical Services County Service Area (EMS CSA), Fairview Fire Protection District (FFPD), and cities of Alameda, Albany, Berkeley, Dublin, Emeryville, Fremont, Hayward, Livermore, Newark, Oakland, Piedmont, Pleasanton, San Leandro, and Union City attached hereto as Exhibit A and incorporated herein are hereby adop

PASSED AND ADOPTED by the Alameda Local Agency Formation Commission on March 14, 2024 by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

APPROVED:

_____
Karla Brown
Chair

ATTEST:

_____
Rachel Jones
Executive Officer

APPROVED TO FORM:

_____
Andrew Massey
Legal Counsel

EXHIBIT A

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

COUNTYWIDE MUNICIPAL SERVICE REVIEW ON FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

MUNICIPAL SERVICE REVIEW DETERMINATIONS GOVERNMENT CODE SECTION 56430

1. GROWTH AND POPULATION PROJECTIONS

a) Continued growth is expected within ACFD service area which is likely to effect service adequacy.

b) Growth is primarily anticipated in the eastern region of ACFD, particularly throughout the cities of Dublin and Livermore.

c) EBRPD population in 2020, based on census data, was 2,848,280.

d) Based on the Association Bay Area Governments (ABAG) growth projections, EBPRD is projected to have a population 3,140,229 by 2040.

e) According to the U.S. Census, as of 2020, EMS CSA's population is 1,682,353. As of January 1, 2023, the California Department of Finance estimated Alameda County had declined to a population of 1,636,194.

f) Based on ABAG growth projections, the population of the area within the EMS CSA service area is anticipated to increase to 1,868,635 by 2030 and 2,092,370 by 2040. The Average Annual Growth Rate (AAGR) from 2020 through 2030 is five percent and is projected to continue to increase with a six percent AAGR from 2030 through 2040.

g) According to Fairview Fire Protection District's (FFPD) 2019-2024 Strategic Plan, the District has approximately 14,000 residents.

h) Based on the East Alameda County superdistrict population AAGR and FFPD's 2019 population estimates, the population within FFPD is anticipated to reach 14,075 by 2050.

i) The City of Alameda's population of 77,784 as of January 2022 shows a ten-year increase of 3%.

j) According to ABAG projections, the population within the City of Alameda is expected to increase by 16 percent over the next twenty years to 92,465 by 2040. Along with it, employment and housing increases will be seen.

k) The City of Albany had a population of 21,648 as of 2022 based on the Department of Finance estimates. Population growth has increased at a more rapid pace since 2019 and has already exceeded ABAG predictions for 2022.

l) The anticipated population of the City of Albany by 2040 is projected to be 20,425. The current population has already surpassed this number, however, and several major development projects are already planned.

m) The City of Berkeley had a population of 124,000 according to the 2020 U.S. Census. The City's population has increased steadily since 2000, approximately nine percent each decade. Between 2010 and 2020, the City's population increased by 10 percent.

n) According to ABAG projections, the City's population will continue to grow steadily, increasing nine percent between 2020 and 2030 to a population of 136,000 and four percent between 2030 and 2040 to a population of 141,000. The City of Berkeley should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service demand adequately.

o) The population of the City of Dublin was 72,932 in 2022. Its growth rate has been increasing rapidly, having increased more than 63 percent between 2010 and 2022.

p) Growth in the City of Dublin is projected to increase by 35% between 2020 and 2035 to a total of roughly 97,995.

q) The City of Emeryville's population was estimated to be 12,497 in 2022, which is approximately 24 percent overall growth from 2010.

r) With a projected 51 percent increase in population by 2035 within the City of Emeryville to approximately 18,870 residents, vertical growth is anticipated given that the current land use is mostly developed. This will impact the need for emergency equipment to accommodate this type of environment, increased traffic congestion, affect response times, and create additional staffing needs for the City of Emeryville/ACFD.

s) Urban fires are a primary threat to the City of Emeryville, in particular, as a result of an earthquake. Ongoing efforts must continue to ensure older buildings and new developments meet safety standards and offer effective evacuation routes.

t) The City of Fremont has a population of 229,476 which is a seven percent increase since 2010. A five percent rate of growth is expected through 2035.

u) The City of Fremont should monitor population projections and development plans to ensure they align with city planning efforts to adequately accommodate growth and the related increase in demand for fire and emergency services.

v) The City of Hayward has a population of 162,948 according to the 2020 Census, while The California Department of Finance (DOF) reports a slightly higher number of 163,965. The population growth has been steadily increasing with roughly an 11 percent increase since 2010.

w) According to ABAG projections, the City's population will decrease slightly from 2020 through 2030 with a -0.19 percent Average Annual Growth Rate (AAGR) to a population of 160,295. Alternately, between 2030 and 2040, it is projected to rise to 0.89 percent AAGR to a population of 178,270. The City of Hayward should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service demand adequately.

x) According to the 2020 Census, the City of Livermore has a population of 87,955, while the California Department of Finance (DOF) reports a slightly lower number of 87,694. The City's

population has been steadily growing from 2010-2020 increasing roughly 8 percent. Between 2019-2023 the City's population decreased by 5 percent.

y) ABAG projections show that the City of Livermore's total population is anticipated to increase from 2020 through 2030 to 99,115 with a 6 percent Average Annual Growth Rate (AAGR). Similarly, between 2030 and 2040, it is projected to continue to rise with a 7 percent AAGR to a population of 113,730. The City of Livermore should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service demand adequately.

z) According to the 2020 Census, the City of Pleasanton has a total population of 79,526, while the California Department of Finance reports a slightly higher number of 79,741. The City's population has been steadily growing from 2010-2020 increasing roughly 13 percent.

aa) ABAG projections show that the City of Pleasanton's total population is anticipated to decrease slightly from 2020 through 2030 to 78,370 with a -1 percent AAGR. While between 2030 and 2040, population is projected to rise to 87,875 with a 6 percent AAGR. The City of Pleasanton should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service.

bb) Continued growth is expected throughout the City of Newark and is likely to effect service adequacy.

cc) Growth is primarily anticipated in the western and southwestern portions of the City of Newark.

dd) The City's 2022 population was 424,464 with population growth is expected to increase by 9.3% to 455,000 by 2035. Along with it, employment and housing increases will be seen.

ee) The City of Oakland should continue to monitor population projections and development plans to ensure they align with city planning efforts to adequately accommodate growth and the related increase in demand for services.

ff) The population of the City of Piedmont has remained relatively steady at approximately 11,000.

gg) Slow growth of 1% is expected between 2010 and 2030 for Piedmont.

hh) The City of San Leandro’s current population is 91,008. Continued growth is expected and is likely to affect service adequacy in the future.

ii) The City of San Leandro is essentially built out. Any future growth is primarily focused on the area near the BART station, such as the Bay Fair TOD, and on shoreline development.

jj) The City of Union City has a population of 70,037 and has seen slow growth, increasing its population 5% since 2010.

kk) The City of Union City should continue to adhere to its land use plans as it endeavors to focus on economic growth and creating a transit-oriented community with a focus on mixed-use developments.

2. ***THE LOCATION AND CHARACTERISTICS OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES WITHIN OR CONTIGUOUS TO A SPHERE OF INFLUENCE***

a) There are currently no DUCs identified within the ACFD service area and, therefore, no SOI amendments are recommended at this time.

b) EBRPD does not have any DUCs within or contiguous to its SOI.

c) Any disadvantaged unincorporated communities within EBPRD's bounds in Contra Costa County would need to be identified pursuant to that LAFCO's policies in a future service review.

d) The EMS CSA does not have any Census Designated Places that meet the definition of a DUC within or contiguous to its SOI.

e) FFPD and the City of Albany does not have any Census Designated Places that meet the LAFCO-adopted policy defining DUCs within or contiguous to its SOI.

f) The cities of Alameda, Berkeley, Dublin, Emeryville, Fremont, Hayward, Livermore, Pleasanton, Newark, Oakland, Piedmont, San Leandro, and Union City do not have any DUCs within or contiguous to its SOI.

3. ***PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES, ADEQUACY OF PUBLIC SERVICES, AND INFRASTRUCTURE NEEDS OR DEFICIENCIES.***

a) Based on response times and ISO ratings, ACFD is able to provide adequate services with sufficient capacity within its coverage area. Still, with population projections and anticipated development, it will be necessary to continually reevaluate future facility and infrastructure needs.

b) With aging fire facilities and the passage of Measure X, it is expected plans for retrofitting, upgrading, or replacing fire stations will take place as outlined in ACFD planning documents.

c) Unit hours utilization (UHU) – the time a unit was committed to an incident as a percentage of total time on duty – is a primarily indicator of the staffing and equipment capacity of a fire provider. EBRPD did not provide this information for analysis.

d) Unlike other local fire providers, wildfire prevention and vegetation management are a major component of EBRPD's services and places significant demand on manpower and financial resources. In 2021, the District was faced with the sudden die-off of 1,500 acres of trees. In total, the estimated cost to mitigate sudden tree die-off is $30 million. The District has developed a Wildfire Hazard Reduction and Resource Management Plan and received $10 million in grant funds from the State for removal of dead and dying trees in the parkland. These planning efforts and financing support is indicative of the District's capacity to provide sufficient services to its lands.

e) Based on the extent of services provided and district-adopted annual performance indicators and goals, EBRPD appears to provide an adequate level of services. However, the District, did not provide response times to evaluate whether it was meeting its response time standard.

f) In 2022, EBRPD implemented an evaluation system to help prioritize funding allocation for projects, such that limited resources are allocated towards endeavors that will provide the biggest benefit for park users. One of the primary capital projects related to EBRPD's public safety services

is the redesign for the recently acquired North Peralta Oaks Administration and Public Safety Building and continued necessary building maintenance.

g) Given EMS CSA's role as a planning and oversight entity, the District does not rely on a facility capacity to provide these services. Staffing capacity appears to be sufficient to enable the District to meet its requirements.

h) As of December 2021, Falck was non-compliant in two zones – North and East Metro Code 3. South Metro Code 3 was reported compliant since August 2021. Additionally, of the 27 zones monitored each month, in December 2021, Falck met or exceeded performance standards in 25, with more than 95 percent on-time. The District reports that the most recent non-compliance occurred in July 2022 in North Metro Code 3 (89.5%) and South Metro Code 3 (89.8%). As of August 2023, Falck has been compliant (above 90%) in all zones for the last year.

i) EMS CSA is undergoing an EMS system redesign to facilitate equitable access, fiscal responsibility, an appropriate destination for all patients, and sustainability.

j) The original contract with Falck was set to expire on June 30, 2024, however, on October 3, 2023, the Alameda County Board of Supervisors approved a 2-year extension of the contract to June 30, 2026, to allow for the completion of the procurement process of the subsequent provider as well as adequate implementation of time.

k) It is recommended that EMS CSA ensures an improved contract is negotiated with any subsequent provider to ensure an adequate level of services is maintained by the provider.

l) EMS CSA did not report any infrastructure needs.

m) Given the low response times within FFPD's service area, it is apparent that the existing staffing, facility, and financial capacity satisfy the needs of the community and will accommodate the minimal anticipated growth.

n) Based on quarterly and annual reports provided by Hayward Fire Department, FFPD's annual review of its contractor, response times, and the ISO rating, FFPD's level of service is considered adequate.

o) Hayward Fire Department reported that upgrades estimated to cost around four to six million are needed at Station 8 and Station 9 needs to be replaced with an industry-standard fire station. Neither the source of financing nor the timeline was identified to address these needs. FFPD has a capital budget for FY 2023 of $409,821 for apparatus replacement, equipment replacement, and facility capital improvements.

p) Based on the City of Alameda Fire Department's ("AFD") response times, it appears that the existing facilities and staffing levels generally have sufficient capacity to meet the current level of demand. However, there are certain staffing, funding, and facility constraints that have resulted in the closure of Station 5. Future growth will require appropriate capacity enhancements to reopen Station 5 and ensure an adequate level of service is provided in that area.

q) The City of Alameda Fire Department adequately meets its fire and emergency response utilizing four fire stations located throughout the island that meet minimum staffing standards. However, AFD should continue to evaluate options that would allow the Department to better provide service in the event of large fires.

r) Infrastructure needs for AFD are being met as planned and expensed in the City's budget and capital improvement plan. Some of these needs include interior and exterior painting and a new parking lot for Fire Station 2, and roof and generator replacement for Fire Station 4. The City is also planning to replace Fire Station 5 which is currently being used to house reserve apparatus.

s) Without response time information, it is difficult to assess whether Albany Fire Department has sufficient existing capacity to staff stations and respond to calls for service.

t) With the help of mutual and automatic aid services, the Albany Fire Department is adequately meeting its fire and emergency response services. There should, however, be continued reevaluation of the service area and response times, consideration for increased revenue to support growth, and efforts to increase fire flow to areas in need in order to ensure service levels are maintained.

u) Albany Fire Department infrastructure needs are currently being met by the City as planned and budgeted for its capital improvement plans. No significant unfunded infrastructure needs were identified. Ancillary infrastructure needs impacting fire and emergency service provision are the lack of water supply and pressure needed to meet fire flow requirements and insufficient space on roadways that inhibits emergency vehicles from accessing areas for effective response.

v) The City of Berkeley Fire Department ("BFD") has experienced significant capacity constraints primarily attributable to insufficient staffing levels and recruitment and retention challenges, which have resulted in significantly increasing forced overtime for existing staff and Unit Hour Utilization rates that greatly exceed the 20 percent threshold. Additionally, engine and ambulance crew hourly utilization is at excessive saturation. In an effort to address these concerns, enhance services, and meet demand, BFD has initiated a reorganization, increasing department personnel by 50 positions in FY 2024.

w) While the level of services provided by BFD is strained by existing capacity constraints, the Department continues to provide adequate services based on its ISO rating. There is potential for improvement in the Department response times to meet the City's identified standard. Ideally, with the Department's additional staffing, units will not be overburdened, which will accelerate responses.

x) In addition to regular maintenance needs, identified station specific deficiencies, and vehicle needs, BFD reported the need for two additional facilities – a larger, appropriately configured, and located division of training that could provide the space to conduct realistic training for employees and an ambulance deployment center for an expanding division due to the immediate and projected increase in ambulance transport. The City's FY 2023-2027 CIP plans for upgrade projects at Stations 2, 3, 4, 5, and 6 using Measure TI funding.

y) Overall, Department capacity appears sufficient, however, service should be continually reevaluated to ensure all sections of the City of Dublin are receiving adequate response due to access issues, particularly on the west side. Additionally, the City should monitor population projections and development plans to ensure they align with city planning efforts to adequately accommodate growth and the related increase in demand for fire and emergency medical services.

z) The City of Dublin has its fire and emergency response service needs adequately met by ACFD, with three staffed fire stations throughout its boundaries. There should, however, be continued reevaluation of the service area and response times to ensure areas outside of the city center, particularly in the west, are receiving adequate services.

aa) Infrastructure needs are currently being met by the City of Dublin as planned and expensed in its budget for capital improvements. A majority of identified needs are addressed with regular maintenance.

bb) While ACFD did not outline any specific facility or capacity issues in relation to services provided to the City of Emeryville, it does echo the General Plan's concern for continuing to serve a rising number of residents at current staffing and facility levels. Joint planning between ACFD and the City will be necessary to anticipate future service needs based on growth-induced demand.

cc) The City of Emeryville has its fire and emergency response service needs adequately met by ACFD. The City regularly reviews the services provided by the District to ensure contract obligations are being met.

dd) ACFD has not identified any current capacity issues for either of the fire stations located in the City of Emeryville. There are, however, capital improvements being made to both, including fuel tank improvements at both locations.

ee) From technical needs to residential buildings, there are several infrastructure improvements that have been outlined in the City of Emeryville's planning documents. These projects will affect ACFD's future ability to provide adequate services amidst increased population density and the accompanying traffic burden placed on the City. It will also change the type of equipment needed to provide emergency services, as the City will experience primarily vertical growth.

ff) The City of Fremont adequately meets its fire and emergency response facility needs. There are 11 fire stations and one tactical training center that are fully staffed and strategically placed throughout the City. There should, however, be continued reevaluation of the service area and response times to ensure areas in and near Station 1, in particular, are receiving adequate services, as the station nears response capacity lengthening response times.

gg) Fire-related infrastructure needs are currently being met by the City of Fremont as planned and expensed in its capital improvement plan.

hh) The Department is meeting the five-minute and fifty seconds response time goal set by best practice and generally appears to have the capacity to address existing demand. Additionally, the City's annually updated ten-year CIP appropriately plans for capital needs to address future growth.

ii) The City of Hayward has its fire and emergency response facility needs adequately met by HFD, with nine staffed fire stations within its boundaries and two fire stations within the boundaries of the Fairview Fire Protection District. There should, however, be continued reevaluation of the service area and response times to ensure areas outside of the city center, particularly in the east, are receiving adequate services.

jj) The Cities of Livermore and Pleasanton have their fire and emergency response facility needs adequately met by LPFD, with five staffed fire stations in each city. There should, however, be continued reevaluation of the service area and response times to ensure adequate services are provided.

kk) LPFD's strategic plan lists several station improvements scheduled for FY 25, including renovating or replacing Fire Station 2 and purchasing new generators for Fire Stations 5 and 6. The strategic plan also includes several equipment purchase plans. According to the City of Livermore FY 23-

FY 28 Capital Improvement Plan, generator replacement at Fire Station 6 is at the preliminary study stage. The CIP also includes plans to renovate or replace Station 6. Similarly, the City of Pleasanton's Capital Improvement Program FY 24 – FY 27 includes funded capital projects, including designing/constructing new Station 3, designing EOC at the fire training facility, and designing Station 2 Improvements.

ll) ACFD is currently able to provide adequate services and service response times to the City of Newark. These measures will need to be continually reevaluated based on population projections and anticipated development to ensure facility and infrastructure needs are met.

mm) There are infrastructure needs primarily focused on stations 27 and 29 that largely concern cosmetic repairs. However, the construction of a training tower is needed to allow for live fire training.

nn) The City of Oakland adequately meets its fire and emergency response utilizing 25 fire stations that meet minimum staffing standards, particularly in the face of topographical challenges and high incident calls at the busiest stations.

oo) While some fire stations are relatively new, infrastructure needs are still many across all of the City of Oakland's aging facilities. Deferred maintenance needs should continue to be addressed as financing is available to continue to meet operational standards.

pp) The City of Piedmont Fire Department adequately meets its fire and emergency response with the utilization of its one fire station and through aid agreements with local, regional, and state agencies.

qq) There are several infrastructure needs for the Department, however, updating the emergency alert system is a priority not only due to its condition but because it will make a big impact on response to service calls.

rr) ACFD is currently able to provide adequate services and service response times to the City of San Leandro. These measures will need to be continually reevaluated based on population projections and anticipated development to ensure facility and infrastructure needs are met.

ss) The primary infrastructure need is completing the replacement of Fire Station 13.

tt) The City of Union City's facility needs are adequately met by ACFD. Efforts should be made to move three engine companies west to be better able to access edges of the City that are currently unable to meet the goals for effective response times in multi-unit incidents.

uu) Infrastructure needs are currently being met by the City of Union City as planned and current needs are represented appropriately in its budget for capital improvements.

4. FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES.

a) ACFD has the financial ability to continue to provide services. While expenditures have grown at a rate that equals or exceeds revenues in recent years, expenditures for contract services can be charged rates sufficient to cover costs and property tax growth helps to cover other increases. Significant fund balance provides a cushion to cover periodic shortfalls and to help fund capital improvements.

b) Measure X approved by voters in 2020, levies a tax rate on assessed value to provide funding to pay for needed fire stations and other capital improvements necessary to maintain and improve services to unincorporated areas.

c) ACFD is taking measures to pre-fund its OPEB costs and reduce its unfunded OPEB liabilities. Pension funding exceeds 70 percent, which represents a "moderate" level of risk and exceeds CalPERs average overall funding for all agencies.

d) EBRPD has the financial ability to continue to provide fire protection services. Strong property tax growth has helped the District maintain service levels. Reserves remain strong although they have declined somewhat over recent years.

e) EMS CSA has the financial ability to continue to provide services. Conservative budgeting practices and low expenditure growth fully funded annual assessment increases have contributed to growing fund balances.

f) FFPD has the financial ability to continue to provide services. Although expenditures have been growing at a rate slightly above revenue growth, the District has maintained a high level of operating, emergency, and capital reserves.

g) The City of Alameda Fire Department has the financial ability to continue to provide services. However, the Department has required increasing Net General Fund contributions at the same time that City General Fund balances have been declining.

h) The City of Albany Fire Department has financial ability to continue to provide services. Continued fire service and EMS expenditure growth has been increasingly funded by the City's General Fund.

i) The City of Berkeley Fire Department has the financial ability to continue to provide services. Voters have recently approved additional funding measures to help maintain and improve services. Over the longer term, the City is concerned about its unfunded pension liabilities and growing pension expenditures which will reduce funding available for other services.

j) The City of Dublin Fire Department has the financial ability to continue to provide services. Continued expenditure growth has been increasingly funded by the City's General Fund. The City is concerned about continued pandemic impacts on its revenues and fund balances, and financial instability, which could worsen pension liabilities and adversely affect services.

k) The City of Emeryville Fire Department has the financial ability to continue to provide services. Continued expenditure growth has been increasingly funded by the City's General Fund. A number of proactive measures enabled the City to maintain its reserve targets.

l) The City of Fremont Fire Department has the financial ability to continue to provide services. While COVID-19 slowed growth in City services, the City's diverse economic base buffered the City against major adverse impacts. The City has been able to restore and maintain its reserves at policy levels.

m) The City of Hayward Fire Department has the financial ability to continue to provide services. However, ongoing City structural imbalances must continue to be addressed in order to minimize and eliminate adverse financial consequences for fire protection services.

n) LPFD has the financial ability to continue to provide services. The LPFD relies on contributions from its two JPA member cities, Livermore and Pleasanton, and maintains adequate levels of reserves. Its two member cities demonstrated continued revenue growth, although the growth is less than expenditure growth, especially during COVID-19. The LPFD continually evaluates measures to improve its financial position.

o) The City of Newark Fire Department has the financial ability to continue to provide services. City revenues generally have exceeded expenditure growth and federal COVID-19 related financial assistance has helped to soften the impacts of the pandemic, in addition to continued property tax growth. The City has maintained and increased its operating and emergency reserves, although during COVID-19 it was necessary to limit expenditures.

p) The City of Oakland Fire Department has the financial ability to continue to provide services. Fire Department expenditures, similar to Citywide expenditures, continued to grow at a rate greater than inflation although Citywide revenues were adversely affected by COVID-19 requiring the use of fund balances.

q) The City of Piedmont Fire Department has the financial ability to continue to provide services. The City projects continuing, although slowing, growth in property tax and other revenues that help fund expenditures. Property related taxes, which include parcel taxes, represent about 72 percent of City revenues. Anticipated cost increases for unfunded public safety pension obligations will be managed by the City using trust funds established for that purpose.

r) The City of San Leandro Fire Department has the financial ability to continue to provide services. Its contract with ACFD has grown at a moderate rate, slightly lower than other Citywide services, helping the City to manage reduced revenues during COVID-19. Although the City drew on its reserves during the pandemic, it still retains healthy reserves and anticipates future economic growth and fiscal stability.

s) The Union City Fire Department has the financial ability to continue to provide services. Its contract with ACFD has grown at a moderate rate, slightly lower than other Citywide services, helping the City to manage reduced revenues during COVID-19. Although the City drew on its reserves during the pandemic, it still retains healthy reserves and anticipates future economic growth and fiscal stability.

5. STATUS OF AND OPPORTUNITIES FOR SHARED FACILITIES.

a) ACFD has taken advantage of several collaborative opportunities, including contracting with five neighboring cities to provide fire and EMS services to its service area.

b) ACFD has outlined and should fulfill effort to establish a fire-based ambulance transport model. This would improve efficiency of service and create and alternative revenue stream for the Department.

c) It is recommended that ACFD join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

d) While EBRPD's Fire Department does not explicitly share vehicles, equipment, personnel, or services with other agencies, community organizations, or entities, it participates in mutual and automatic aid agreements and other regional planning and prevention efforts. EBRPD collaborates extensively with CAL FIRE in coordinating response in the SRA. Additionally, EBRPD provides support throughout the State through CAL OES.

e) EBRPD has not reported any further facility-sharing opportunities.

f) It is recommended that EBRPD, EMS CSA, FFPD, City of Alameda Fire Department, City of Albany Fire Department, City of Berkeley Fire Department, City of Dublin, City of Emeryville, City of Fremont, City of Hayward Fire Department, cities of Livermore-Pleasanton Fire Department, City of Newark, City of Oakland Fire Department, City of Piedmont Fire Department, City of San Leandro, and the City of Union City join fellow Alameda fire providers to develop a regional countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

g) EMS CSA, as a dependent district of the County shares in county resources for governance and administration. While not specific to EMS CSA facilities and equipment, in-county 9-1-1 ambulance resources are shared through mutual aid as a safety-net between EOAs.

h) EMS CSA reports there are opportunities to optimize mutual aid processes for ambulance transport response as well as behavioral health response.

i) FFPD practices facility sharing through its contract with the City of Hayward Fire Department, which makes use of the District's facilities and vehicles in the provision of services within its boundaries.

j) FFPD has not identified any further facility-sharing opportunities.

k) The City of Alameda Fire Department indicated it shares a space with the Public Works Department for the maintenance of its fleet of vehicles. It also uses ACFD training facilities for its fire prevention and hazardous materials response training.

l) The City of Alameda's recently constructed Emergency Operations Center is shared with several agencies, including the Fire Department, the Police Department, and the County Sherriff's office. The City should continue to provide staffing, training, and necessary technology to sustain the center in the event of a major emergency event.

m) Albany Fire Department is collaborating with adjacent City of Berkeley Fire Department to provide training service and is exploring further opportunities to work together for the sake of providing better service and cost savings. The Department also indicated the need to continue ongoing collaborative efforts with regional providers to ensure support for efficient service adequacy.

n) Berkeley Fire Department collaborates with the City of Albany Fire Department on training exercises and works with ACRECC for its fire/EMS dispatch services.

o) BFD identified opportunities for collaboration in training and dispatch to improve efficiency and service delivery. The Department also indicated that it is prepared to advocate for an external or regional partnership for vehicle maintenance.

p) The City of Berkeley's fire service structure relies heavily on facility and resource sharing with ACFD, the County, and other providers in the region.

q) The City of Berkeley contracts with ACFD and one of the Department's goals is to consolidate facilities and resources. One possibility for collaboration that should be pursued is between regional transport companies, other fire agencies, and municipalities in order to provide more efficient service delivery, especially EMS delivery.

r) ACFD currently shares its facilities, personnel, and dispatching services as a function of its contract with the City of Emeryville.

s) ACFD indicated there could potentially be additional opportunities for shared facilities by consolidating with other agencies or by extending contract services to additional cities.

t) Sharing the Tactical Training Center with other agencies is an opportunity to increase revenue for the City of Fremont.

u) HFD reported that it is a part of the East Bay Regional Communications System Authority (EBRCSA), a communications system that provides fully interoperable communications to all public agencies within the Alameda and Contra Costa counties. The Department also indicated that it partners with community-based organizations and other public safety agencies. Additionally, the Department staffs two fire stations within the boundaries of FFPD.

v) HFD identified two facility-sharing opportunities: Chabot College JPA and Eden Area Regional Occupational Program at Station 6.

w) LPFD, cities of Livermore and Pleasanton, has not reported any shared facilities.

x) LPFD, cities of Livermore and Pleasanton, has not reported any facility-sharing opportunities. However, according to the City of Livermore's FY 25 budget, LPFD has a goal of expanding partnerships for regional training with other fire departments and community colleges to improve efficiency and minimize and/or reduce fiscal impacts.

y) Because the City of Newark contracts with ACFD, there are no identified opportunities for shared facilities specifically relating to the City.

z) ACFD has outlined and should fulfill its effort to establish a fire-based ambulance transport model. This would improve the efficiency of service and create an alternative revenue stream for the Department.

aa) The OFD shares the City's Emergency Operations Center as well as the County's Emergency Services Office. It also shares its training facility with the OPD.

bb) The City's Public Works Department maintains OFD vehicles at its own facility.

cc) The City of Piedmont Fire Department did not identify opportunities for sharing facilities.

dd) Because the City of San Leandro contracts with ACFD, there are no identified opportunities for shared facilities specifically relating to the City.

ee) The City of Union City's fire service structure relies heavily on facility and resource sharing with ACFD, the County, and other providers in the region. No further opportunities for facility sharing were identified with regard to the City of Union City's fire services.

6. ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES.

a) ACFD, EBRPD, EMS CSA, FFPD, cities of Alameda, Albany, Berkeley, Dublin, Hayward, Livermore, Pleasanton, Newark, Oakland, Piedmont, San Leandro abide by all legislative obligations for accountability and governance practices.

b) The City of Union City should add a direct link (not within a dropdown menu) to agendas on its website's homepage. This action would put the City in compliance with AB 2257 for accountability and governance practices.

c) The City of Fremont abides by legislative obligations for accountability and governance practices. However, the City's website should be updated to reflect agendas can be linked to directly from the home page of the website rather than using the link labeled "council meetings".

d) The City of Emeryville follows legal requirements pertaining to its website and council structure. It participates in community outreach efforts and operates according to adopted planning documents. ACFD is included in these community outreach efforts, and the City's fire and emergency services policies and goals are being followed according to the safety element of the General Plan.

e) The City of Emeryville, and ACFD on behalf of the City, cooperated with efforts to obtain information during the review process.

f) ACFD, EBRPD, EMS CSA, FFPD, cities of Alameda, Albany, Berkeley, Dublin, Fremont, Hayward, Livermore, Pleasanton, Newark, Oakland, Piedmont, San Leandro, and Union City demonstrated transparency when sharing information for the creation of this report.

g) Governance structure options regarding ACFD’s services include participation in transitioning Alameda County to a “contract county” to the State, potential annexation of Fairview FPD, provision of contract services to additional interested cities, and participation in regional planning and coordination efforts for wildfire protection.

h) No governance structure options specific to EBRPD were identified over the course of this review; however, it is recommended that EBRPD continue to participate in regional planning and coordination efforts to the greatest extent possible, such as the East Bay Hills Wildfire Prevention and Vegetation Management Coordination MOU and the East Bay Regional Communications System Authority (EBRCSA).

i) No alternative governance structure options specific to EMS CSA were identified.

j) Regarding governance structure alternative for FFPD, last reviews have identified duplication of governance and administration for the area.

k) During the last MSR and SOI update (2013-2016), the Commission identified management concerns regarding FFPD's governance and administration and outlined several requirements upon SOI resolution. FFPD has made efforts to address these concerns including updating its Policies and Procedures to include Fire Services Provider Evaluation policy, and Governance policy. Additionally, FFPD prepares an annual newsletter to its constituents reporting on district activities and achievements.

l) While this review affirms governance duplications, there does not appear to be an impetus to pursue the dissolution of FFPD unless otherwise supported by the residents.

m) No governance structure alternatives specific to the City of Alameda Fire Department, City of Albany Fire Department, City of Berkeley Fire Department were identified over the course of this review; however, it is recommended that these city fire departments continue to seek ways to collaborate and enhance service levels on a regional level with other providers.

n) To improve efficiency and service delivery, BFD is working to develop a regional JPA for personnel training and development with other departments in Northern Alameda County and Western Contra Costa County.

o) No governance structures alternatives specific to the cities of Dublin, Emeryville, Newark, San Leandro and Union City were identified over the course of this review; however, ACFD, in contract with the cities, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

p) No governance structure options specific to HFD were identified over the course of this review: however. it is recommended that the Department continue to participate in regional planning and coordination efforts to the greatest extent possible, such as the East Bay Regional Communications System Authority (EBRCSA) and continue to seek to collaborate and enhance services levels on a regional level with other providers.

q) No governance structure alternatives specific to LPFD were identified over the course of this review; however, it is recommended that the Department continue to seek ways to collaborate and enhance service levels on a regional level with other providers.

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

RESOLUTION NO. 2024-XX

REAFFIRM THE SPHERE OF INFLUENCE FOR THE ALAMEDA COUNTY FIRE DEPARTMENT

WHEREAS, the Alameda Local Agency Formation Commission (LAFCO), hereinafter referred to as the "Commission," is responsible for regulating boundary changes affecting cities and special districts under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

WHEREAS, Government Code Section 56425 et seq. requires the Commission to develop and determine the sphere of influence (SOI) of each local government agency within the County; and

WHEREAS, Government Code Section 56425(g) requires that the Commission review and update the adopted SOI boundaries, as necessary, every five years; and

WHEREAS, Government Code Section 56430 requires that a municipal service review be conducted prior to or in conjunction with a SOI update; and

WHEREAS, the Commission conducted a Countywide Municipal Service Review on fire protection and emergency medical services provided by the 14 cities and 4 special districts in Alameda County and adopted written determinations as required by Government Code Section 56420 on March 14, 2024; and

WHEREAS, the update of Alameda County Fire Department's sphere of influence is Categorically Exempt from the California Environmental Quality Act (CEQA) pursuant to Section 15061(b)(3) because the Commission does not propose to make any changes to Alameda County Fire Department's sphere of influence such that it can be seen with certainty that there is no possibility that the sphere of influence update will have a significant effect on the environment; and

WHEREAS, in the form prescribed by law, the Executive Officer has given notice of a public hearing by this Commission; and

WHEREAS, the Commission considered the comments received in writing and presented at the March 14, 2024 public hearing.

NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE AND ORDER as follows:

1. Finds this SOI update is categorically exempt under Section 15061(b)(3) of the CEQA Guidelines because the Commission does not propose to make any changes to the existing SOI.

2. Reaffirms the existing SOI for the Alameda County Fire District as depicted in Exhibit A (attached) and makes the following determinations for the Alameda County Fire District pursuant to Government Code Section 56425.

3. Considered the criteria set forth in Government Code Section 56425(e) and determines as follows:

Criteria	Determination
The present and planned land uses (including agricultural and open space lands)	The area includes a range of land uses including open space land. The area included with this SOI update does not affect agricultural lands. The District has no authority over land use. The recommended SOI does not conflict with planned land uses. No change to the present or planned uses will result from the SOI update.
The present and probable need for public facilities and services	There are no anticipated changes in the type of public services and facilities required within the SOI for the ACFD. The level of demand for these services and facilities, however, will increase commensurate with anticipated population growth over the next five years, as shown in the population projections provided by ABAG and U.S. Census data.
The present and probable future capacity of public facilities and services	The present capacity of public facilities in ACFD appears adequate, although funding with Measure X will aid improvements of aging fire facilities, upgrades, and retrofitting.
The existence of any social or economic communities of interest if the commission determines that they are relevant to the agency	No communities of interest within the ACFD's municipal boundary are included within the SOI.
The present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing SOI	There are no DUCs within or contiguous to the SOI for ACFD; therefore, no present or probable need for these facilities and services for DUCs.

PASSED AND ADOPTED by the Alameda Local Agency Formation Commission on March 14, 2024 by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

APPROVED:

Karla Brown
Chair

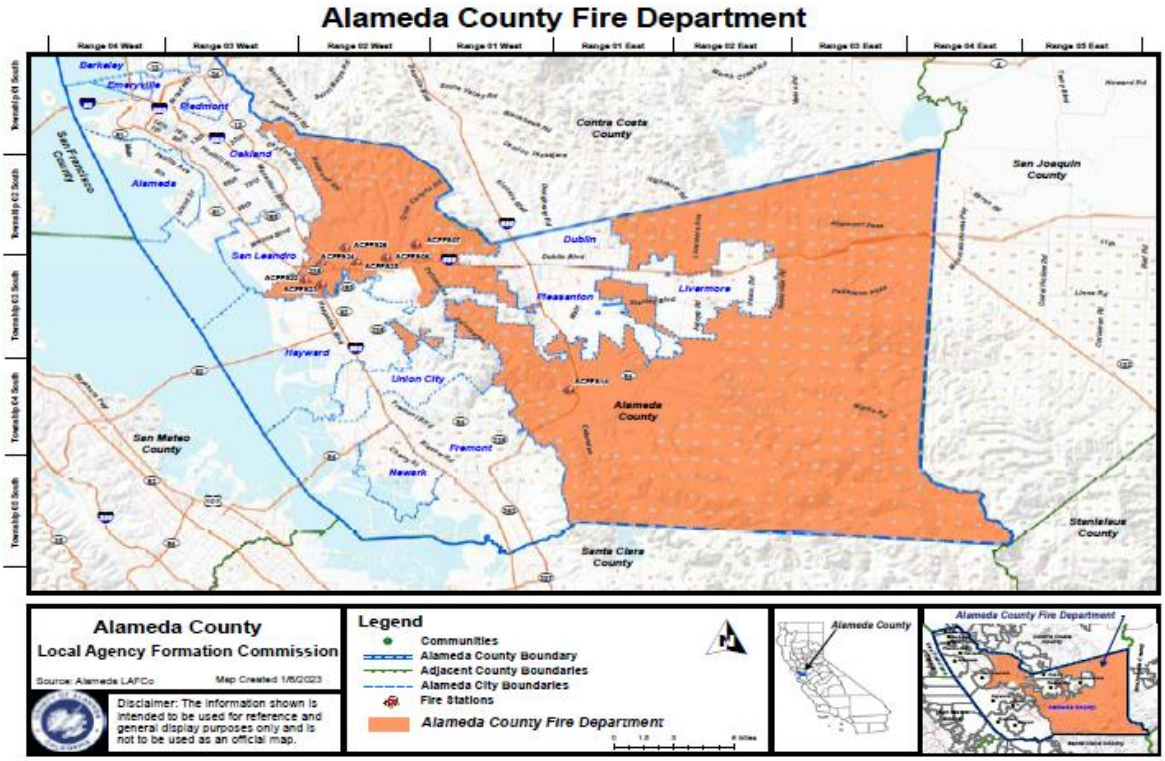
ATTEST:

Rachel Jones
Executive Officer

APPROVED TO FORM:

Andrew Massey
Legal Counsel

EXHIBIT A
Alameda County Fire Departmetn Service Area and SOI



ALAMEDA LOCAL AGENCY FORMATION COMMISSION

RESOLUTION NO. 2024-XX

REAFFIRM THE SPHERE OF INFLUENCE FOR THE EMERGENCY MEDICAL SERVICES COUNTY SERVICE AREA

WHEREAS, the Alameda Local Agency Formation Commission (LAFCO), hereinafter referred to as the "Commission," is responsible for regulating boundary changes affecting cities and special districts under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

WHEREAS, Government Code Section 56425 et seq. requires the Commission to develop and determine the sphere of influence (SOI) of each local government agency within the County; and

WHEREAS, Government Code Section 56425(g) requires that the Commission review and update the adopted SOI boundaries, as necessary, every five years; and

WHEREAS, Government Code Section 56430 requires that a municipal service review be conducted prior to or in conjunction with a SOI update; and

WHEREAS, the Commission conducted a Countywide Municipal Service Review on fire protection and emergency medical services provided by the 14 cities and 4 special districts in Alameda County and adopted written determinations as required by Government Code Section 56420 on March 14, 2024; and

WHEREAS, the update of Emergency Medical Services County Service Area's sphere of influence is Categorically Exempt from the California Environmental Quality Act (CEQA) pursuant to Section 15061(b)(3 because the Commission does not propose to make any changes to the Emergency Medical Services County Service Area's sphere of influence such that it can be seen with certainty that there is no possibility that the sphere of influence update will have a significant effect on the environment; and

WHEREAS, in the form prescribed by law, the Executive Officer has given notice of a public hearing by this Commission; and

WHEREAS, the Commission considered the comments received in writing and presented at the Marchh 14, 2024 public hearing.

NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE AND ORDER as follows:

1. Finds this SOI update is categorically exempt under Section 15061(b)(3) of the CEQA Guidelines because the Commission does not propose to make any changes to the existing SOI.

2. Reaffirms the existing SOI for the Emergency Medical Services County Service Area as depicted in Exhibit A (attached) and makes the following determinations for the Emergency Medical Services County Service Area pursuant to Government Code Section 56425.

3. Considered the criteria set forth in Government Code Section 56425(e) and determines as follows:

Criteria	Determination
The present and planned land uses (including agricultural and open space lands)	The area includes a range of land uses including open space land. The area included with this SOI update does not affect agricultural lands. The District has no authority over land use. The recommended SOI does not conflict with planned land uses. No change to the present or planned uses will result from the SOI update.
The present and probable need for public facilities and services	Services are currently being provided and need to be continued. No changes in public facilities or services provided by EMS CSA will result from the SOI update.
The present and probable future capacity of public facilities and services	As of December 2021, Falck was non-compliant in two zones—North and East Metro Code 3. South Metro Code 3 was reported compliant since August 2021. Additionally, of the 27 zones monitored each month, in December 2021, Falck met or exceeded performance standards in 25, with more than 95 percent on-time. The District reports that the most recent non-compliance occurred in July 2022 in North Metro Code 3 (89.5%) and South Metro Code 3 (89.81%). As of August 2023, Falck has been compliant (above 90%) in all zones for the last year. EMS CSA is undergoing an EMS system redesign to facilitate equitable access, fiscal responsibility, an appropriate destination for all patients, and sustainability.
The existence of any social or economic communities of interest if the commission determines that they are relevant to the agency	No communities of interest within the EMS CSA's municipal boundary are included within the SOI.
The present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing SOI	There are no DUCs within or contiguous to the SOI for EMS CSA; therefore, no present or probable need for these facilities and services for DUCs.

PASSED AND ADOPTED by the Alameda Local Agency Formation Commission on March 14, 2024 by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

APPROVED:

Karla Brown
Chair

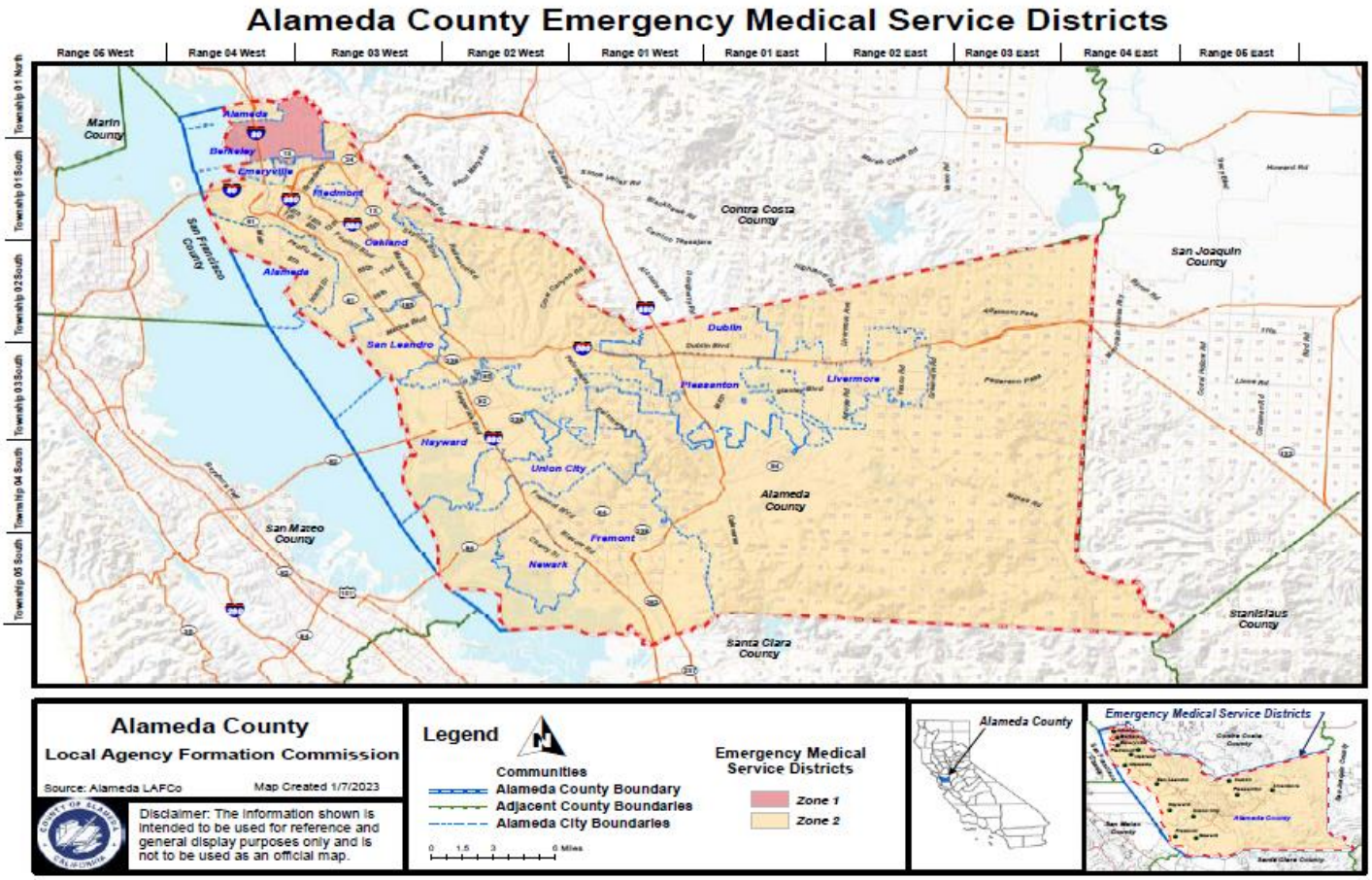
ATTEST:

Rachel Jones
Executive Officer

APPROVED TO FORM:

Andrew Massey
Legal Counsel

EXHIBIT A
Emergency Medical Services County Service Area Boundaries and SOI



ALAMEDA LOCAL AGENCY FORMATION COMMISSION

RESOLUTION NO. 2024-XX

REAFFIRM THE SPHERE OF INFLUENCE FOR THE FAIRVIEW FIRE PROTECTION DISTRICT

WHEREAS, the Alameda Local Agency Formation Commission (LAFCO), hereinafter referred to as the "Commission," is responsible for regulating boundary changes affecting cities and special districts under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

WHEREAS, Government Code Section 56425 et seq. requires the Commission to develop and determine the sphere of influence (SOI) of each local government agency within the County; and

WHEREAS, Government Code Section 56425(g) requires that the Commission review and update the adopted SOI boundaries, as necessary, every five years; and

WHEREAS, Government Code Section 56430 requires that a municipal service review be conducted prior to or in conjunction with a SOI update; and

WHEREAS, the Commission conducted a Countywide Municipal Service Review on fire protection and emergency medical services provided by the 14 cities and 4 special districts in Alameda County and adopted written determinations as required by Government Code Section 56420 on March 14, 2024; and

WHEREAS, the update of Fairview Fire Protection District's sphere of influence is Categorically Exempt from the California Environmental Quality Act (CEQA) pursuant to Section 15061(b)(3) because the Commission does not propose to make any changes to the Fairview Fire Protection District's sphere of influence such that it can be seen with certainty that there is no possibility that the sphere of influence update will have a significant effect on the environment; and

WHEREAS, in the form prescribed by law, the Executive Officer has given notice of a public hearing by this Commission; and

WHEREAS, the Commission considered the comments received in writing and presented at the March 14, 2024 public hearing.

NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE AND ORDER as follows:

1. Finds this SOI update is categorically exempt under Section 15061(b)(3) of the CEQA Guidelines because the Commission does not propose to make any changes to the existing SOI.

2. Reaffirms the existing SOI for the Fairview Fire Protection District as depicted in Exhibit A (attached) and makes the following determinations for the Fairview Fire Protection District pursuant to Government Code Section 56425.

3. Considered the criteria set forth in Government Code Section 56425(e) and determines as follows:

Criteria	Determination
The present and planned land uses (including agricultural and open space lands)	The area includes a range of land uses including open space land. The SOI is consistent with land uses approved by the County, which has land use authority within District boundaries. The District has no authority over land use. The District also lies within the planning area for the City of Hayward SOI. City and County policies support the provision of adequate fire and paramedic services. No change to the present or planned land uses will result from this SOI update.
The present and probable need for public facilities and services	Services are currently being provided and need to be continued. No changes in public facilities or services provided by FFPD will result from the SOI update.
The present and probable future capacity of public facilities and services	Given the low response times within FFPD's service area, it is apparent that the existing staffing, facility, and financial capacity satisfy the needs of the community and will accommodate the minimal anticipated growth.
The existence of any social or economic communities of interest if the commission determines that they are relevant to the agency	No communities of interest within the FFPD's municipal boundary are included within the SOI.
The present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing SOI	There are no DUCs within or contiguous to the SOI for FFPD; therefore, no present or probable need for these facilities and services for DUCs.

PASSED AND ADOPTED by the Alameda Local Agency Formation Commission on March 14, 2024 by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

APPROVED:

Karla Brown
Chair

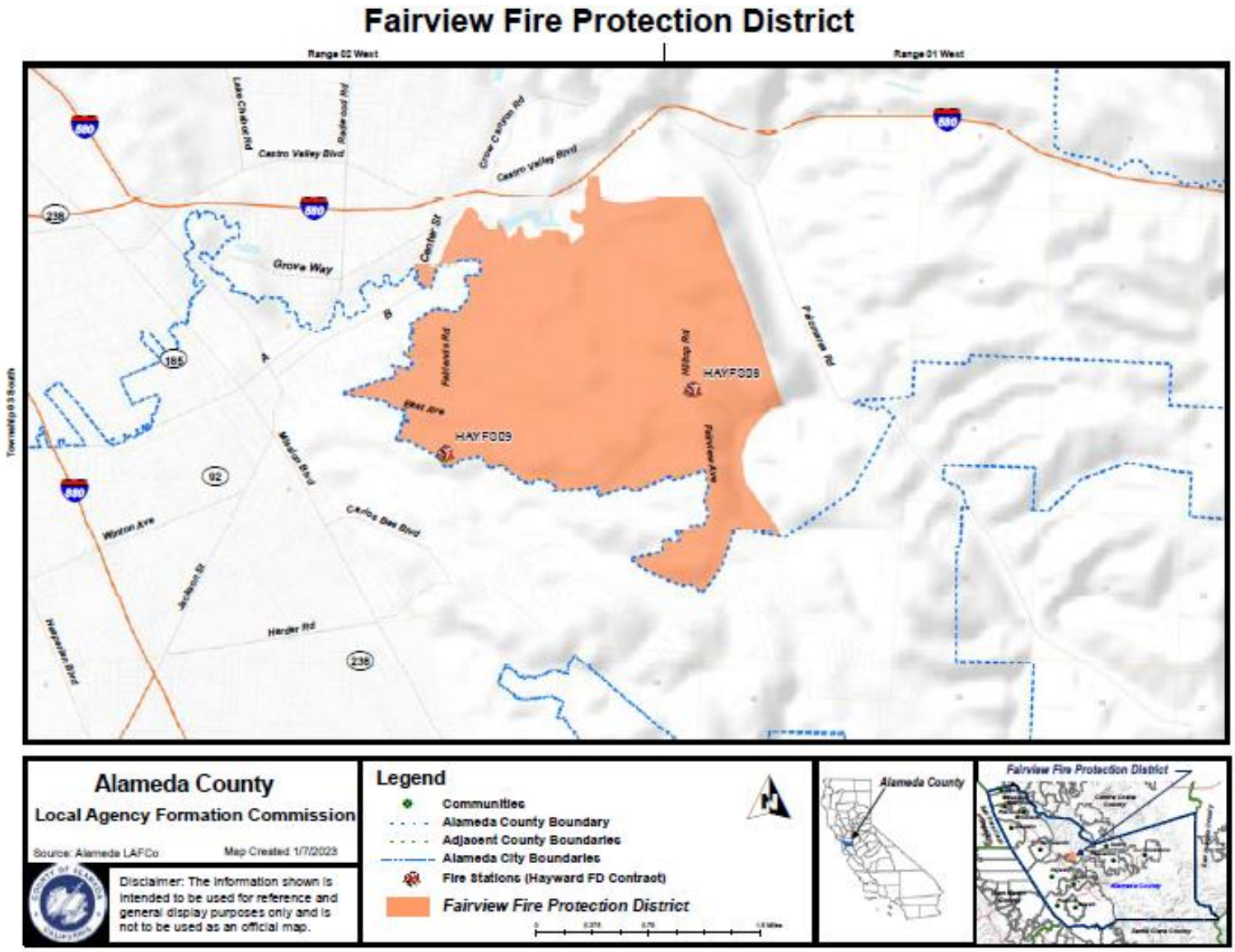
ATTEST:

Rachel Jones
Executive Officer

APPROVED TO FORM:

Andrew Massey
Legal Counsel

EXHIBIT A
Fairview Fire Protection District Service Area and SOI



BOARD OF DIRECTORS
MELISSA DIMIC
MICHAEL JUSTICE
SARAH CHOI
MARK MCDANIEL
BOB CLARK

FAIRVIEW
FIRE PROTECTION DISTRICT

25862 FIVE CANYONS PKWY
CASTRO VALLEY, CA 94552

TO: Rachel Jones, LAFCo Executive Officer October 11, 2023
RE: Draft County Fire and Emergency Services MSR
FROM: Mike Preston, General Manager FFPD

Below are my comments about the Fairview Fire Protection District section of the Draft MSR.

- Page 4 Para 1—Letter including result of management audit sent to LAFCo 3/1/17. Can provide this if necessary.

- The district received the California Special Districts Leadership Foundation Certificate of Transparency in 2020 and again in 2023.

- Page 5.- Figure 7-2. Agendas also posted at all Fire Stations and via email to citizens who are on our list. Meetings are Hybrid allowing remote participation.

- Page 6. Contact is Mike Preston, General Manager. 510-583-4940, mike.preston@fairviewfiredistrict.org

- Para. 2- All complaints are handled by General Manager. If of an operational nature, they are forwarded to the Fire Chief for resolution with GM monitoring contract compliance if relevant.

- Page 10. Para. 2 The district has a history of revenues exceeding expenditures. This is supported by a review of audits and "actuals" as well as the noted increase in fund balance each year.
  Para 3. First Responder Advance Life Support reimbursement was terminated countywide in 2018 or 2019.

- Page 14 Para 2. Figure 7-3. The Primary PSAP (Public Safety Answering Point) is by state law the answering point of the agency providing law enforcement service. Thus, the PSAP for FFPD is Alameda County Sheriff's Department because the Sheriff provides law enforcement service to the area. ACCREC is a Secondary PSAP, not Primary PSAP.

  SRA are areas served by CalFire within the state. LRA are areas served by an organized Fire Department. Thus, FFPD is LRA, not SRA.

- Page 15 Para 2- The minimum staffing at each station is 3 personnel. One Captain, one Apparatus Operator and one Firefighter. At least one of those is always a Paramedic.

  Para 3- Fire station 8 at Five Canyons is staffed by the Hayward Fire Department. In 2000 the County adopted a resolution requiring the district to staff a seasonal Fire Station and install an EVA from Star Ridge Rd to Hackamore before title would be transferred to the district. The district has argued it had met the intent of those requirements by the existence of full time Fire Station 9 on Second St. The County disagreed and retained title to the station and leases it to the district for $1/yr.

- Page 16. Para 3- The Fire District owns 6 firefighting vehicles and the HFD provides maintenance.

- Page 17 Para 3- ACSO is the Public Safety Answering Point for FFPD. If the Call is medical related the call is transferred to both ACCREC (for emergency medical instructions and Ambulance dispatch) & HPD (to get fire department response). HPD may also transfer caller information it gathers to ACCREC. If the call is not medical, it is transferred to HPD for fire department response.

  Para 4.- The upgrades suggested at Fire Station 8 will be funded by Capital Replacement fund which receives annual contribution from budget. The district has no financial responsibility for Station 9

- Page 19 Para 4- The Advisory ballot measure gave voters two options. Dissolution and ACFD becoming service provider. And no dissolution, which would result in FFPD continuing its contract with HFD. The Directors had previously opted to contract with HFD as they had begun to implement Paramedic services and were logistically better positioned to serve the area. Service was provided by HFD at the time of the Advisory ballot measure.

POLICY CONSULTING ASSOCIATES, LLC

BA

Alameda Countywide Fire and Emergency Medical Municipal Service Review

ALAMEDA LAFCO

DRAFT FINAL
MARCH 5, 2024

Submitted by:
Policy Consulting Associates & Berkson Associates

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ACRONYMS

AAGR:	Average Annual Growth Rate
AB:	Assembly Bill
ABAG:	Association of Bay Area Governments
ACFCC:	Alameda County Fire Communication Center
ACFD:	Alameda County Fire Department
ACHPP:	Alameda County Health Pathway Partnership
ACRECC:	Alameda County Regional Emergency Communications Center
ADU:	Accessory Dwelling Unit
AFD:	City of Alameda Fire Department
ALCO EMS:	Alameda County Emergency Medical Services
ALS:	Advanced Life Support
APOT:	Ambulance Patient Offload Time
ARFF:	Aircraft Rescue and Fire-fighting
BFD:	Berkeley Fire Department
BLS:	Basic Life Support
BOE	California Board of Equalization
BUSD:	Berkeley Unified School District
CA:	California
CAD:	Computer Aided Dispatch
CAFR:	Comprehensive Annual Financial Report
CAL EMA:	California Emergency Management Agency
CAL FIRE:	California Department of Forestry and Fire Protection
CalPERS:	California Public Employees' Retirement System
CAP:	Climate Action Plan/Program
CAPCE:	Commission on Accreditation for Pre-hospital Continuing Education
C.A.R.E.:	Community Assessment Response and Engagement
CARP:	Climate Action and Resiliency Plan
CATT:	Community Assessment and Transport Team
CDP:	Census Designated Places
CEQA:	California Environmental Quality Act
CERBT:	California Employer's Retiree Benefit Trust
CERT:	Community Emergency Response Team
CHP:	California Highway Patrol

CICCS: California Incident Command Certification Center and Special Operations
CIP: Capital Improvement Plan
CKH: Cortese-Knox-Hertzberg
CPF: California Professional Firefighters
CPR: Cardiopulmonary Resuscitation
CPSE: Center for Public Safety Excellence
CSA: County Service Area
CSDA: California Special District Association
CWPP: Community Wildfire Protection Plan
CY: Calendar Year
DPA: Direct Protection Areas
DOF: California Department of Finance
DUC: Disadvantaged Unincorporated Community
EBMUD: East Bay Municipal Utility District
EBPRD: East Bay Regional Park District
EBRCSA: East Bay Regional Communications System Authority
ECAP: Equitable Climate Action Plan
EDZ: Economic Development Zone
EMD: Emergency Medical Dispatch
EMOC: Executive Management Oversight Committee
EMS: Emergency Medical Services
EMS CSA: Emergency Medical Services County Service Area
EMSA: Emergency Medical Services Authority
EMT: Emergency Medical Technician
EOA: Exclusive Operating Area
EOP: Emergency Operations Plan
ERAF: Educational Revenue Augmentation Fund
FDAC-FASIS: Fire District Association of California- Fire Agency Self-Insurance System
FEERAM: Fire Engine Equipment Replacement and Maintenance
FEMA: Federal Emergency Management Agency
FD: Fire District
FDC: Fire Department Dispatch Center
FEMA: Federal Emergency Management Agency
FF: Firefighter
FFD: Fremont Fire Department

FFPD:	Fairview Fire Protection District
FHSZ:	Fire Hazard Safety Zone
FMP:	Fire Facilities Master Plan
FNC:	Falck Northern California
FPD:	Fire Protection District
FRA:	Federal Responsibility Area
FRALS:	First Responder Advanced Life Support
FTE:	Full-Time Equivalent
FY:	Fiscal Year
GHG:	Greenhouse Gas Emissions
GIS:	Geographic Information Systems
GM:	General Manager
GP:	General Plan
HCD:	Housing and Community Development
HFD:	Hayward Fire Department
ISO:	Insurance Services Organization
JHA:	Jurisdiction Having Authority
JPA:	Joint Powers Authority
LAFCO:	Local Agency Formation Commission
LEMSA:	Local Emergency Medical Services Agency
LHMP:	Local Hazard Mitigation Plan
LBNL:	Lawrence Berkeley National Laboratory
LPFD:	Livermore-Pleasanton Fire Department
LLNL:	Lawrence Livermore National Laboratory
LRA:	Local Responsibility Area
LTFP:	Long-Term Financial Plan
LVJUSD:	Livermore Valley Joint Unified School District
MD:	Medical Doctor
MOU:	Memorandum of Understanding
MPDS:	Medical Priority Dispatch System
MRA:	Mutual Response Area
MSR:	Municipal Service Review
NERT:	Neighborhood Agency Response Team
MTC:	Metropolitan Transportation Commission
NA:	Not applicable

NFPA:	National Fire Protection Association
NP:	Not Provided
OASA:	Out-of-Area Service Agreement
OES:	Office of Emergency Services
OFD:	Oakland Fire Department
OIT:	Operator in Training
OPEB:	Other Post-Employment Benefits
OPR:	Office of Planning and Research
PC:	Planning Commission
PDA:	Priority Development Area
PFD:	Piedmont Fire Department
PPC:	Public Protection Classifications
PPD:	Piedmont Police Department
PSAP:	Public Safety Answering Point
RFP:	Request for Proposals
RHNA:	Regional Housing Needs Allocation
RN:	Registered Nurse
SAFER:	Staffing for Adequate Fire and Emergency Response
SB:	Senate Bill
SCBA:	Self-Contained Breathing Apparatus
SCU:	Santa Clara Unit
SDMRA:	Special District Risk Management Authority
SHSGP:	State Homeland Security Grant Program
SOC:	Standards of Cover
SOI:	Sphere of Influence
SR:	State Route
SRA:	State Responsibility Area
TOD:	Transit-oriented Development
TLAR:	Technical large animal rescue
UASI:	Urban Areas Security Initiative
UHU:	Unit hour utilization
USFS:	United States Forest Service
WEA:	Wireless Emergency Alert
WPCG:	Wildfire Prevention Coordinating Group
WUI:	Wildland Urban Interface

PREFACE

Prepared for the Local Agency Formation Commission of Alameda County (LAFCO), this report is a countywide fire protection and emergency medical services review—a state-required comprehensive study of services within a designated geographic area. This Service Review focuses on local agencies and other service providers in Alameda County that provide fire, medical and other related emergency services.

CONTEXT

Alameda County LAFCO is required to prepare this Countywide Fire Service Review by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000, et seq.), which took effect on January 1, 2001. This fire and emergency medical service review examines services provided by public agencies in Alameda County whose boundaries and governance are subject to LAFCO.

CREDITS

The authors extend their appreciation to those individuals at the many agencies that provided responses to questionnaires, as well as planning and financial information and documents used in this report. The contributors are listed individually at the end of this report.

Alameda LAFCO staff provided project coordination. This report was prepared in conjunction by Policy Consulting Associates, LLC and Berkson Associates, and was co-authored by Jennifer Stephenson, Richard Berkson, Melat Assefa, and Jill Hetland. Jennifer Stephenson served as project manager. Dennis Miller, with Featherhorse Designs, provided GIS and mapping services.

1. EXECUTIVE SUMMARY

This report is a Municipal Service Review (MSR) of fire and emergency medical services provided in Alameda County prepared for the Alameda Local Agency Formation Commission (LAFCO). An MSR is a State-required comprehensive study of services within a designated geographic area, in this case, Alameda County. The MSR requirement is codified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et seq.). This report focuses on fire and emergency medical service providers located in Alameda County which are under the jurisdiction of Alameda LAFCO.

The most recent MSR covering Alameda special districts and cities specific to public safety including fire and emergency medical services was completed in 2004. The special districts, including those reviewed in this report, were again individually reviewed in 2013. Municipal services offered by the cities, including fire and EMS, were also reviewed in 2018.

Four special districts and 14 cities were reviewed as part of this MSR:

- Alameda County Fire Department (ACFD)
- East Bay Regional Park District (EBRPD)
- Emergency Medical Services County Service Area (EMS CSA)
- Fairview Fire Protection District (FFPD)
- City of Alameda
- City of Albany
- City of Berkeley
- City of Dublin
- City of Emeryville
- City of Fremont
- City of Hayward
- City of Livermore
- City of Newark
- City of Oakland
- City of Piedmont
- City of Pleasanton
- City of San Leandro
- City of Union City

Of the special districts reviewed, two provide direct services, one is responsible for local EMS planning across the County, and one provides fire protection and EMS to its residents by contract with a city fire department. Of the cities reviewed, seven maintain their own fire departments, two cities are served by a combination fire department operating through a joint powers authority model, and five are served by Alameda County Fire Department by contract—Dublin, San Leandro, Newark, Union City, and Emeryville.

Challenges to Fire Provision

Most fire providers across the State and within Alameda County are faced with similar challenges, including:

- Constrained budgets combined with increased costs,
- Meeting expanding standards and requirements,
- Multiple service providers and communication systems contributing to diminished interoperability, response consistency, and efficiency,
- Duplication and/or lean staffing of certain services (i.e., administration), and
- Larger and more frequent wildfires.

While each of these issues can pose an obstacle to service provision that the agencies continually work to mitigate, the primary challenge faced in Alameda and the State is the threat of increased occurrence and size of wildfires resulting predominantly from longer drier fire seasons and other extreme weather conditions. Alameda County fire agencies, municipalities, and community members are working collaboratively to address environmental changes and protect at-risk communities.

Impacts of Climate Change

There is strong evidence that climate change, especially rising temperatures and periodic droughts, have made substantial contributions to the increase in the frequency and area burned in wildfires in the State and along the west coast.[1] According to most climatologists, the planet is starting to experience shifts in climate patterns and an increased frequency of extreme weather events. Over the next century, a variety of changes to local climate conditions are anticipated, including more frequent and prolonged higher temperatures leading to extreme heat events and wildfires that decrease air quality and cause extended periods of drought.[2]

The impacts of climate change on wildfires in Alameda County are already apparent as indicated by 1) increased average annual maximum temperature (1.7°F from 1950 to 2000), 2) severe moisture deficit and drought (2012 to 2016 California's drought led to the most severe moisture deficit over the last 1,200 years), 3) 100 more wildfire days annually in the Bay Area from 1973 to 2020, and 4) wildfires are becoming more intense—the most destructive wildfire

[1] State of California, California's Fourth Climate Change Assessment San Francisco Bay Area Region Report, 2019, p. 28.
[2] Alameda County, Alameda County Local Hazard Mitigation Plan, 2021, p. 4-2.

in Alameda County in recorded history was the Lightning Complex in 2020 that burned 24,642 acres within Alameda County and destroyed 222 homes in the five-county region.

Given that a majority of the fire providers reviewed are also land use authorities, one means of battling climate change and its impacts is through their land use planning documents and strategies. Alameda County agencies have collaborated on many of the strategies on a regional level, particularly through the Association of Bay Area Governments (ABAG) Plan Bay Area 2050, as well as other cooperative planning documents. Additionally, cities and counties in California are required to adopt climate action plans (CAPs) as part of the state's efforts to reduce greenhouse gas emissions. The requirements for these plans vary depending on the population size of the jurisdiction and whether the jurisdiction is considered a "high GHG-emitting community." Some cities in Alameda have adopted more aggressive targets and strategies for reducing greenhouse gas emissions than legally required within their climate actions plans.

Wildland Urban Interface

Alameda County has experienced consistently strong growth in recent years, which is anticipated to continue over the next three decades. Most growth has been concentrated in the urban city areas, but there has been a proliferation of residences in unincorporated areas as well. Current conditions in the County are indicative of development neighboring or abutting wildland areas. Wildland urban interface (WUI) areas are primarily surrounding the Tri-Valley area of Livermore, Pleasanton, and Dublin, and the territory east of the urbanized Interstate 880 corridor from the northern county line to the southern county line.

Agencies in the County make use of the principles of land use, land management and structural hardening to mitigate risks in the WUI areas. These strategies direct future growth away from the highest-fire-risk zones, support increased wildland management programs to reduce ignition risk and fire intensity, and support residential building upgrades that reduce the likelihood of damage when fires occur in the WUI.

Evolution of Legislative Requirements

Given the accelerating impacts of climate change on wildfire risks particularly in WUI areas, several legislative requirements have been established to align public safety planning efforts with hazard mitigation and land use planning efforts.

The focus of the new requirements mandates that the Safety Element of the General Plan be updated concurrently with the Housing Element update every eight years. The Safety Element should also contain general hazard and risk reduction strategies complementary to those of the Local Hazard Mitigation Plan (LHMP). Additionally, the LHMP is to be incorporated into the Safety Element as a supplementary attachment.[3] Alameda agencies are working towards compliance with these requirements, with many of the agencies already in compliance.

Financial Adequacy

COVID-19 contributed to the financial challenges facing fire and EMS agencies, similar to most other public agencies. Property tax revenues, which are a significant source of funding for most fire and EMS agencies, continued strong growth and helped to offset countervailing economic forces. Increasing inflationary factors in 2022 and beyond threaten recovery from the pandemic. City fire departments face additional pressures from competing city service priorities; city funding of services includes more diverse general funds (e.g., sales and hotel taxes), compared to fire districts. Non-property tax revenues typically are more sensitive to adverse economics compared to property taxes and assessments.

While revenues have shown positive growth trends over the past five years from 2018 through 2022, slower growth or in some cases revenue declines due to COVID-19 have not kept pace with continued expenditure growth. All agencies and cities show adequate reserves that can help to backfill annual shortfalls. In addition to the use of reserves, agencies have taken other short-term measures to address inadequate short-term revenues, for example, by freezing positions, and deferring major capital and other one-time expenditures.

Efficiencies and Governance Options

The fire agencies in Alameda County have demonstrated extensive collaboration with one another in the form of joint studies and grants, contracts and partnerships, facility and resource sharing, regionalization of dispatch services, and the implementation of closest resource dispatching strategies in certain areas, which is indicative of the potential for continued regionalization or other service structure reorganization.

Significant enhancements have been made to communications and dispatch in the County over the last 15 years. Fire and EMS dispatch is increasingly becoming regionalized with a growing number of agencies using the Alameda County Regional Emergency Communications Center

3 Governor's Office of Planning and Research General Plan Guidelines, 2017, p. 141.

(ACRECC). Additionally, improvements have been made to the County's communication system through the East Bay Regional Communications System Authority (EBRCSA). The EBRCSA communications system provides fully interoperable communications to member public agencies within the two counties. This system was planned and constructed to improve safety, eliminate duplication of overlapping independent systems, and provide effective interoperable voice communications. This regionalization and interconnection of communication and dispatch systems should be continued to the degree possible.

Across the State, there is a trend toward using a closest resource dispatch strategy countywide to ensure the fastest response times. This dispatch strategy means that all agency boundaries are eliminated for dispatch purposes to enhance efficiency for the benefit of the constituents. Steps towards transitioning to a closest resource dispatch strategy have been made on a local level in Alameda with ACFD and Livermore Pleasanton Fire Department agreeing to a streamlined automatic mutual aid agreement, where either agency can be automatically dispatched to eliminate the delay in dispatch for requested mutual aid. It is recommended that Alameda fire providers review and consider the possibility of a conversion to a fully implemented closest resource dispatch model. The degree to which the closest resource system can be executed may be restricted by communication and dispatch structure capabilities.

Alameda County fire providers have a history of regionalization through consolidation, consortiums, contract service provision, and joint powers authorities, which have reduced duplication of efforts and enhanced efficiencies. Using these transitions as models there is the potential for further regionalization to reap similar benefits. The most feasible options available are contracting with a neighboring agency for services, such as ACFD contract services to the five cities, or a joint powers authority for functionally consolidated services, such as the Livermore Pleasanton Fire Department. The primary benefits of these governance structure options are economies of scale, which is achieved through pooling of resources, and regional fire service coordination and planning to the greatest degree. Of note is that recent legislative changes have been made that now require a LAFCO application and consideration for fire contract services between two public agencies. Formation of a joint powers authority continues to be outside of LAFCO review. It is recommended that the agencies continue to consider if a structural change such as those mentioned may be beneficial to their agency and most importantly the public that they serve.

An effort is underway to develop a formal agreement between stakeholder agencies to reduce wildfire threat throughout the East Bay, within both Alameda and Contra Costa Counties, to address increasing threats from wildfire, pool resources at a regional level, and enhance

coordination amongst multiple responders. Efforts of this nature that enhance regional planning and coordination of prevention and suppression efforts would have value added in other portions of the County and Bay Area as well.

Six counties in California have opted to provide contract services to the State to fill CAL FIRE's obligations within their counties. Given the evolution of fire service that has occurred in recent decades, assessing the possibility of Alameda County transitioning to a "contract county" to the State may be warranted. Inclusion of Santa Clara and Contra Costa in the restructuring, should their fire agencies express interest, would create a more cohesive fire service structure in the Bay Area and likely enhance bargaining power with the State.

Consideration of reorganization of Fairview FPD continues to be an option, although it has been reviewed several times in the past and no change has occurred. The district remains the sole independent fire protection district in the County, and contracts for services from the City of Hayward Fire Department. When last reviewed in 2013, district residents were vocally opposed to reorganization. Because the District does not provide any direct services, but rather administers a contract for service provision, certain operating and administrative expenses could be avoided by dissolving FFPD and having another existing service provider take on governance and operations of fire service in the area. The most feasible and likely the most beneficial option is annexation of FFPD's territory by ACFD and continued contract services by the City of Hayward. Residents could retain the service provider they prefer, and savings could be achieved with a management layer and election costs eliminated through government reorganization.

Recommendations

Below are the various recommendations for agencies to consider to address the issues identified throughout this report.

- It is recommended that the EBRPD, ACFD, Albany Fire Department, City of Alameda, FFPD, EMS CSA, City of Berkeley, City of Dublin, City of Emeryville, City of Fremont, City of Hayward, Cities of Livermore and Pleasanton, City of Newark, City of Oakland, City of Piedmont, City of San Leandro, and City of Union City join fellow Alameda Fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibilities.

- No governance structure options specific to EBRPD were identified over the course of this review; however, it is recommended that EBRPD continue to participate in regional planning and coordination efforts to the greatest extent possible, such as the East Bay Hills Prevention and Vegetation Management Coordination MOU and the East Bay Regional Communications System Authority (EBRCSA).
- No governance structure alternatives specific to the City of Albany Fire Department, City of Alameda, City of Berkeley, City of Hayward, and Cities of Livermore and Pleasanton were identified over the course of this review; however, it is recommended that the Departments continue to seek ways to collaborate and enhance service levels on a regional level with other providers.
- It is recommended that the EMS CSA ensures an improved contract is negotiated with any subsequent provider to ensure an adequate level of services is maintained by the provider. Alternately, it is recommended that the EMS CSA explores the "alliance model" option that other agencies across California, such as the City of San Diego and Contra Costa County, have adopted and renegotiate the contract with Falck to ensure compliancey and ambulance coverage.
- It is recommended that EMS CSA provide the Commission with a 6-month update on service improvement.
- The City of Dublin has its fire and emergency response service needs adequately met by ACFD, with three staffed fire stations throughout its boundaries. It is recommended that a continued reevaluation of the service area and response times occur to ensure areas outside the city center, particularly in the west, receive adequate services.
- No governance structure alternatives specific to the City of Dublin, City of Emeryville, City of Newark, City of San Leandro, and the City of Union City were identified over the course of this review; however, ACFD, in contract with the Cities, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.
- The City of Fremont adequately meets its fire and emergency response facility needs. There are 11 fire stations and one tactical training center fully staffed and strategically placed throughout the City. However, there should be a continued reevaluation of the service area and response times to ensure areas, particularly in and near Station 1, receive adequate services as the station nears response capacity and longer response times.

- The City of Hayward Fire Department has the financial ability to continue to provide services. However, ongoing City structural imbalances must continue to be addressed to minimize and eliminate adverse financial consequences for fire protection services.
- Infrastructure needs primarily focused on stations 27 and 29 for the City of Newark are concerned mainly with cosmetic repairs. However, the construction of a training tower is needed to allow for live fire training.
- The City of Union City should add a direct link (not within a dropdown menu) to agendas on its website. This action would put the City in compliance with all legislative obligations for accountability and governance practices.
- ACFD adequately meets the City of Union City's facility needs. However, efforts should be made to move three engine companies west to be better able to access edges of the City that are currently unable to meet the goals for effective response times in multi-unit incidents.

2. BACKGROUND

This report is prepared pursuant to legislation enacted in 2000 that requires LAFCO to conduct a comprehensive review of municipal service delivery and update the spheres of influence (SOIs) of all agencies under LAFCO's jurisdiction. This chapter provides an overview of LAFCO's powers and responsibilities. It discusses legal requirements for preparation of the municipal services review (MSR), and describes the process for MSR review, MSR approval and SOI updates.

LAFCO Overview

LAFCO regulates, through approval, denial, conditions and modification, boundary changes proposed by public agencies or individuals. It also regulates the extension of public services by cities and special districts outside their boundaries. LAFCO is empowered to initiate updates to the SOIs and proposals involving the dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, and any reorganization including such actions. Otherwise, LAFCO actions must originate as petitions or resolutions from affected voters, landowners, cities or districts.

Municipal Services Review Legislation

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCO review and update SOIs not less than every five years and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California's anticipated growth. The service review provides LAFCO with a tool to study existing and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

Government Code §56430 requires LAFCO to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, or by type of service, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

- Growth and population projections for the affected area;

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

Municipal Services Review Process

The MSR process does not require LAFCO to initiate changes of organization based on service review findings, only that LAFCO identify potential government structure options. However, LAFCO, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend SOIs. Within its legal authorization, LAFCO may act with respect to a recommended change of organization or reorganization on its own initiative (e.g., certain types of consolidations), or in response to a proposal (i.e., initiated by resolution or petition by landowners or registered voters).

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to §15306 (information collection) of the CEQA Guidelines. LAFCO's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

Sphere of Influence Updates

The Commission is charged with developing and updating the sphere of influence (SOI) for each city and special district within the county. SOIs must be updated every five years or as necessary. In determining the SOI, LAFCO is required to complete an MSR and adopt the seven determinations previously discussed.

An SOI is a LAFCO-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services and prevent duplication of service delivery. Territory cannot be annexed by LAFCO to a city or a district unless it is within that agency's sphere.

The purposes of the SOI include the following: to ensure the efficient provision of services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

LAFCO cannot regulate land use, dictate internal operations or administration of any local agency, or set rates. LAFCO is empowered to enact policies that indirectly affect land use decisions. On a regional level, LAFCO promotes logical and orderly development of communities as it considers and decides individual proposals. LAFCO has a role in reconciling differences between agency plans so that the most efficient urban service arrangements are created for the benefit of current and future area residents and property owners.

The Cortese-Knox-Hertzberg (CKH) Act requires to develop and determine the SOI of each local governmental agency within the county and to review and update the SOI every five years. LAFCOs are empowered to adopt, update and amend the SOI. They may do so with or without an application and any interested person may submit an application proposing an SOI amendment.

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations.

- In addition, in adopting or amending an SOI, LAFCO must make the following determinations:
- Present and planned land uses in the area, including agricultural and open-space lands;
- Present and probable need for public facilities and services in the area;
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;
- Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency; and
- Present and probable need for water, wastewater, and structural fire protection facilities and services of any DUCs within the existing sphere of influence.

By statute, LAFCO must notify affected agencies 21 days before holding the public hearing to consider the SOI and may not update the SOI until after that hearing. The LAFCO Executive Officer must issue a report including recommendations on the SOI amendments and updates under consideration at least five days before the public hearing.

Disadvantaged Unincorporated Communities

LAFCO is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this service review, including the location and characteristics of any such communities.

The purpose of Senate Bill (SB) 244 (Wolk, 2011) is to begin to address the complex legal, financial, and political barriers that contribute to regional inequity and infrastructure deficits within DUCs. Identifying and including these communities in the long-range planning of a city or a special district is required by SB 244.

The Cortese-Knox-Hertzberg Local Government Reorganization Act (CKH) requires LAFCO to make determinations regarding DUCs when considering a change of organization, reorganization, sphere of influence expansion, and when conducting municipal service reviews. For any updates to an SOI of a local agency (city or special district) that provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection, LAFCO shall consider and prepare written determinations regarding the present and planned capacity of public facilities and adequacy of public services, and infrastructure needs or deficiencies for any DUC within or contiguous to the SOI of a city or special district.

CKH prohibits LAFCO from approving an annexation to a city of any territory greater than 10 acres if a DUC is contiguous to the proposed annexation, unless an application to annex the DUC has been filed with LAFCO. An application to annex a contiguous DUC shall not be required if a prior application for annexation of the same DUC has been made in the preceding five years or if the Commission finds, based upon written evidence, that a majority of the registered voters within the affected territory are opposed to annexation.

Government Code §56033.5 defines a DUC as 1) all or a portion of a "disadvantaged community" as defined by §79505.5 of the Water Code, and as 2) "inhabited territory" (12 or more registered voters), as defined by §56046, or as determined by commission policy.

Alameda LAFCO has adopted Policy 14.6 regarding DUCs.

14.6 Disadvantaged Unincorporated Communities: Pursuant to SB 244 (Chapter 513, Statutes of 2011), disadvantaged unincorporated communities (DUCs) are inhabited

unincorporated areas (containing 12 or more registered voters) where the annual median household income is less than 80 percent of the statewide median household income and where infrastructure deficiencies and lack of access to reliable potable water, wastewater and structural fire protection services exist. In conducting MSRs, Alameda LAFCO shall rely on Census Designated Places as the basis for determining DUCs or on the county and cities within Alameda County if they have identified DUCs in their respective general plans. LAFCO shall make determinations regarding the location and characteristics of DUCs as well as infrastructure needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection.

According to the definition of DUCs, there is one DUC in Alameda County. The community of Ashland is considered the County's only CDP that meets the income definition of a DUC; however, it is provided essential services, including structural fire protection as reviewed in this report and, therefore, no SOI changes have been recommended based on its status.

3. OVERVIEW

This chapter provides an overview of fire and emergency medical service providers in Alameda County. The most recent municipal service review (MSR) covering Alameda special districts and cities specific to public safety and including fire and emergency medical services was completed in 2004. The special districts, including those reviewed in this report, were again individually reviewed in 2013. Municipal services offered by the cities, including fire and EMS, were reviewed in 2018.

This review focuses on fire and related services provided in incorporated and unincorporated Alameda County by those agencies under LAFCO's jurisdiction, consisting of four special districts and 14 cities. For a detailed description of each local agency included in this review, please refer to the agency-specific chapters of this report. For a comprehensive perspective on the structure of fire and emergency services in the County, agencies not under LAFCO jurisdiction are also included in this review, including joint powers authorities, private contract organizations, and State and federal providers.

Study Area

Alameda County, one of the nine San Francisco Bay Area counties, is located along the eastern shore of the San Francisco Bay. The County covers approximately 738 square miles and is one of only two Bay Area counties that spans an area that reaches from the Bay to California's Central Valley. The western portion of Alameda County is located generally on the East Bay Plain between the coastal hills and the Bay. The area is heavily urbanized and contains the incorporated cities of Albany, Berkeley, Emeryville, Piedmont, Oakland, Alameda, San Leandro, Hayward, Union City, Newark, and Fremont, as well as the unincorporated urban areas of Castro Valley, Fairview, San Lorenzo, Ashland, and Cherryland.

Eastern Alameda County is primarily composed of the coastal range's rough terrain that extends from the hills above the Bay Plain to the border with San Joaquin County in the Central Valley. It is comprised mainly of non-urban uses including agriculture, parkland, watershed, and open space. This area has relatively low population density except for the Livermore-Amador Valley in which the incorporated cities of Dublin, Pleasanton, and Livermore are located.[4]

[4] Alameda County, Alameda General Plan Safety Element, 2022, p. vii.

Growth & Population Projections

This section reviews historical and recent population and economic growth, projected growth, and growth areas.

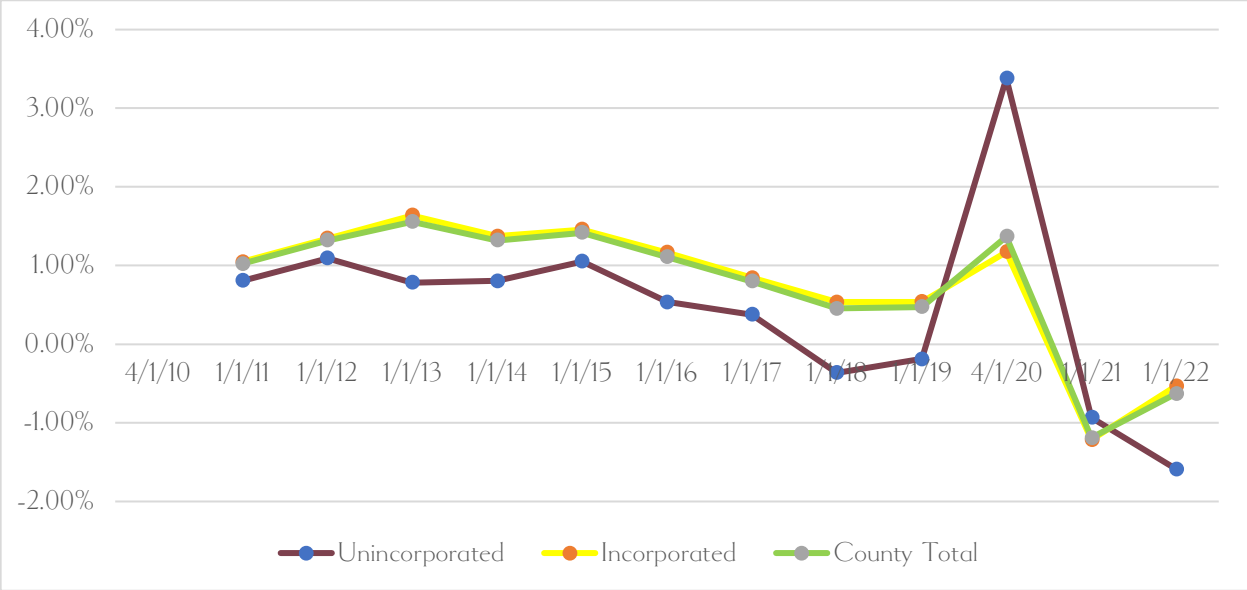
Historical Growth and Development

There were 1,510,271 residents in Alameda County in 2010, according to the 2010 Census. The population in the unincorporated communities was 149,506, composing just over nine percent of the County's entire population. Since 2010, the countywide population has experienced growth of about 9.4 percent, to 1,651,979 in 2022. Annually, the entire County averaged 0.8 percent positive population growth from 2010 to 2022. A majority of the growth in the County has been focused in the incorporated areas. The unincorporated areas averaged 0.47 percent growth annually during the same period.

Population growth rates in Alameda County are shown in Figure 3-1. The growth rate in unincorporated portions of the County peaked between 2019 and 2020, with growth of 3.4 percent. Growth in incorporated areas of the County peaked between 2012 and 2013 with growth of 1.6 percent. Countywide population declined between 2020 and 2021.

Among the cities within the County, Dublin has experienced the most significant rate of population growth with 3.9 percent average annual growth over the 12-year period. Conversely, Union City has experienced a decline in growth with negative 0.2 percent average annual growth over the same time period.

Figure 3-1: Population Growth Rates in Alameda County, 2010-2022



Alameda County's population density is 2,235 residents per square mile, including incorporated and unincorporated areas. There are approximately 2.66 persons per household countywide.

The County's population has historically been concentrated along the San Francisco Bay and Interstate 880 corridor in the western portion of the County and along the Interstate 580 corridor in the north central portion of the County. The cities of Albany, Berkeley, Emeryville, Oakland, and Alameda have the greatest population density in the County. Population density tapers in the cities in the southern and central portions of the County.

Planned & Proposed Development

Anticipated development is an indicator of growth potential and a trigger to address necessary municipal service capacity enhancements associated with the degree of impending growth.

There are four potential multi-use housing developments in unincorporated Alameda proposed to be located in the Castro Valley, Eden, Fairview, and San Lorenzo communities. These projects are in various phases of the review process. In total, the four projects plan for 216 housing units and 18,643 square feet of commercial space.

There are a significant number of major projects in various stages of development throughout the County. Most notably, the cities of Fremont and Oakland account for the largest percentage of these projects with the City of Fremont expected to add more than 7,607 dwelling units and 2,834,648 commercial/industrial square feet, and the City of Oakland with 4,378 dwelling units and 763,121 commercial/industrial square feet planned or proposed.

Figure 3-2: Planned or Proposed Development in Alameda County, 2023

ALAMEDA COUNTY DEVELOPMENT PROJECTS		
LOCATION	# OF DWELLING UNITS	COMMERCIAL SQ. FT.
City of Alameda	3,921	268,000
City of Albany	281	12,253
City of Berkeley	559	19,732
City of Dublin	6,406	817,642
City of Emeryville	1,502	54,710
City of Fremont	7,607	2,834,648
City of Hayward	1,684	117,613
Cities of Livermore and Pleasanton	245	159,510
City of Newark	564	79,304
City of Oakland	4,378	763,121
City of Piedmont	30	
City of San Leandro	2,040	483,600
City of Union	491	
Unincorporated Alameda	216	18,643
TOTAL	29,924	5,628,776

Source: City and County project lists available on their websites, accessed 4/21/23

Population Projections

Population projections for the County vary among data sources. Generally, the municipalities and the County make use of the projections developed through a collaborative effort with the Association of Bay Area Governments (ABAG). Projections through 2050 were developed as part of ABAG's Plan Bay Area 2050 that was finalized in 2021. The Plan Bay Area 2050 was created by ABAG and the Metropolitan Transportation Commission (MTC) in collaboration with Bay Area residents, partner agencies and nonprofit organizations. It lays out a $1.4 trillion vision for structured growth and was adopted by the ABAG Executive Board and the MTC on October 21, 2021. Plan Bay Area 2050 is now the nine-county Bay Area's official long-range plan across the key elements of housing, economic development, transportation and environmental resilience. The land use authorities in Alameda County rely heavily on the regional plan developed collaboratively.

The Plan Bay Area 2050 anticipates that Alameda County will continue to be a strong part of the region's growth, according to past and predicted growth trends. The East Bay, comprised of Alameda and Contra Costa counties, is expected to add another one-third of housing growth, distributed across urban and suburban growth geographies. The two counties combined are projected to accommodate around one-third of the region's job growth. Alameda County is expected to have the second highest share of both household and job growth after Santa Clara County. Because so much of the Bay Area's housing is already located in Alameda County, with many of its residents commuting to other counties for work, intensified job growth in Alameda County could help to address the jobs-to-housing imbalance and associated transportation challenges, such as congested roads and crowded trains.[5]

ABAG is responsible for forecasting changes to the Bay Area population and economy to help local governments prepare for an ever-changing environment. The Plan Bay Area 2050 Growth Pattern provides the Plan's projected household and job growth for the region looking out to 2050.

Alameda County is anticipated to experience population growth of 54 percent over the 35-year period from 2015 to 2050, which equates to a countywide population of almost 2.5 million by 2050. ABAG projections are broken down into regional superdistricts, with five superdistricts composing Alameda. The East Alameda County superdistrict, composed of the Cities of Dublin, Livermore, and Pleasanton, is anticipated to have the highest growth rate in the County with 82 percent growth by 2050. North Alameda County's superdistrict rate of

[5] ABAG, Plan Bay Area 2050, 2021, p. 114.

growth is lower (59 percent) but will constitute a greater share of total regional growth due to its larger size; it represents eight percent of all projected population growth in the nine-county area.

Figure 3-3: ABAG Population Projections by Alameda Superdistrict, 2015-2050

ABAG POPULATION PROJECTIONS			
SUPERDISTRICT	JURISDICTIONS	PERCENT GROWTH	SHARE OF REGIONAL GROWTH
East Alameda County (15)	Dublin, Livermore, Pleasanton	82%	4%
South Alameda County (16)	Newark, Fremont, Union City	45%	3%
Central Alameda County (17)	San Leandro, Hayward	33%	3%
North Alameda County (18)	Alameda, Piedmont, Oakland	59%	8%
Northwest Alameda County (19)	Albany, Berkeley, Emeryville	57%	3%
Source(s): ABAG, Plan Bay Area 2050: The Final Blueprint Growth Pattern, 2020.			

Using ABAG's household projections in combination with 2015 population from the California Department of Finance, it is estimated that Alameda will have a net population increase of 871,192 by 2050. Projected average annual growth will vary by superdistrict from 0.82 percent to 1.73 percent each year.

Figure 3-4: ABAG Population Projections by Alameda Superdistrict, 2015-2050

ABAG POPULATION PROJECTIONS			
SUPERDISTRICT	2015 (DOF ESTIMATE)	2050	ANNUAL GROWTH RATE
East Alameda County (15)	217,697	396,209	1.73%
South Alameda County (16)	345,722	501,297	1.07%
Central Alameda County (17)	243.882	324,363	0.82%
North Alameda County (18)	509,114	809,491	1.33%
Northwest Alameda County (19)	149,104	234,093	1.30%
Source(s): ABAG, Plan Bay Area 2050: The Final Blueprint Growth Pattern, 2020.			

The California Department of Finance (DOF) also produces population projections for the period through 2060. DOF population projections statewide and for Alameda County are shown in Figure 3-5. The DOF projects a countywide population of 1.9 million by 2050. This would amount to an increase of 19.2 percent over the 35-year period from 2015, which is greater than the 12.9 percent growth anticipated throughout the State. Growth is projected to

peak in Alameda County over the period from 2025 to 2030, and slowly taper through 2050. The DOF projections are significantly more conservative than the Plan Bay Area 2050's projections of 54 percent growth over the same time period. The land use authorities in Alameda County rely on ABAG population projections for planning purposes, which ensures adequate planning occurs for municipal services based on the greater population forecasts.

Figure 3-5: DOF Population Projections

DOF POPULATION PROJECTIONS								
	2015	2020	2025	2030	2035	2040	2045	2050
California	39,007,121	39,782,419	40,808,001	41,860,549	42,718,403	43,353,414	43,785,947	44,049,015
% Change		1.99%	2.58%	2.58%	2.05%	1.49%	1.00%	0.6%
Alameda	1,622,375	1,671,855	1,725,911	1,785,496	1,836,364	1,877,766	1,909,308	1,933,085
% Change		3.05%	3.23%	3.45%	2.85%	2.25%	1.68%	1.25%
Source(s): California Department of Finance, P-2A Total Population for California and Counties 2010-2060.								

Fire and EMS Services

This section provides an overview of fire protection and emergency medical services provided by local agencies in Alameda County. For a detailed description of each service provider, refer to the agency's respective chapter in this document.

Service Providers

This report focuses on fire and emergency medical service providers located in Alameda County which are under the jurisdiction of Alameda LAFCO. As shown in Figure 3-6, four special districts and 14 cities were reviewed as part of this Municipal Service Review. Of the special districts reviewed, two provide direct services, one is responsible for local EMS planning across the County, and one provides fire protection and EMS to its residents by contract with a city fire department. Of the cities reviewed, seven maintain their own fire departments, two cities are served by a combination fire department operating through a joint powers authority model, and five are served by Alameda County Fire Department by contract— Dublin, San Leandro, Newark, Union City, and Emeryville.

Additionally, while not under the jurisdiction of LAFCO, other agencies that are an integral part of the fire services structure are described to provide a comprehensive account of the structure of fire and emergency response services in Alameda County. These service providers

include California Department of Forestry and Fire Protection (CAL FIRE), Falck Northern California (FNC), Lawrence Livermore National Laboratory (LLNL), and the U.S. Army.

The services provided by each agency vary depending on staff expertise, training and certification, as well as availability of specialized equipment or vehicles, and other resources. For example, only certain facilities have ladder trucks and helicopter pads. Figure 3-6 details the various services provided by each agency.

The boundaries of each of these agencies are shown in Figure 3-6.

Figure 3-6: Fire Services by Agency

SERVICE	ACFD	EBRPD	EMS CSA	FFPD	ALAMEDA	ALBANY	BERKELEY	DUBLIN	EMERYVILLE	FREMONT	HAYWARD	LPFD	NEWARK	OAKLAND	PIEDMONT	SAN LEANDRO	UNION CITY
Fire Suppression Services																	
Structural Fire Protection	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Wildland Fire Protection	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Vehicle Fire Protection	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Ladder Truck Capabilities	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire Suppression Hand Crew		✓			✓		✓								✓		
Fire Suppression Dozer	✓							✓	✓				✓			✓	✓
Helicopter Services – Fire Suppression		✓															
Boat With Fire Suppression Capabilities					✓		✓							✓			
Emergency Medical Services																	
Basic Life Support Provider	✓	✓			✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓	✓
Advanced Life Support - Non Transport Provider	✓			✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Advanced Life Support Transport Provider	✓				✓	✓	✓	✓	✓				✓		✓	✓	✓
Continuing Education Provider - Medical	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Air Ambulance Transport Helicopter Services																	
Helicopter Landing Facilities Onsite		✓															
Vehicle Extrication Tools/Equipment	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Develops and Enacts Local EMS plan			✓														
Local EMS Agency (LEMSA)			✓														
Fire Prevention																	
Fire Safety Education – Children	✓			✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire Safety Education – Adults/Seniors	✓			✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Juvenile Firesetter Prevention Program				✓			✓			✓	✓						
Fire and Life Safety Business Inspection Program	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

SERVICE	ACFD	EBRPD	EMS CSA	FFPD	ALAMEDA	ALBANY	BERKELEY	DUBLIN	EMERYVILLE	FREMONT	HAYWARD	LPFD	NEWARK	OAKLAND	PIEDMONT	SAN LEANDRO	UNION CITY
Fire Protection Planning	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
New Commercial Construction Plan Reviews	✓	✓		✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Public Education Provider (CPR, First Aid, etc.)	✓	✓		✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Home Fire/Safety Inspections		✓		✓	✓	✓				✓	✓			✓			
Fire Origin and Cause Investigations	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fuel Reduction/Weed Abatement Program	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Smoke Detector Giveaway/Installation Program	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Address Sign Installation Program										✓							
Rescue Services																	
First Responder Swift Water Rescue Program	✓			✓				✓	✓	✓	✓	✓	✓	✓		✓	✓
Water Rescue Program	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Ice Rescue Program																	
Dive Rescue Program					✓												
Low angle Rope Rescue Program	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Helicopter Short/Long Haul Rescue Capabilities																	
Response To Boating Accidents	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Rescue Dog Services	✓			✓			✓	✓	✓				✓	✓		✓	✓
Hazardous Materials																	
Hazardous Materials Emergency Response - Basic	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Hazardous Materials Response Team	✓						✓	✓	✓	✓		✓	✓	✓		✓	✓
Support Services																	
Firefighter Incident Support Unit	✓			✓	✓		✓	✓	✓	✓	✓	✓	✓			✓	✓
Mobile Incident Command/Communications Unit	✓	✓		✓				✓	✓	✓	✓	✓	✓	✓		✓	✓
Fill Station for Self-Contained Breathing Apparatus	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Mobile Breathing Support Unit	✓			✓	✓		✓	✓	✓	✓	✓	✓	✓	✓		✓	✓

SERVICE	ACFD	EBRPD	EMS CSA	FFPD	ALAMEDA	ALBANY	BERKELEY	DUBLIN	EMERYVILLE	FREMONT	HAYWARD	LPFD	NEWARK	OAKLAND	PIEDMONT	SAN LEANDRO	UNION CITY
Community Emergency Response Team	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Chaplain Services	✓	✓					✓	✓	✓			✓	✓	✓	✓	✓	✓
Training Academy	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Emergency Operations Center Capabilities	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Miscellaneous																	
Public Service Assists	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Motor Vehicle Accident Response	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Welfare Checks	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Public Safety Answering Point	✓	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire/EMS Dispatch	✓	✓		✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fundraising Activities	✓	✓			✓	✓		✓	✓		✓	✓	✓			✓	✓
Firefighters Association - Non Profit	✓	✓		✓	✓	✓	✓	✓	✓		✓	✓	✓		✓	✓	✓
Auxiliary Association	✓							✓	✓			✓	✓			✓	✓

Figure 3-7: Fire Agencies in Alameda County

Other Service Providers

Falck Northern California

Falck Northern California (FNC), a private company, provides emergency ambulance transport and 9-1-1 emergency responses services to the entire County except the cities of Alameda, Albany, Berkeley and Piedmont and Lawrence Livermore National Laboratory (LLNL). The services are provided under contract with the Alameda County Emergency Medical Services Agency (ALCO EMS) following a competitive bidding process in 2018. Falck Northern California succeeded Paramedics Plus as the new 9-1-1 ambulance transport provider for the exclusive operating area as of July 1, 2019.

California Department of Forestry and Fire Protection

California Department of Forestry and Fire Protection Services (CAL FIRE) provides fire prevention, suppression, and fire-related law enforcement for timberlands, wildlands and urban forests. CAL FIRE also responds to other types of emergencies in 36 out of the State's 58 counties via contracts with local governments, including structure fires, vehicle accidents, medical aids, swift water rescues, search and rescues, hazardous material spills, train crashes, and natural disasters. Alameda County is served by the Santa Clara Unit (SCU) Battalion 4 of CAL FIRE. SCU is one of 21 administrative units within the CAL FIRE.

CAL FIRE provides fire and paramedic service in the Sunol and Kilkare unincorporated areas (under contract with ACFD) in addition to brush fire suppression on any open range land and wild lands outside incorporated areas in the eastern part of the County.

Lawrence Livermore National Laboratory

The LLNL operates two fire stations through a contract with ACFD for services. The regional dispatching center, known as the Alameda County Regional Emergency Communications Center (ACRECC), is housed at LLNL along with the Alameda County Fire Communication Center (ACFCC).

U.S. Army

The Parks Reserve Forces Training Area (Camp Parks) operates a fire station at the U.S. Army facility in the City of Dublin. Because the property is owned by the federal government, the area is categorized as a Federal Responsibility Area and services are provided by a federal agency.

San Ramon Fire Protection District

The San Ramon Valley Fire Protection District (FPD) in Contra Costa County provides first response fire and paramedic service to a small area in northern Dublin under an automatic aid agreement with ACFD.

Context

Several conditions in Alameda County contribute to its fire risk hazard level, including extensive wildlands terrain in the eastern portion of the County categorized as High and Very High Fire Hazard Severity, development that abuts wildland areas, and major interstate and highway corridors.

Topography ranges from rolling hills near the Bay to mountainous elevations up to 4,000 feet with steep canyon drainages south of Livermore. Fuel types are primarily grass (50 percent), chaparral (30 percent) and oak woodland (20 percent). Weather during fire season is temperate near the Bay and hotter and drier further inland approaching the inland valleys. The most significant weather factor in Alameda County is wind. Wind patterns are predominately west to east during fire season. Wind speeds vary but on most summer days the winds near the Bay are 10 to 20 mph, and in the eastern portion of the County 15 to 25 mph. Wind velocities of 40 to 50 mph in the eastern portion of the County are not uncommon, which can adversely affect fire behavior.[6]

As mentioned, Alameda County has experienced consistently strong growth in recent years, which is anticipated to continue over the next three decades. Most growth has been concentrated in the urban city areas, but there has been an increase of residences in unincorporated areas as well. Current conditions in the County are indicative of development neighboring or abutting wildland areas. Wildland urban interface (WUI) areas are primarily surrounding the Tri-Valley area consisting of Livermore, Pleasanton, and Dublin, and the territory east of the urbanized Interstate 880 corridor from the northern county line to the southern county line. There are approximately 70 miles of WUI separating local government responsibility areas (LRA) from the 246,216 acres of CAL FIRE jurisdiction. The interface area is densely populated with homes that easily exceed one million dollars each. The high values at risk and the windy conditions have combined to create high damage loss fires historically.

Alameda County has several major interstate and highway corridors that travel through the County which can contribute to ignition of roadside fires. Additionally, these transportation

[6] CAL FIRE, Santa Clara Unit Fire Strategic Plan, 2022.

thoroughfares have a high incidence of high-speed collisions that often require emergency medical, auto fire, or hazardous materials response by the fire providers.

Unique to the County is its location along the San Francisco Bay, which requires specialized water rescue and water emergency response services by local providers to protect the estuary and waterfront and its users.

Jurisdictional Responsibilities

There are 11 agencies that provide direct local emergency medical and fire services in Alameda County. With an average of just over 210,000 fire and emergency service calls a year, the agencies provide fire protection and rescue service to 821 square miles of territory (including water bodies). Fire agencies of Alameda County respond to structure fires, wildland fires, medical emergencies, water rescue and emergencies, hazardous materials spills, public service assistance calls, and other emergencies.

Fires in Alameda County occur in both urban and wildland settings and generally are classified as either structural fires or wildland fires. In Alameda County, CAL FIRE is primarily responsible for wildland fire protection; however, it does assist other local fire protection districts in structural fire protection and emergency responses through mutual and automatic aid agreements. CAL FIRE is not reviewed in this report, other than to describe its relation to the local fire agencies. The U.S. Department of Forest Services is also responsible for wildland fires; however, it has no presence in Alameda County with limited federal responsibility areas served by other agencies.

CAL FIRE and federal wildland fire protection agencies have entered into agreements to define Direct Protection Areas (DPA). A DPA is a geographic area where one particular agency is responsible for providing wildland fire protection regardless of land ownership in the area. On a statewide basis, CAL FIRE and the federal agencies attempt to balance the amount of responsible acreage. Alameda County local fire agencies do not have statutory responsibility for wildland fire protection for areas designated as state or federal responsibility, but they do respond to wildfires in these areas and get reimbursed from the state or federal governments.

CAL FIRE is responsible for services in wildland areas within Alameda County defined as State Responsibility Areas (SRA). An SRA is an area of the State where the State of California is financially responsible for the prevention and suppression of wildfires. An SRA does not include lands within city boundaries or in federal ownership. The Santa Clara Unit of CAL FIRE has direct responsibility for fire protection within Santa Clara, Alameda, and Contra Costa counties, and portions of San Joaquin and Stanislaus counties. Total SRA

acreage within the Alameda County is approximately 246,216 acres. Also, as previously mentioned, CAL FIRE provides technical support throughout Alameda County in the form of specialized services.

There are two areas within the County designated as federal responsibility areas (FRA)—the U.S. Army Camp Parks in Dublin and the Don Edwards San Francisco Bay National Wildlife Refuge located adjacent to the City of Newark.

The remainder of the territory in Alameda County is designated as Local Responsibility Area (LRA). LRA areas in the County are generally the incorporated city territory and urbanized unincorporated neighboring communities. Generally, the territory within the LRAs is not classified as moderate, high, or very high fire hazard.

Boundaries and SOIs

Refer to the individual district chapters in this report for details regarding each agency's existing boundaries. The spheres of influence for the special district providers reviewed here will be updated following this municipal service review. Given the limited number of special districts that provide fire and emergency medical related services in the County, the options for changes to the SOIs are limited. SOI analysis and recommendations for each of the districts are included in their respective chapters.

For the cities, this review identifies the city limits and existing SOIs. The SOIs will not be adjusted as part of this review, but instead will be updated following a review of all municipal services provided by the respective City. When LAFCO does update the city SOIs, the discussion and determinations from this report could be included in the review and taken into consideration.

Advanced Life Support and Ambulance Services

The designated local emergency medical service agency (LEMSA) in Alameda County is the Alameda County Emergency Medical Services Agency (ALCO EMS) pursuant to the provisions of Division 2.5 of the Health and Safety Code. The Division allows the local EMS agency to create exclusive operating areas for emergency ambulance service and advanced life support systems.

The agencies listed below provide initial emergency medical care consisting of both Basic Life Support (BLS) and Advanced Life Support (ALS) services through contracts with the LEMSA. All of the contracts for First Responder Advanced Life Support expire June 30, 2024.

- Alameda County Fire Department

- City of Alameda Fire Department
- City of Albany Fire Department
- City of Berkeley Fire Department
- City of Fremont Fire Department
- City of Hayward Fire Department
- City of Oakland Fire Department
- City of Piedmont Fire Department
- East Bay Regional Parks Fire Department
- Livermore-Pleasanton Fire Department

Alameda County is separated into five exclusive operating areas (EOAs) for the provision of 9-1-1 ambulance transport services. Within each EOA there is a contracted provider for 9-1-1 ambulance transport services. Four of the EOAs are contracted through a non-competitive grandfathering of existing services provided by municipal fire departments in the cities of Alameda, Berkeley, Albany, and Piedmont. The termination dates of these contracts are June 30, 2024, each with an option to amend for an additional five-year period. The fifth EOA is served by a competitively bid provider and encompasses the remainder of the County with the exception of Lawrence Livermore National Labs, which has a federal contract with Alameda County Fire District. The County's agreement for 9-1-1 ambulance service by Paramedics Plus to the County's EOA ended June 30, 2019. A competitive bidding process for the EOA was conducted and an independent review committee selected Falck Northern California as the successful bidder. Falck Northern California began contract service on July 1, 2019 continuing through June 30, 2024.[7] The contract has been extended to June 30, 2026 to allow time to solicit bids from providers.

Additionally, Berkeley Fire Department has subcontracted with Falck Northern California to supplement their ALS ambulances services with two BLS ambulances, 24 hours a day, 7 days a week, in order to respond to behavioral health calls within their city.

Emergency Air Medical Transport is made available by the following agencies:

- CALSTAR/REACH
- California Highway Patrol- Air Operations Division
- East Bay Regional Parks Police Department

[7] Alameda County Emergency Medical Services, 2018-2019 EMS System Plan, 2019, p. 5.

- Stanford Lifeflight

Non-emergency ambulance transport services are provided by permit and inclusion in the Alameda County Ambulance Ordinance. There are 11 such permitted private companies within Alameda County.

Dispatch and Communications

Emergency 9-1-1 calls are initially routed to a Public Safety Answering Point (PSAP)—a facility equipped and staffed to receive 9-1-1 calls—and may only be transferred one time. The first response dispatcher immediately determines whether a 9-1-1 call is related to a police, fire or medical emergency. Fire and medical 9-1-1 calls are routed to the appropriate fire/EMS dispatcher.

In Alameda County there are eighteen PSAPs - these centers perform initial intake of 9-1-1 calls and direct callers to the needed resource.

Two of the eighteen PSAPs in Alameda County are Accredited Emergency Medical Dispatch (EMD) Centers that utilize the Medical Priority Dispatch System (MPDS) to triage calls and assist callers in rendering immediate lifesaving care to those in need. Those two PSAPs are ACRECC and Oakland Fire Department Dispatch Center (FDC).

Dispatch for fire and medical calls is increasingly becoming regionalized and specialized, with most of the fire departments either involved in regional fire dispatch or interested in joining. ACFD regionalized the 9-1-1 call-dispatching function for ACFD fire and medical calls. This was the result of ACFD and the Alameda County EMS Agency establishing the Alameda County Emergency Dispatch Consortium in 2002 for the sake of improving dispatch efficiency and cost savings. The regional dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

Fire and EMS dispatch is increasingly becoming regionalized with a growing number of agencies using the ACRECC, which currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore and Pleasanton, Union City, Newark, Emeryville, and the County EMS transport provider Falck Northern California ambulance service. ACRECC processes approximately 200,000 fire and EMS calls per calendar year. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each

agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Dispatch services are also provided by the following agencies:

- Oakland Fire Dispatch Center (FDC) dispatches for the City's Fire Department. All fire dispatchers are trained Emergency Medical Dispatchers (EMD). The FDC is a nationally accredited Center of Excellence.
- Berkeley, Piedmont, Hayward and EBRPD each rely on their police departments for fire and EMS dispatch. City of Hayward is implementing EMD.
- Fairview FPD 9-1-1 calls are routed from the Sheriff's Emergency Services Dispatch to the City of Hayward Dispatch Center.

Continued implementation of emergency medical dispatching for all providers is recommended, as a majority of service calls are for emergency medical services. Providing EMD would allow for speedy initial treatment, thereby improving patient outcomes.

Improvements have been made to the County's communication system through the East Bay Regional Communications System Authority (EBRCSA). The EBRCSA was created in 2007 as a Joint Powers Authority (JPA). Currently there are 43 member agencies consisting of Alameda and Contra Costa counties, 30 cities, six special districts, three colleges, Dublin-San Ramon Services District, and the California Department of Transportation. The EBRCSA system is a P-25 compliant communications system that provides fully interoperable communications to all public agencies within the two counties. The system was designed and sized to offer participation to adjoining counties, as well as State and federal agencies. The system consists of a digital microwave system that links all the sites to the master site controller. This system was planned and constructed to improve safety, eliminate duplication of overlapping independent systems, and provide effective interoperable voice communications.

Mutual and Automatic Aid Agreements

Most of the fire and EMS service providers in Alameda County primarily serve residents of their own jurisdictions. Given the critical need for rapid response, however, there are extensive mutual aid efforts that cross jurisdictional boundaries. Mutual aid refers to reciprocal service provided under a mutual aid agreement, a pre-arranged plan, or a contract between agencies for reciprocal assistance upon request by the first-response agency. In addition, the jurisdictions rely on automatic aid primarily for coverage of freeways. Automatic aid refers to reciprocal service provided under an automatic aid agreement, a prearranged plan or a contract between agencies for an automatic response for service with no need for a request to be made. The

Public Safety MSR from 2004 outlined in great detail all automatic and mutual aid agreements that were in place at that time. Few changes have been made to these agreements since that time. Descriptions of automatic and mutual aid agreements to which each agency is a member are provided in each agencies respective chapter.

Of note is the recent use of what has been termed automatic mutual aid agreements. In 2015, ACFD and the Livermore Pleasanton Fire Department became member agencies of an automatic mutual aid agreement to streamline the mutual aid process and improve mutual coordination of emergency assistance to incidents within their jurisdictions. The agencies recognized that mutual aid assistance has inherent response delays as the need for additional support is determined after dispatch and requires approval. The automatic mutual aid authorizes automatic dispatch of mutual aid resources between the parties, similar to a "closest resource" dispatch strategy. The agreement was designed to ensure that residents in the eastern portion of Alameda County benefit from the closest fire department resources responding to emergencies. Many jurisdictions are transitioning to this dispatch strategy on a countywide level to enhance response times to the greatest degree possible. It is recommended that Alameda County fire providers consider implementing this concept to the greatest extent possible to maximize efficiency and enhance service levels; however, multiple dispatch centers will limit the potential of fully implementing this dispatch approach.

All fire agencies in the County operate under a countywide mutual aid agreement.

Planning and Legislative Requirements

Land use authorities are responsible for several mandated plans to inform hazard mitigation efforts and identify means to meet existing and future demand for public safety services. Over the past decade there have been numerous efforts to coordinate and align hazard mitigation and climate adaptation planning with other planning efforts. State legislation is increasingly requiring jurisdictions to use mitigation and adaptation planning efforts to inform their safety and housing elements. Many communities have other resilience related plans (e.g. community wildfire protection plans and climate adaptation plans) that also inform the General Plan elements.[8]

In the past five years new legislation has been enacted creating a new paradigm for local planning efforts, requiring cities and municipalities to include climate risk and resilience strategies through various plan updates including:

[8] ABAG, California Resilience Planning Legislation and Implications for Bay Area Cities, 2019.

Senate Bill (SB) 1035 (Gov. Code § 65302) and SB 379 (Gov. Code § 65302.g.4) require cities to address climate change adaptation and resilience in the safety element of all general plans. Originally, SB 379, signed into law in 2016, tied the requirement to the next update of a jurisdiction's local hazard mitigation plan (updated every five years). SB 1035 built off SB 379, requiring that the safety element be updated every eight years with the housing element. Both bills require that fire mitigation, climate adaptation, and climate resilience are addressed within the update.

Assembly Bill (AB) 747 (Gov. Code § 65302.15) requires jurisdictions to, after January 1, 2022, review and update the safety element of their general plan as necessary to identify evacuation routes and evaluate their capacity, safety, and viability under a range of emergency scenarios. A jurisdiction that has adopted an LHMP, Emergency Operations Plan (EOP) or other document that fulfills these objectives may summarize and incorporate that document into the safety element to comply with AB 747.

SB 99 (Gov. Code § 65302) requires cities, upon the next revision of the housing element on or after January 1, 2020, to review and update the Safety Element to include information identifying residential developments in hazard areas that do not have at least two emergency evacuation routes.

SB 1241 (Gov. Code § 65302, 65302.5) applies to communities with very high fire hazard severity hazard or unincorporated communities in the state responsibility areas. Starting in 2014, communities subject to SB 1241 need to ensure consistency between the housing and safety elements to address the risk of fire. SB 1241 requires that the draft safety element amendment be submitted to the State Board of Forestry and Fire Protection for review. In 2018, AB 2911 strengthened the designation of local very high fire hazard severity zones. Agencies subject to SB 1241 in Alameda County include the cities of Berkeley, Piedmont, Oakland, San Leandro, and Pleasanton.

AB 2140 (Gov. Code § 65302.6, 8685.9) authorizes local governments to adopt the LHMP with the general plan safety element. Integration by reference or annexation is encouraged through a post-disaster financial incentive that authorizes the state to use available California Disaster Assistance Act funds to cover local shares of the 25 percent non-federal portion of grant-funded post-disaster projects when approved by the legislature.

General Plan Safety Element

The Safety Element is a required component of a General Plan. According to the Governor's Office of Planning and Research (OPR), the goal of the Safety Element is to reduce the potential short and long-term risk of death, injuries, property damage, and economic and social dislocation resulting from fires, floods, droughts, earthquakes, landslides, climate change, and other hazards. The safety element directly relates to topics also mandated in the (1) land use, (2) conservation, (3) environmental justice and (4) open-space elements, as development plans must adequately account for public safety considerations and open space for public health and ecological benefits often incorporate areas of increased hazard risk. The Safety Element must identify hazards and hazard abatement provisions to guide local decisions related to zoning, subdivisions, and entitlement permits. The safety element should also contain general hazard and risk reduction strategies complementary with those of the LHMP. Ideally, the LHMP will be incorporated into the Safety Element in accordance with AB 2140.[9]

SB 1035 now requires that the Safety Element be updated concurrently with the Housing Element update every eight years. Figure 3-7 identifies when the Safety Element update is due for each land use authority within the County. The cities of Berkeley and Fremont were due to update their respective Safety Elements in 2022. The cities of Livermore and Oakland are due to update their Safety Elements in 2023.

Local Hazard Mitigation Plan (LHMP)

Local governments are required by the Federal Emergency Management Agency (FEMA) to update their LHMP every five years, as a requirement of federal assistance grant programs, including FEMA's Hazard Mitigation Grant Program and Building Resilient Infrastructure and Communities funding. The following cities have LHMP's that have gone beyond the five-year planning time frame and must bring their LHMP's up to date to meet FEMA's requirements—Fremont, Hayward, Newark, and Union City.

Figure 3-8: Local Hazard Mitigation Plans and Safety Element Expiration Dates

LOCAL HAZARD MITIGATION PLANS AND SAFETY ELEMENT EXPIRATION		
AGENCY	LHMP EXPIRATION YEAR	GENERAL PLAN SAFETY ELEMENT UPDATE REQUIRED (WITH HOUSING ELEMENT UPDATE)
County of Alameda	2027	2031
City of Alameda	2028	2024

[9] Governor's Office of Planning and Research General Plan Guidelines, 2017, p. 141

City of Albany	2023	2025
City of Berkeley	2024	2022
City of Dublin	2024	2024
City of Emeryville	2024	2028
City of Fremont	2022	2022
City of Hayward	2022	2024
City of Livermore	2024	2023
City of Newark	2022	2024
City of Oakland	2027	2023
City of Piedmont	2024	2024
City of Pleasanton	2024	2024
City of San Leandro	2023	2024
City of Union City	2022	2024

Service Demand

Several factors affect demand for fire protection and emergency medical services. In particular, growth in population directly affects aspects associated with demand for fire and emergency medical services. There are other less evident factors that can have a varied effect on a community's need for these services.

The most apparent causal relationship is the greater the population the greater the volume of calls for structural fire, emergency medical, and other related emergency services. Similarly, development of new and expansion of existing structures leads to greater need for structural fire protection services. Less apparent is the need for wildland fire protection and prevention in those areas where urban development abuts wildland areas, also known as the wildland urban interface (WUI). As development expands outward from the urban core, the WUI extends into areas of greater fire hazard severity, thus greatly increasing the need for preventative and protective measures and services.

In addition to population growth, climate change such as drought continues to greatly affect the environment, driving the need for wildland fire prevention and protection to combat more frequent and substantial fires, particularly in areas categorized High and Very High Fire Hazard Severity. These factors, as they drive demand for services in the County, are discussed here.

Calls for Service

There were approximately 350,137 calls for fire, EMS and other emergency response services in the County in 2020. In other words, there were about 959 service calls throughout the County on an average day. A call for service does not indicate the number of responses by

each jurisdiction, as multiple jurisdictions may respond to a single call. The number of calls as reported by each agency is shown in Figure 3-8 and includes false alarms.

Consistent with national call trends, a majority of the calls for emergency service were for emergency medical services.

The City of Oakland answered the greatest number of calls for service amongst the providers in the County with a total of 52,374 calls for service in 2020. Given the small size of the territory served and the comparatively low population within the jurisdiction, the City of Piedmont responded to the least calls for service with 780 calls in 2020. The Alameda Emergency Medical Services County Service Area stated it responded to 138,372 service calls in 2020, however, this number is not included in Figure 3-9 as it would duplicate the number of service calls from other areas.

Generally, over the last decade all providers have experienced an increase in calls for service corresponding to the steady increase in population throughout the County. During the pandemic, calls for service throughout the day did not match periods of peak demand previously experienced by the agencies, with no predictable schedule.

Figure 3-9: Total Service Calls by Reporting Agency, 2020

TOTAL SERVICE CALLS BY AGENCY	
AGENCY	# OF SERVICE CALLS
City of Alameda	6,849
City of Albany	1,872
City of Berkeley	13,412
City of Dublin	3,698
City of Emeryville	2,336
City of Fremont	14,492
City of Hayward	17,343
Cities of Livermore and Pleasanton	13,544
City of Newark	3,423
City of Oakland	52,374
City of Piedmont	780
City of San Leandro	10,228
City of Union	5,323
Alameda County Fire Department	43,025
East Bay Regional Park District	22,196
Fairview Fire Protection District	870
TOTAL	211,765

Environmental Demands & Climate Change

Wildland fire is a recurrent feature of ecosystems in semi-arid climates throughout the world. The Mediterranean-type climate of California is especially fire-prone, as the winter rains support plant growth and the summer dry season dries out the vegetation, making it highly flammable. Hot and dry conditions, combined with offshore winds in the fall create high-risk conditions that rapidly spread fires. Fires in California are primarily ignited by human activity, and the dry fuels and climate contribute to a higher risk of rapid spread of fires. Attention to wildfire has mostly focused on the Sierra Nevada and Southern California regions; however, the large and destructive fires in the Bay Area and North Coast, particularly in 2015 and 2017, have brought attention to the ongoing risks in these regions.[10]

There is strong evidence that climate change, especially rising temperatures and periodic droughts, have made substantial contributions to the increase in area burned in wildfires in the State and along the west coast.[11] According to most climatologists, the planet is starting to experience shifts in climate patterns and an increased frequency of extreme weather events. Over the next century, a variety of changes to local climate conditions are anticipated, including sea level rise and storm surge in coastal areas, increased riverine flooding and stormwater inundation; and more frequent and prolonged higher temperatures leading to extreme heat events and wildfires that decrease air quality and cause extended periods of drought.[12] According to California's Fourth Climate Change Assessment, the impacts of climate change affecting the Bay Area/Alameda County include:[13]

- Sea level rise (over eight inches in the last 100 years)
- Increased average annual maximum temperature (1.7°F from 1950 to 2000)
- Severe moisture deficit/drought (2012 to 2016 California drought led to the most severe moisture deficit over the last 1,200 years)
- Coastal erosion due to extreme storms (the 2015–16 El Niño was one of the three largest in the historical record)
- Wildfires (100 more wildfire days annually in the Bay Area from 1973 to 2020)

The impacts of climate change and the resulting extreme weather are evident. Wildfires that threaten thousands of homes are now an annual occurrence; as autumn days with severe fire-prone weather have more than doubled in California since the 1980s. [14] Over the last four

[10] State of California, California's Fourth Climate Change Assessment San Francisco Bay Area Region Report, 2019, p. 27.
[11] State of California, California's Fourth Climate Change Assessment San Francisco Bay Area Region Report, 2019, p. 28.
[12] Alameda County, Alameda County Local Hazard Mitigation Plan, 2021, p. 4-2.
[13] Alameda County, Alameda County Local Hazard Mitigation Plan, 2021, p. 4-2.
[14] County of Alameda, General Plan Annual Report, 2020, p. 6.

decades, the wildfires have increased in size and intensity with five of the six largest fires in California history occurred in 2020 alone. Damage to homes, infrastructure and ecosystems are immediate impacts of intensified wildfires, with air- and water quality impacts extending far beyond the fire's footprint.

California's Fourth Climate Change Assessment recognizes the following wildfire trends specific to the Bay Area, based on climate change impacts in combination with projected development and growth.[15]

- In the Bay Area, future fire activity will be driven by both changes in urban development and changes in climate.
- Warming temperatures combined with expansion of the wildland-urban interface are projected to increase fire risk in most of the Bay Area, though risks may decline in some areas as they become more heavily urbanized.
- Land use planning, together with fire-safe building standards and near-building vegetation management, are important strategies for managing future fire risk to people and structures.

California's Fourth Climate Change Assessment projects that by 2100, if climate change continues on this trajectory, the frequency of extreme wildfires would increase, and the average area burned statewide would increase by 77 percent. In the areas that have the highest fire risk, wildfire insurance is estimated to see costs rise by 18 percent by 2055.[16]

State and federal agencies have pursued aggressive policies of fire suppression, both for protection of timber resources and increasingly to protect human life and infrastructure as fires ignite and spread in areas with high population density in areas of wildland urban interface. Future land use decisions will significantly influence the Bay Area's efforts to not only address climate change at its source by curtailing energy use but also to affect wildfire mitigation efforts. For example, the lack of affordable housing in the core of the region is forcing households further south, north, and inland, into areas of higher fire hazard severity and resulting in negative energy and environmental consequences.[17]

Land use authorities are taking measures to protect communities from the impacts of climate change. For example, the collaborative Plan Bay Area 2050 identifies several strategic investments to guard against environmental hazards, such as sea level rise, wildfires and earthquakes, while improving air quality and open spaces. Plan Bay Area 2050 outlines a $15

[15] State of California, California's Fourth Climate Change Assessment San Francisco Bay Area Region Report, 2019, p. 27.
[16] State of California, California's Fourth Climate Change Assessment Statewide Summary Report, 2019.
[17] State of California, California's Fourth Climate Change Assessment San Francisco Bay Area Region Report, 2019, p. 7.

billion plan to provide means-based financial support to retrofit existing residential buildings. The land use authorities will adopt building ordinances and incentivize retrofits to existing buildings to meet higher seismic, wildfire, water and energy standards, providing means-based subsidies to offset associated costs.[18] These investments would ensure higher wildfire and seismic standards to protect residents, especially those with low incomes, from fire and earthquakes. For residents living in wildfire-prone parts of the Bay Area, fire-resistant roofing and fire-wise landscaping are key areas of safety-focused home improvement.

Additionally, cities and counties in California are required to adopt climate action plans as part of the state's efforts to reduce greenhouse gas emissions. The requirements for these plans vary depending on the population size of the jurisdiction and whether the jurisdiction is considered a "high GHG-emitting community." Cities with populations over 100,000 and counties with populations over 600,000 are required to adopt a climate action plan and to update it every five years. Cities with populations between 50,000 and 100,000 and counties with populations between 250,000 and 600,000 are required to adopt a climate action plan, but they are not required to update it as frequently. The climate action plans of cities and counties must include:

- Inventory of greenhouse gas emissions,
- Reduction targets for greenhouse gas emissions,
- Measures to reduce greenhouse gas emissions,
- Monitoring and reporting progress on the implementation of the plan, and
- Regular updates on the plan.

Many cities and counties in California have adopted more aggressive targets and strategies for reducing greenhouse gas emissions than legally required within their climate actions plans.

These agencies have adopted climate action plans in Alameda County with the associated emission goals:

Figure 3-10: Climate Action Plans and Emission Goals by Agency

AGENCY	ADOPTION DATE	EMISSION GOALS
County of Alameda	2014	Reduce emissions by more that 15% by 2020
City of Alameda	2019	Reduce emissions by 50% below 2005 levels by 2030
City of Albany	2019	Reduce emission by 70% by 2035 and net zero emissions by 2045

[18] ABAG, Plan Bay Area 2050, 2021, p. x.

City of Berkeley	2009	Reduce emissions by 80% below 2000 levels by 2050
City of Dublin	2020	Reduce by 65,090 MT CO2e by 2030, carbon neutrality by 2045
City of Emeryville	2016	40% below baseline levels by 2030 and 80% below baseline levels by 2050
City of Fremont	2012	Reduce emission by by 25% by 2020 based on 2005 levels
City of Hayward	2009	Reduce emissions by 30% below 2005 emissions levels by 2025, 55% below 2005 emissions levels by 2030
Cities of Livermore	2012	Reduce emissions 15 percent below 2008 conditions by 2020
City of Newark	2010	15% decrease from 2005 levels by 2020
City of Oakland	2020	Reduce emissions by 56% by 2030
City of Piedmont	2018	Reduce emissions by 40% by 2030 and 80% by 2050
City of Pleasanton	2022	Reduce emissions 15% below 2005 levels by 2020
City of San Leandro	2021	Reduce emission by 40% below 2005 levels by 2030 and 80% below 2005 levels by 2050
City of Union City	2010	Reduce emission by 20% below 2005 levels by the year 2020

Wildfire Hazard Severity

Wildfires spread by consuming flammable vegetation. This type of fire often begins unnoticed, spreads quickly, and is usually signaled by dense smoke that may be visible from miles away. Wildfires are often caused by human activities, such as unattended burns, campfires, or off-road vehicles without spark-arresting mufflers, but can also be caused by natural events such as lightning. Three factors contribute significantly to wildfire behavior and can be used to identify wildfire hazard areas—topography, fuel, and weather.

Topography describes slope increases, which influence wildfire spread rates. South-facing slopes are subject to more sun exposure than slopes facing other directions, so south-facing slopes tend to be drier and thereby intensify wildfire behavior. Conversely, ridge tops may mark the end of wildfire spread because fire spreads more slowly downhill.

Fuel refers to the type and condition of vegetation. Fuel plays a significant role in wildfire spread, since certain plant types are more susceptible to burning or can burn with greater intensity. Dense or overgrown vegetation increases the amount of combustible material available as fuel. The level of vegetation dryness is also important. Certain climate changes increase wildfire risk significantly, particularly during prolonged drought periods, because the

moisture content of both living and dead plant matter decreases. The horizontal and vertical fuel continuity can also affect wildfire spread.

Weather is the most variable factor affecting wildfire behavior. Temperature, humidity, wind, and lightning can cause ignition and affect the rate of fire spread. Extreme weather, such as high temperatures and low humidity, can lead to extreme wildfire activity. As mentioned, longer dry seasons resulting from climate change can increase ignition susceptibility.

In addition to these factors, wildfire frequency and severity can be affected by other hazards such as lightning, drought, and infestations (i.e. damage caused by bark beetles).

According to CAL FIRE, Alameda County has experienced 221 wildfires since record keeping began 70 years ago. One-third of the recorded fires have been 10 acres or less. Only 19 wildfires have been greater than 500 acres. The SCU Lightning Complex in 2020 was the largest wildfire to occur in Alameda County. In total, the fire burned 396,624 acres, of which 240,642 acres were within Alameda County, and it destroyed 222 structures in Santa Clara, Contra Costa, Alameda, Stanislaus, and San Joaquin Counties.[19]

The State Fire Marshal is mandated to classify lands within SRAs into Fire Hazard Severity Zones (FHSZ). The Fire Hazard Severity Zone (FHSZ) maps are developed using a science-based and field-tested model that assigns a hazard score based on the factors that influence fire likelihood and fire behavior. Many factors are considered, such as fire history, existing and potential fuel, predicted flame length, blowing embers, terrain, and typical fire weather for the area. There are three levels of hazard—moderate, high, and very high.

As shown on the CAL FIRE FHSZ map (Figure 3-11), 240.66 square miles (32.29 percent) of Alameda County are categorized as High FHSZs, with the majority (238.61 square miles) in unincorporated Alameda County. In addition, 60.83 square miles (8.16 precent) of Alameda County are classified as Very High FHSZ, of which nearly 40 square miles are in unincorporated Alameda County. CAL FIRE has made recommendations on the Very High FHSZ territory that is within incorporated territory to the cities of Berkeley, Oakland, Piedmont, Pleasanton, and San Leandro.[20]

Plan Bay Area 2050 addresses wildfire with the three core adaptation principles of land use, land management and structural hardening: Together, these strategies direct future growth away from the highest-fire-risk zones, support increased wildland management programs to reduce ignition risk and fire intensity, and support residential building upgrades that reduce the

[19] Alameda County, Alameda County Local Hazard Mitigation Plan, 2021, p. 4-31.
[20] CAL FIRE, Santa Clara Unit Strategic Fire Plan, 2022, p. 29.

likelihood of damage when fires occur in the wildland urban interface.[21] Most critical is ensuring the development plans are de-prioritized and discouraged in areas of very high risk of wildfire. [22]

Other wildfire prevention and suppression coordination activities in the region include the Hills Emergency Forum (consisting of the cities of Berkeley, El Cerrito, and Oakland, EBRPD, CAL FIRE, East Bay Municipal Utility District, Lawrence Berkeley National Laboratory, University of California, and Moraga Orinda Fire District), the Regional Priority Plan (a regional wildfire prevention plan for Alameda and Contra Costa Counties finalized in 2022), the aforementioned Community Wildfire Protection Plans, EBRPD's Wildfire Risk and Fine Scale Vegetation Mapping, and the East Bay Regional Communication System Authority.

A current trend involves utilizing agriculture as a strategy to prevent or mitigate the severity of wildfires. Farmers and ranchers are adopting practices to manage their agricultural lands in a manner that establishes natural buffers, and in some cases, rejuvenates ecosystems affected by wildfires. Areas with irrigated farmland and well-maintained pasturelands are less susceptible to wildfire compared to dry brush regions. Moreover, the wildland/urban interface, where developed areas meet undeveloped land, faces the highest risk of property, life, and natural resource loss due to wildfires. Since farmers and ranchers often reside in these interface zones, they serve as a frontline defense against wildfires by effectively managing the land between wildland and urban areas. There is potential for incorporation of these agricultural management practices in Alameda County to prevent against wildfires and limit expansion when wildfires occur.

Agriculture can play a crucial role in preventing wildfires and mitigating their severity through the following approaches:[23]

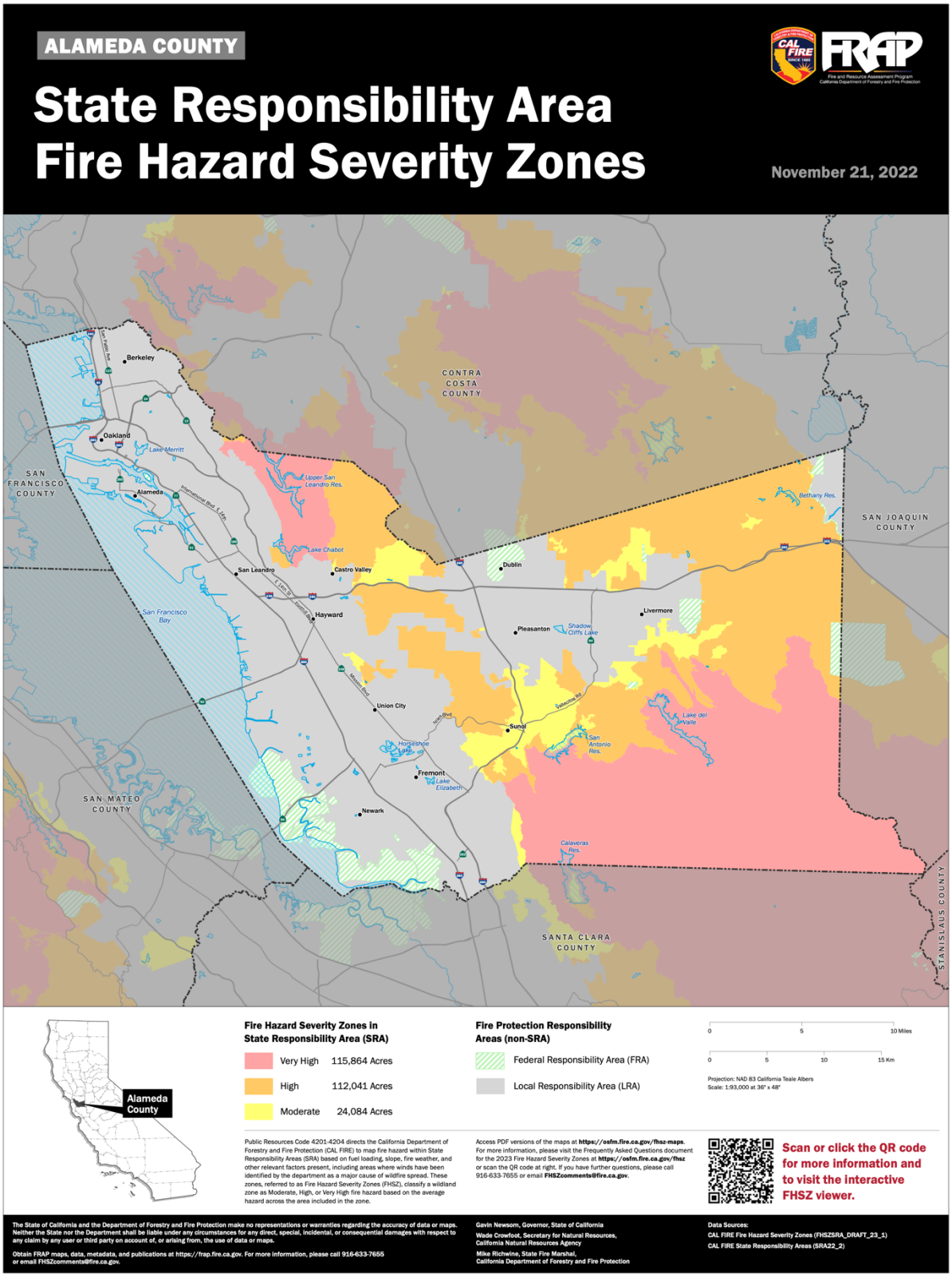
1. Managed Grazing and Livestock Oversight: Farmers and ranchers can implement controlled grazing methods with animals like cattle, goats, or sheep. This helps reduce the accumulation of dry vegetation, acting as potential fuel for wildfires. Skillful management of grazing maintains vegetation levels, lowering the risk of intense wildfires.
2. Initiation of Firebreaks by Farmers: Proactive farmers and ranchers often create firebreaks through practices like cultivation or consistent maintenance of vegetation-free

[21] ABAG, Plan Bay Area 2050, 2021, p. 104.
[22] ABAG, Plan Bay Area 2050, 2021, p. 32.
[23] Ulupono Initiative, Exploring Agriculture's Role in Preventing Wildfires, August 31, 2023, accessed at https://ulupono.com/newsletter-listing/august-2023-eupdate/exploring-agriculture-s-role-in-preventing-wildfires/

strips. These firebreaks act as barriers, slowing or halting the spread of wildfires by depriving them of fuel. Additionally, they provide accessible paths for firefighting efforts.

3. Vigilant Vegetation Management by Farmers: Farmers and ranchers play a crucial role in overseeing vegetation around structures, equipment, and infrastructure. This proactive approach results in the creation of defensible spaces less vulnerable to wildfire damage. By removing dry vegetation and ensuring diligent maintenance, farmers significantly reduce the likelihood of fire propagation.
4. Implementation of Crop Rotation and Planting Cover Crops: Adopting practices like crop rotation and planting cover crops during non-growing seasons helps maintain soil health and minimizes the accumulation of dry, flammable plant materials. These strategies limit the availability of fuel for potential wildfires.
5. Utilization of Mechanical Methods for Fuel Reduction: Farmers and ranchers can employ mechanical methods such as mowing, plowing, or mulching to decrease vegetation density on agricultural lands. This actively diminishes the amount of fuel accessible to potential wildfires, mitigating the risk of rapid spread.

Figure 3-11: State Responsibility Area Fire Hazard Severity Alameda County



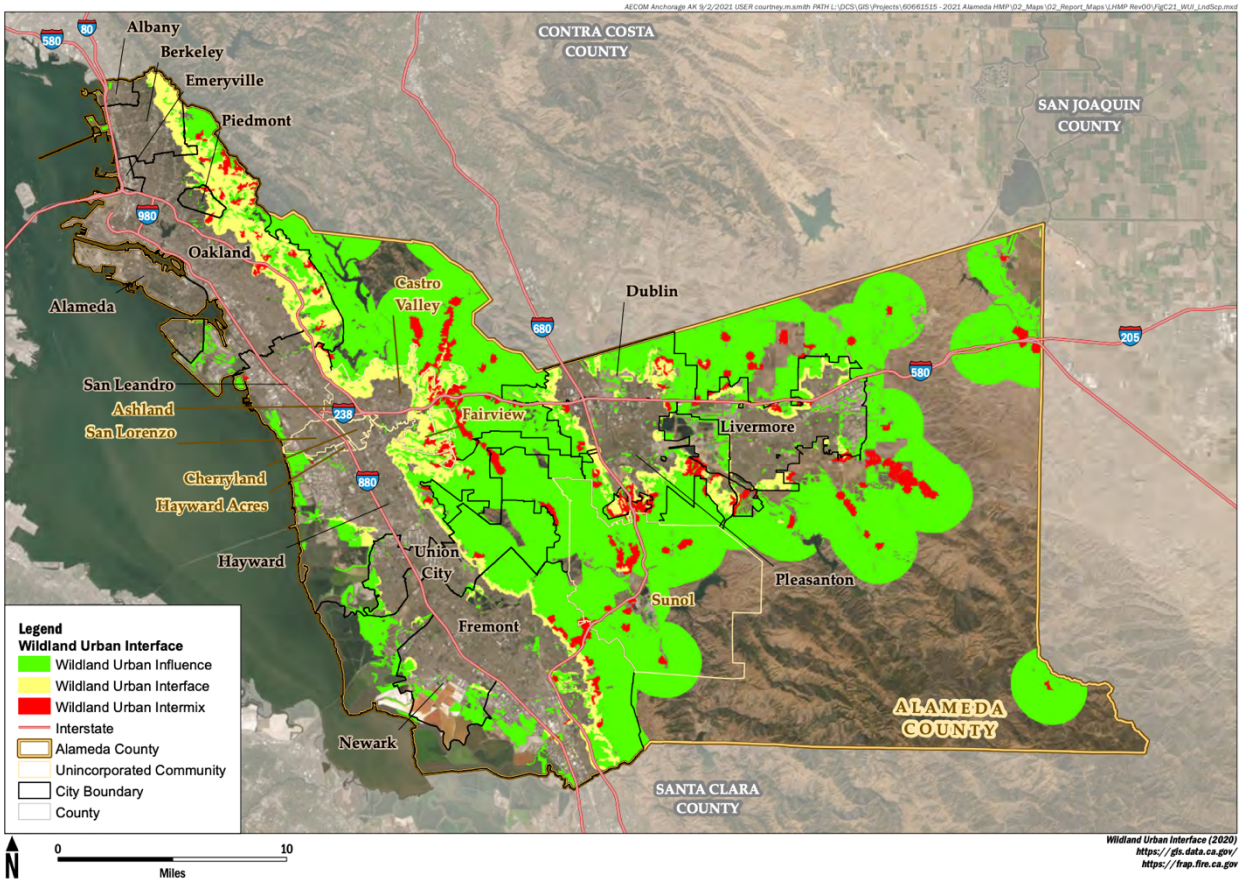
Wildland Urban Interface

California has three types of WUI areas:

- Interface areas - developed areas that have sparse or no wildland vegetation but are in close proximity to a large patch of wildland.
- Intermix areas - where houses and wildland vegetation directly intermingle.
- Influence areas - wildfire-susceptible vegetation up to 1.5 miles from WUI or Wildland Urban Intermix zones.

As shown on Figure 3-12 illustrating WUI in Alameda County from the Alameda County Local Hazard Mitigation Plan, the County does not have a significant percentage of land area in the Interface or Intermix areas; however, much of central Alameda County is in an Influence area.

Figure 3-12: Wildland Urban Interface Areas in Alameda County



Of the WUI territory in the County, 42.07 square miles (5.64 percent) are in the Interface area, while an additional 14.86 square miles (1.99 percent) are in the Intermix area, and 256.47 square miles (34.41 percent) are in the Influence area. For unincorporated Alameda County,

8.08 square miles (1.90 percent) of Alameda County are in the Interface area, 9.73 square miles (2.29 percent) are in the Intermix area, and 179.13 square miles (42.12 percent) are in the Influence area.

While territory considered Influence is more expansive than Intermix and Interface, the ratio of the population in WUI is greater in the Interface area. As shown in Figure 3-13, of the total population of the County, 148,378 (9.7 percent) live in the Interface territory. In unincorporated Alameda, a greater ratio of residents live in Influence territory—31,104 or 13.7 percent. In total, 261,027 (17.1 percent) of county residents live in areas considered one of the wildland urban categories.

Figure 3-13: Wildland Urban Interface Impact on Population

WILDLAND URBAN INTERFACE						
Area	Wildland Urban Influence		Wildland Urban Intermix		Wildland Urban Interface	
	# of People	% of Pop	# of People	% of Pop	# of People	% of Pop
Alameda County	99,478	6.5%	13,171	0.9%	148,378	9.7%
Unincorporated Alameda County	31,104	13.7%	4,110	1.8%	25,250	11.1%
Source: Alameda County, Alameda County Local Hazard Mitigation Plan, Table 4-50, 2021, p. 4-33.						

There are approximately 70 miles of WUI separating LRA from the CAL FIRE jurisdiction in Alameda County. Wildland urban interface areas that are SRA/LRA jurisdiction:

1. Oakland-Berkeley Hills - 16,200 acres protecting an estimated population over 500,000. Oakland FD, Berkeley FD, EBRPD, University of California, Berkeley, and CAL FIRE have jurisdiction.
2. San Leandro-Castro Valley Hills - 8,500 acres protecting an estimated population of 154,800. ACFD, EBRPD, and CAL FIRE have jurisdiction.
3. Hayward Hills - 5,000 acres protecting an estimated population of 58,969 in Hayward and Fairview. Hayward FD, EBRPD, and CAL FIRE have jurisdiction.
4. Union City-Fremont Hills - 10,000 acres protecting an estimated population of 310,460. ACFD, Fremont FD, and CAL FIRE have jurisdiction.
5. Pleasanton Ridge- Kilkare Woods- Sunol - 4,000 acres protecting an estimated population of 5,000. ACFD, LPFD, EBRPD, and CAL FIRE have jurisdiction. Affected by the 2020 SCU Lightening Complex Fire.

6. Palomares-Niles Canyon - 3,500 acres with an estimated population of 1,500. ACFD, Hayward FD, Fremont FD, EBRPD, and CAL FIRE have jurisdiction.

7. San Francisco Water District - Alameda County Watershed consisting of 5,000 acres.

The interface areas are densely populated with high-value homes. The high values at risk and the windy conditions have combined to create high damage loss fires historically. A single two-acre fire in the Oakland Berkeley hills destroyed two homes and damaged a third totaling damages of $4 million. The 1991 Tunnel Fire destroyed 3,000 homes causing a loss of $1.8 billion. Life safety at wildland fires is also a major concern.[24]

As part of its 2022 Santa Clara Unit Fire Strategic Plan, CAL FIRE has identified continued and enhanced fuel modification and fuel reduction projects in the wildland urban interface areas as an objective and has plans for 25 projects intended to meet this goal.[25]

Several other planning entities also have developed plans aimed at mitigating hazards arising from wildland urban interface territories and other fire hazards – Alameda County addresses the issue of urban territories abutting wildland areas in its updated Safety Element (2013) component of its General Plan and its Local Hazard Mitigation Plan (2021), and the Diablo Fire Safe Council identifies wildland fire hazards, prioritizes way to reduce those hazards and recommends measures for homeowners and communities to reduce ignitability of structures in its countywide Community Wildfire Protection Plan (CWPP) (2015). Additionally, the cities affected by wildfire hazards address strategies in their respective general plans and local hazards mitigation plans. Other plans to mitigate wildfire hazards include EIRs to address fuels management by the East Bay Regional Parks District and University of California, Berkeley. Similar environmental compliance documents are in progress by the City of Oakland.[26]

[24] CAL FIRE, Santa Clara Unit Strategic Fire Plan, 2022, p. 58.
[25] CAL FIRE, Santa Clara Unit Fire Strategic Plan, 2022, p. 61.
[26] CAL FIRE, Santa Clara Unit Strategic Fire Plan, 2022, p. 59.

Financial Ability of Agencies

COVID-19 contributed to the financial challenges facing fire and EMS agencies, similar to most other public agencies. Property tax revenues, which are a significant source of funding for most fire and EMS agencies, continued strong growth and helped to offset countervailing economic forces. Increasing inflationary factors in 2022 and beyond threaten recovery from the pandemic. City fire departments face additional pressures from competing city service priorities; city funding of services includes more diverse general funds (e.g., sales and hotel taxes), compared to fire districts. Non-property tax revenues typically are more sensitive to adverse economics compared to property taxes and assessments.

While revenues have shown positive growth trends over the past five years from 2018 through 2022, slower growth or in some cases revenue declines due to COVID-19 have not kept pace with continued expenditure growth. All agencies and cities show adequate reserves that can help to backfill annual shortfalls. In addition to the use of reserves, agencies have taken other short-term measures to address inadequate short-term revenues, for example, by freezing positions, deferring major capital and other one-time expenditures.

Figure 3-13 summarizes key revenue and expenditure indicators for the fire protection agencies and city fire departments. As noted above, COVID-19 generally depressed growth of fees and charges generated by plan review and inspections while costs continued to grow. Consequently, annual surpluses and contributions to reserves were reduced and/or cities shifted revenues from other services to assure adequate funding of fire protection.

Figure 3-14: Revenue and Expenditure Summary by Agency

AGENCY OR CITY FIRE DEPARTMENT	EXPENDITURE BUDGET FY 2021-22	FIRE SERVICE EXPENDITURE ANNUAL GROWTH	FIRE SERVICE REVENUE* ANNUAL GROWTH
Alameda County Fire Department	$162,425,000	Moderate (3-5%)	Low (0-3%)
East Bay Regional Park District (Fire Services)	$8,388,000	High (>5%)	High (>5%)
County Service Area EM-1983-1	$22,388,000	Low (0-3%)	Moderate (3-5%)
Fairview Fire Protection District	$3,973,000	Moderate (3-5%)	Low (0-3%)
City of Alameda	$44,816,000	High (>5%)	Low (0-3%)
City of Albany	$3,922,000	High (>5%)	Decline (<0%)
City of Berkeley	$48,359,000	Moderate (3-5%)	High (>5%)
City of Dublin	$15,600,000	Moderate (3-5%)	Decline (<0%)
City of Emeryville	$9,830,000	High (>5%)	Decline (<0%)
City of Fremont	$58,886,000	High (>5%)	Low (0-3%)
City of Hayward	$45,591,000	Moderate (3-5%)	Low (0-3%)
Livermore Pleasanton Fire Department (JPA)	$46,012,000	High (>5%)	High (>5%)
City of Newark	$12,274,000	Low (0-3%)	Decline (<0%)
City of Oakland	$191,513,000	High (>5%)	Low (0-3%)
City of Piedmont	$7,952,000	High (>5%)	High (>5%)
City of San Leandro	$26,007,000	Moderate (3-5%)	Decline (<0%)
City of Union City	$11,719,000	Moderate (3-5%)	Decline (<0%)

In addition to future inflation and recession risks, over the longer-term fire and EMS agencies will continue to face financial challenges from population and commercial growth, unfunded pension liabilities, increasing liability and insurance costs, in addition to the growing firefighting costs associated with climate change.

Governance Structure Options and Recommendations

The fire agencies in the study area have demonstrated extensive collaboration with one another in the form of joint studies and grants, contracts and partnerships, facility and resource sharing, regionalization of dispatch services, and the implementation of closest resource dispatching strategies in certain areas, which may be indicative of the potential for further resource sharing, continued regionalization, or other service structure reorganization.

Regionalization/Functional Consolidation

Alameda County fire providers have a history of regionalization through consolidation, consortiums, contract service provision, and joint powers authorities, which have reduced duplication of efforts and enhanced efficiencies. Using these prior restructuring efforts as models, it appears that there is the potential for further regionalization to reap similar benefits.

Because Alameda County is served primarily by ACFD and city fire departments, there are limited options for full consolidation between agencies. Fire service structure options that promote efficiencies and are feasible at this point in time consist of contracting for services by neighboring providers and formation of a joint powers authority/agreement, both of which are considered functional consolidation.

Contracting for Services

Contracts are used when jurisdictions agree to provide a service to another for a set fee. Contracting for certain services from other agencies offers an opportunity to test a service structure prior to committing to further reorganization and may also offer cost efficiencies depending on the structure and participating agencies. Contracts for services are a way to build closer ties between cities and districts. Such contractual arrangements are already extensively practiced by ACFD and the five cities for which it provides contract services. Additionally, the City of Hayward provides contract services to Fairview FPD.

There may be opportunities for additional cities to engage in contractual service agreements with ACFD or with a neighboring city, as is presently practiced, or to contract for specific services, such as administration, to cut costs and increase efficiency.

Joint Powers Agreement/Authority

A joint powers agreement is a formal legal agreement between two or more public agencies that share a common power and want to jointly implement programs, build facilities, or deliver

services. Officials from those public agencies formally approve a cooperative arrangement. A joint powers agreement is like a confederation of governments that works together and shares resources for mutual support or common actions. The government agencies that participate in joint powers agreements are called member agencies. With a joint powers agreement, a member agency agrees to be responsible for delivering a service on behalf of the other member agencies. Each joint powers agreement is unique as there is no set formula for how governments should use their joint powers. One agency will administer the terms of the agreement, which may be a short-term, long-term, or perpetual service agreement.

A joint powers authority (JPA) is a new separate government organization created by the member agencies but is legally independent from them. Like a joint powers agreement (in which an agency administers the terms of the agreement) a JPA shares powers common to the member agencies and those powers are outlined in the JPA agreement. Agencies create JPAs to deliver more cost-effective services, eliminate duplicative efforts, and consolidate services into a single agency. A joint powers authority offers the advantages of a more ephemeral and potentially more limited consolidation (i.e., training), continued accountability and local control, and a potential structure to overcome inherent financial and staffing incompatibilities among the providers towards future further consolidation efforts.

At present, the Livermore Pleasanton Fire Department is a joint powers authority consisting of the cities of Livermore and Pleasanton as member agencies. The JPA was created to merge the two individual fire departments and consolidate them into a single fire department to deliver more cost-effective fire protection services for Livermore and Pleasanton by eliminating duplicative efforts. The management and governance structure for the JPA was established to preserve the ability for Livermore and Pleasanton to each establish the level of service it determines to be appropriate within its own jurisdiction. The consolidated department is operated by a JPA board. While a formal joint powers structure was put in place, the powers assigned to the JPA board were limited: all major fiscal and labor relations decisions are made by the two cities' City Councils, with the JPA board serving in an advisory capacity to each body. The Board is comprised of the Mayor and a City Council member from each city. The City Managers of the two cities serve as joint Executive Directors and appoint the Fire Chief.

By forming the consolidated department, the partner cities avoided creating another agency with its own overhead costs for fiscal and personnel management. The new department uses existing city support services. The City of Pleasanton provides payroll, personnel and budget services, and the City of Livermore provides risk management and workers compensation services. Legal services for code enforcement are provided by both cities' legal departments.

To properly allocate the joint department's management expenses, the two cities use a four-part cost-sharing formula that takes into account factors such as the number of emergencies or fire prevention inspections occurring in each city. Currently, Livermore is covering 54 percent of these expenses, Pleasanton 46 percent. Each city maintains the right to determine the number of fire stations and firefighters it needs, so growth in one city does not affect the other city's fire service costs.

One of the management improvements resulting from the consolidation was the movement of top officers in both departments into full-time specialty roles. Before consolidation, division chiefs in both departments managed responsibilities such as emergency operations, training and emergency medical services on a part-time basis. Effectiveness is improved in the consolidated agency with full-time managers for each function. The separate fire prevention bureaus also were consolidated; the single bureau jointly serves both cities, including their one-stop building permit centers.

Initially, all fire station personnel remained in their parent cities but were cross-trained in the other city's stations and on its fire equipment; currently, firefighters regularly work in the other city's stations, providing coverage for those on vacation or sick leave. The two fire union locals also merged, and the five-year labor agreement negotiated by the cities with the newly combined International Association of Fire Fighters local contributes to the consolidated fire department's long-term cost stability. The JPA immediately agreed to joint promotional testing, and the several promotions, which since being made have contributed to the blending of the two cities' fire services.

A single training system serves both cities' firefighters. Managed by a division chief, it uses a modern training tower and classroom located in Pleasanton. Emergency operations also have been completely merged, with a single "duty officer" responding to emergencies wherever they occur and both cities' fire equipment responding wherever needed. Dispatch services were consolidated in Livermore's public safety communications center, as it was larger and better suited to handle the workload created by the consolidation of the departments. The consolidated department has focused on the creation of one "culture" and one set of operating procedures, which combines the "best practices" that were in use in both cities.

Benefits

Functional consolidation and other cooperative service agreements have the potential to improve the overall efficiency and effectiveness of emergency services, which can be achieved by more efficient use of scarce resources and a reduction in equipment needs and duplicate efforts, and at the same time promote greater flexibility. Operational and political challenges

can be overcome through functional consolidation. Boundary disputes can be minimized with the closest and most appropriate resources being dispatched. This will foster rational service response zones and the likelihood of faster response. A functional consolidation would allow each agency to retain its identity while at the same time combining resources or specialty assets.

LAFCO Requirements for Contract Services

Legislative changes have been made that now require a LAFCO application and consideration for fire contract services between two public agencies. Formation of a joint powers authority continues to be outside of LAFCO's jurisdiction.

In 2016, the Cortese Knox Hertzberg Local Government Reorganization Act of 2000 was amended to include Government Code §56134 providing for fire protection service by contract outside a public agency's jurisdictional boundary in accordance with Senate Bill 239. This statute applies to fire protection agreements/contracts, which are contracts or agreements for the exercise of new or extended fire protection services outside a public agency's boundary. The statutes apply to these contracts if the contract would transfer responsibility for providing services in more than 25 percent of a public agency's service area to another public agency or changes the employment status of more than 25 percent of the employees of a public agency affected by the contract.

Unlike Government Code §56133 which addresses services by contract outside city and district boundaries, GC §56134 requires additional information, including a fire protection contract, plan for service, independent comprehensive fiscal analysis, and a public hearing.

Closest Resource Dispatch

Across the State, there is a trend toward using a closest resource dispatch strategy countywide to ensure the fastest response times. In essence, this model means that all agency boundaries are eliminated for dispatch purposes, without regard to jurisdiction or statutory responsibility, to enhance efficiency for the benefit of the constituents. The Livermore Pleasanton Fire Department (LPFD) and Alameda County Fire Department (ACFD) have transitioned to a closest resource dispatch strategy by executing a streamlined automatic aid agreement, where either agency is automatically dispatched based on proximity to the call to minimize response time.

The degree to which the closest resource system can be executed may be restricted by communication and dispatch structure capabilities.

Wildfire Prevention and Coordination

An effort is underway to develop a formal agreement between stakeholder agencies to reduce wildfire threat throughout the East Bay, within both Alameda and Contra Costa Counties, to address increasing threats from wildfire, pool resources at a regional level, and enhance coordination amongst multiple responders. The East Bay Wildfire Prevention Community Organizing Committee has spearheaded this project and developed a Memorandum of Understanding (MOU) that is currently being presented to potential signatory agencies for ratification. The MOU is proposed to include jurisdictions in western portions of Alameda and Contra Costa Counties containing hill areas designated as High or Very High Fire Hazard Severity Zones. The focus of the efforts is the "inner East Bay," along the Berkeley, Oakland, San Leandro, and West Contra Costa Hills, and extending southward to the westernmost portions of the Diablo Range, from Hercules in the north to Fremont in the south.

The core components of the MOU consist of the following recitals and plans:[27]

- Highlights the high wildfire risk in the East Bay Hills area,
- Emphasizes the need for regional coordination among jurisdictions, fire districts, and regional agencies,
- Formation the East Bay Hills Regional Wildfire Prevention Coordinating Group (WPCG) consisting of a group of public officials representing the counties, municipalities, and fire districts,
- Common goals regarding regional wildfire prevention,
- Description of the wildfire prevention activities performed by participating agencies,
- Desire to improve coordination and enhance efficacy and efficiency of activities,
- Identification of the shared goal of increasing each participating agency's level of service to residents and property owners,
- Desire to create opportunities for cross-agency communication and cooperation,
- No alteration of jurisdictional boundaries, cooperative efforts, or legal authorities,
- Description of responsibilities of the counties, municipalities, and fire protection districts,
- Ratification and enforcement of Fire Codes within respective jurisdictions,
- Collaboration strategies and activities to minimize wildfire hazards in the East Bay Hills,
- Assisting in the development of model codes for fire prevention,

[27] Presentation to East Bay Wildfire Prevention Community Organizing Committee at the June 28, 2023 meeting, accessed at https://eastbaywildfire.org/.

- Joint plans for vegetation management and wildfire-resistant vegetation,
- Partnering to apply for state, federal, and other grant funds, and
- Planning for wildfire evacuations and response across jurisdictions.

Efforts of this nature that enhance regional planning and coordination of prevention and suppression efforts would have value added in other portions of the County and Bay Area as well.

State Contract County

In California, CAL FIRE typically has responsibility for protection of State Responsibility Areas, unless there is an alternative structure in place within a county. Six counties have opted to become "contract counties" by providing contract services to the State, filling the services that would otherwise be provided by CAL FIRE for reimbursement. The six counties are Kern, Los Angeles, Marin, Orange, Santa Barbara, and Ventura. There are several benefits to this service structure, including:

- This service structure supplies revenue to the county fire agencies for services that can often be provided at a lower cost than by CAL FIRE thereby enhancing revenue.
- The fire agencies can offer services beyond CAL FIRE's obligations to include structural fire protection and emergency medical response in the more remote areas.
- Staffing can be extended to year-round at remote facilities if needed.

In the past, Alameda agencies have had discussions with Santa Clara and Contra Costa fire agencies regarding the possibility of all three counties transitioning to this model and joining Marin to form a block of Bay Area contract counties. However, the plan was not pursued at that time. Given the changes to fire service that have occurred over the last two decades, reassessing the possibility of Alameda transitioning to a contract county may be warranted. Inclusion of Santa Clara and Contra Costa in the restructuring, as previously mentioned, would create a more cohesive fire service structure in the Bay Area and likely enhance bargaining power with the State.

Reorganization of Fairview FPD

Reorganization of Fairview FPD continues to be an option, although multiple prior reviews of reorganization did not result in any changes in organization. The district remains the sole independent fire protection district in the County, and contracts out for services with the City of Hayward Fire Department. When last reviewed in 2013, district residents were vocally

opposed to consideration of reorganization. Because the District does not provide any direct services, but rather administers a contract for service provision, certain operating and administrative expenses could be avoided by dissolving FFPD and having another existing service provider take on governance and operations of fire service in the area. The most feasible and likely the most beneficial option is annexation of FFPD's territory by ACFD and continued contract services by the City of Hayward. Residents could retain the service provider they prefer, and savings could be achieved with a management layer and election costs eliminated through government reorganization.

During the 2013-2016 MSR and SOI updated process for FFPD, several deficiencies and concerns were identified by LAFCO resulting in conditions placed on the most recent affirmation of the District's coterminous SOI in 2016. It appears as though the District has met all of the conditions outlined by LAFCO at that time. The District has made great efforts to greatly enhance the level of services provided and highlight the value added by FFPD's service structure. Because of these management and other service level enhancements, there does not appear to be an impetus to dissolution if the community is not supportive.

4. ALAMEDA COUNTY FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

Alameda County Fire Department (ACFD) is the main fire suppression service provider for areas of unincorporated Alameda County as well as the fire suppression and emergency medical service provider via contract for the cities of Dublin, San Leandro, Newark, Union City, and Emeryville, in addition to the Lawrence Livermore National (LLNL) Laboratory and the Lawrence Berkeley National Laboratory (LBNL). ACFD also provides regional 9-1-1 dispatch services to fire departments in the cities of Fremont, Livermore-Pleasanton, and Alameda, and for Falck Ambulance and Camp Parks.

ACFD was established on July 1, 1993 through consolidation of three fire districts—Castro Valley Fire Protection District, Eden Consolidated Fire, and County Fire Patrol (each a dependent special district under the Alameda County Board of Supervisors). Altogether, the District serves a population of nearly 400,000.

The principal act that governs ACFD is the Fire Protection District Law of 1987. The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property. Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.

The last MSR for ACFD was completed in 2008.

BOUNDARIES

The ACFD's boundary includes all the unincorporated areas of Alameda County except for areas served by the Fairview Fire Protection District (FFPD).

The ACFD's current boundary area is 508 square miles. The largest portion of this territory is situated east of Fremont and served by the Livermore-Pleasanton Fire Department with dispatch services provided by ACFD. Agencies that abut the District include the cities of Fremont and Hayward to the west and Oakland and Berkeley to the northwest of the boundary. The City of San Ramon is adjacent to the ACFD boundary in the north with the

City of Tracy to the east and the City of Milpitas to the southeast. The City of Morgan Hill and the Diablo Mountain Range is along the south border of the District.

Extra-territorial Services

ACFD provides contract services outside of its boundaries to the cities of Dublin, San Leandro, Newark, Union City, and Emeryville and LBNL and LLNL.

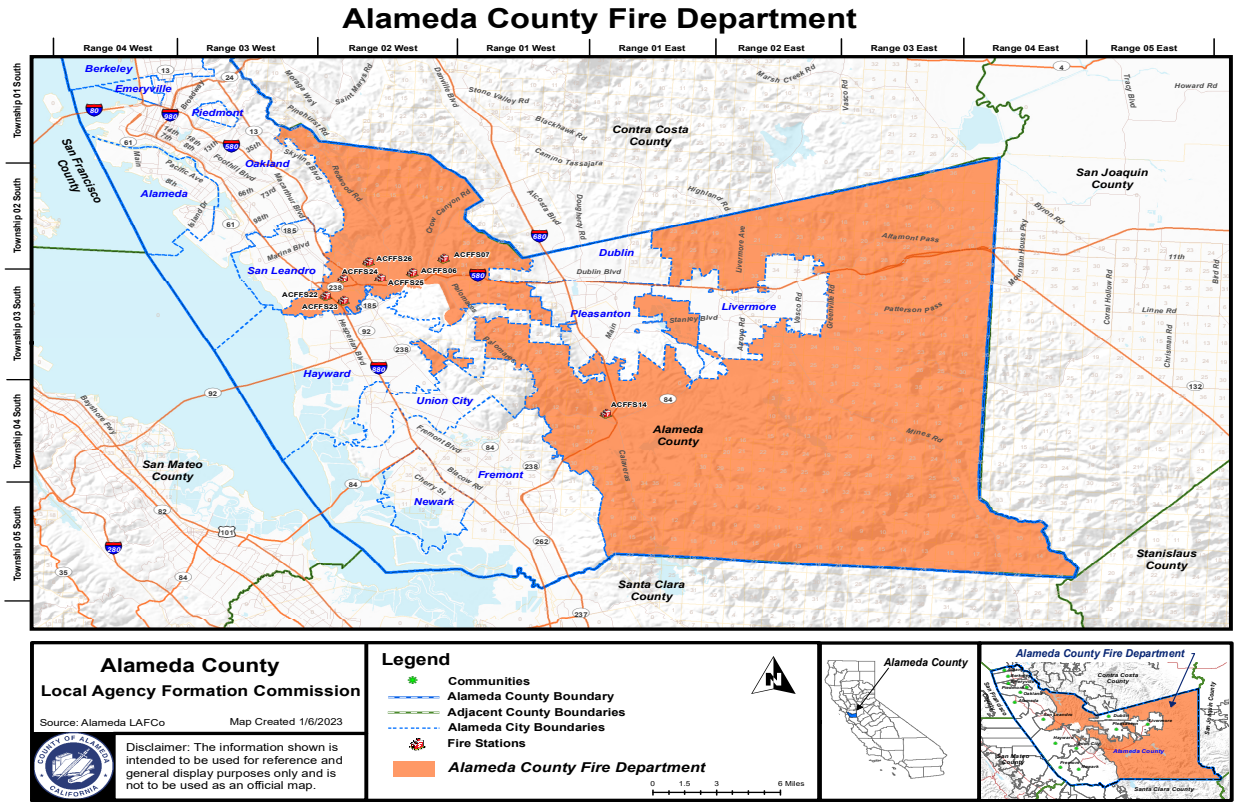
Unserved Areas

ACFD does not have stations located in unincorporated areas around Pleasanton. The Livermore-Pleasanton Fire Department provides service in this vicinity via contract. ACFD also works under contract with the City of Pleasanton to serve three County Service Areas (CSAs) known as Remon, Castlewood, and Happy Valley.

Sphere of Influence

In 2004, the Alameda LAFCO resolved to affirm the existing SOI for the ACFD. In 2022, the District's boundaries remain coterminous with those of Alameda County.

Figure 4-1: Alameda County Fire Department Service Area and SOI



Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The ACFD is a dependent special district with the Alameda County Board of Supervisors as its governing body. There are five county supervisors, one from each district, elected to four-year terms of office. A Board President is chosen from the Board members every two years. Current board member names, positions, and term expiration dates are shown in Figure 4-2.

The governing body meets every Tuesday at 10:45 in the morning in the Board Chambers on the fifth floor of the County Administration Building located at 1221 Oak Street in Oakland. Agendas for each weekly meeting are posted by the Board Clerk on the internet and at the County Administration building. The Board Clerk provides notice for meetings and disseminates minutes. Board actions and meeting minutes are available online. Through the County website, the public has access to live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. In addition, both the County and ACFD, provide access to Facebook and Twitter accounts on their websites. The County also discloses finances, plans and other public documents via the internet.

Figure 4-2: ACFD Governing Body

GOVERNING BODY	
Manner of Selection	Election by District.
Length of Term	4 years for supervisors, board president is chosen every two years
Meetings	Tuesday mornings at 10:45 Alameda County Administration Building 1221 Oak Street Oakland, CA 94612 5th floor, Board Chambers

Agenda Distribution	Posted online, post office, and at the station.
Minutes Distribution	Posted online.

BOARD MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
David Haubert	1	Board Vice President	2024	Elected	4 Years
Elisa Marquez	2	Board Supervisor	2024	Elected	4 Years
Lena Tam	3	Board Supervisor	2026	Elected	4 Years
Nate Miley	4	Board President	2024	Elected	4 Years
Keith Carson	5	Board Supervisor	2024	Elected	4 Years

CONTACT	
Contact	Anne Thomson, Administrative Services Director
Mailing Address	6363 Clark Ave., Dublin, CA
Phone	510-693-3407
Email/Website	anne.thomson@acgov.org

Additionally, ACFD participates in community outreach events such as a Holiday Food and Toy Drive, annual city festivals, CPR and fire extinguisher training, and a community disaster preparedness program. ACFD also organizes community and school educational programs, which stress the importance of fire prevention and juvenile fire setter intervention.

All members of Alameda County's Board of Supervisors have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in with their economic interests.

Through the County, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required and by which ACFD must abide.

All complaints concerning ACFD or any of its employees are investigated and a response is provided to the complainant. Constituents are discouraged to complain anonymously; however, ACFD may investigate any complaint, regardless of the source. The office of the Fire Chief is responsible for tracking and logging complaints and insuring their resolution.

There is also legislation in effect to help ensure special districts adhere to accountability standards. One, California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be

made available on an agency's website. Similarly, the Special District Transparency Act of 2018 (SB 929, Government Codes §6270.6 and §53087.8) indicates that special districts have websites in use by January 1, 2020, per the Brown Act, and requires how the publicly available information be displayed. ACFD is in compliance with each of these regulations.

ACFD demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

ACFD's FY 20-21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year since FY 19. Of these 559 positions, 511.42 are considered full-time equivalents for both management and non-management positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfill the variety of services offered.[28] The Fire Chief oversees four branches—Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch. The EMS, Information Technology, and Special Operations divisions are part of the Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides the leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology,

[28] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page, April 19, 2022.

Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

ACFD, as a component of the Alameda County government, is required to conduct value-based budgeting. The goals of this process involve funding agreed-upon service levels, identification of revenues and expenditures as one-time or continuing, and maintenance of adequate contingency and reserve funds.

ACFD battalion chiefs evaluate operations of their respective battalions on an on-going basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through chief officer performance reviews to identify staffing and resource deficiencies.

To ensure fire service efficiency and effectiveness, ACFD has set policy goals and objectives. ACFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and disasters to all Alameda County citizens and to ensure that local, State and federal mandated and discretionary service levels are maintained within the communities served.

ACFD's finances are managed by the County. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The District's capital needs are included in the County's Capital Improvement Plan (CIP). ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for the years 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.[29]

Similar to other land use authorities around the State, Alameda County has developed and adopted a Climate Action Plan to reduce greenhouse gases and their impacts. The Alameda County (Unincorporated Areas) Community Climate Action Plan (2014) addresses reduction of greenhouse gas emissions through a series of 37 local programs and policy measures related to transportation, land use, building energy, water, waste, and green infrastructure.

The County adopted two climate action plans: one focused on operations and services in 2010 and one on unincorporated communities in 2014. The County's Climate Action Plan for Government Operations and Services Through 2020, adopted in 2010, set a path for County operations to achieve a minimum greenhouse gas emissions reduction of 15 percent and a stretch target of 30 percent by 2020 from a 2003 baseline. The plan also set a long-term target of an 80 percent reduction in emissions by 2050. The County exceeded the 2020

[29] Alameda County Fire Department, Survey Response, July 2021.

stretch target: we achieved a 31 percent reduction in operational emissions.[30] The County adopted a new climate action plan in May 2023, setting a target for County services and operations that exceeds our 2050 target and aligns with California's carbon neutrality target by 2045.

The Plan does not address the impacts of climate change on wildfires, but does include a CAL FIRE program aimed at five forestry strategies for reducing or mitigating greenhouse gas emissions, including:

- Reforestation to promote carbon sequester,
- Forestland conservation to avoid forest loss to development,
- Fuel reduction to reduce wildfire emissions and utilization of those materials for renewable energy,
- Urban forestry to reduce energy demand through shading, increase sequestration, and contribute biomass for energy generation, and
- Improved management to increase carbon sequestration benefits and forest health.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

When development plans are processed, ACFD reviews plans and works with planning staff from the County or affected city to ensure that fire codes are met, and fire access and other issues are addressed as conditions of approval. The impacts of emergency fire and medical services are also addressed as part of any environmental review prepared for a development project. ACFD utilizes a collaborative process with local jurisdictions to forecast fire service needs so that local needs and trends can be identified, and service trends developed.

Land Use

ACFD's boundary area is approximately 508 square miles of unincorporated territory. The County is the land use authority for the unincorporated areas within ACFD's bounds. ACFD encompasses every land use designated by the County—Rural, Low to High Density Residential, Major Commercial, Industrial, Mixed Use, Parklands, Agriculture, and Public. The

[30] Alameda County Climate Action Plan for Government Services and Operations Through 2026 (GOCAP), p.4-5, April 10, 2023.

topography, natural boundaries, drainage, level of development and projected growth vary considerably in the unincorporated areas of the County.

Current Population

As of 2022, the population in the ACFD service area (including contract cities) is estimated to be 394,000. The District's territory is large and ranges from densely populated areas to wildland regions. Its population density is varied due to its diverse landscape. Depending on the area, this number can be less than 1,000 or more than 15,000 people per square mile.[31]

Projected Growth and Development

Based on Association of Bay Area Governments (ABAG) growth projections, the population of the area within ACFD is anticipated to grow by an average annual growth rate of 0.8 percent, which equates to a population of approximately 437,002 by 2035. ACFD reported that growth patterns are affecting service demand.

There are currently planned and proposed developments in unincorporated areas within ACFD's boundaries, these includes projects for residential, industrial and commercial use. Currently being reviewed is the Village Green mixed-use, multi-family housing development in San Lorenzo, the Fa YunChan Buddhist Center in Castro Valley, and a four-story community housing development corporation near Fariview. The unincorporated regions that would be affected are all on the western central border of ACFD.

Planned and proposed developments within cities of Dublin, San Leandro, Newark, Union City, and Emeryville that may impact the service demand for ACFD are discussed in detail in the Cities of Dublin, San Leandro, Newark, Union City, and Emeryville MSRs.

Growth Strategies

The District reports that it will be vital to collaborate with its contracted agencies to continue to meet demand through continued periods of growth within its service area. This will include forecasting needs based on analysis of their population projections, development plans, and employee turnover and attrition in order to estimate staffing needs.[32]

[31] Alameda County Fire Department, Volume 2 of 3 – Technical Report, Standards of Coverage Review, p. 94, 9/1/17
[32] Alameda County Fire Department, SoGo Survey Response, July 2021.

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within the District's service area. In fact, the community of Ashland is considered the County's only CDP with potential to become a DUC; however, it is provided essential services such as water, sewer and flood control services and therefore, no SOI changes have been recommended based on its status.[33]

Financial Ability to Provide Services

Financial Ability to Provide Services

ACFD has the financial ability to continue to provide services. A significant share of its total budget is funded by contract service charges which are established at levels sufficient to cover costs. Substantial ACFD fund balances cover any periodic cash flow shortfalls and capital needs. Recent passage of Measure X will help to fund $90 million in needed fire station capital improvements. Pension obligations are a "moderate" risk level, and ACFD continues to pre-fund OPEB obligations when surplus funds are available.

Revenues and Expenditures

ACFD receives no County General Fund revenues and no Prop. 172 revenue. Services to unincorporated communities are funded by fire fund property taxes and assessments collected from those areas which account for about 25 percent of total ACFD revenues. The 75 percent balance of funding for the total $162.4 million proposed FY2021-22 budget comes from service charges paid by contract cities and for dispatch services, and from County General Fund contributions towards unincorporated area costs. Fund balances help pay for capital costs.

Net contributions from Alameda County's General Fund ranged from $1.3 million (budgeted FY2020-21) to $4.2 million (actual FY2019-20) when expenditures exceeded revenues and/or when reserves and capital funding are required (e.g., new training facility). These contributions help to maintain ACFD's fund balances. The FY2021-22 budget projected a shortfall of revenues compared to expenditures of $4.1 million; fire operations expenditures grow about $7.4 million, or more than 5 percent, compared to the prior year, contributing to the need for net general fund contributions. ACFD has expressed concern about "rising employee costs,

[33] Alameda LAFCO, Countywide MSR on Wastewater, Flood Control, and Stormwater Services, November 2021.

resulting from public pension cost increases as well as medical/OPEB costs and liabilities increases."[34] Beginning in 2022, ACFD is pursuing a fire-based ambulance transport model projected to enhance revenues in the future.[35]

As described in the County of Alameda's Annual Comprehensive Financial Report,[36] ACFD is legally separate from the County and is reported as if it were part of the primary government because it is governed by the County Board of Supervisors and the Board has operational responsibility for the Fire Department. The activities of ACFD are reported within non-major governmental funds. The books and records for the Fire Department are maintained by the County.

Fund Balances and Reserves

Ending fund balances for the County's Fire Fund[37] have generally been growing over time. The County's FY20-21 CAFR reported an ending Fire Fund balance of $112.4 million compared to an FY18-19 ending balance of $89.1 million.[38] The FY20-21 fund balance represents more than 70 percent relative to total annual expenditures (including contract services), a "high" ratio of reserves to expenditures[39] which provides for cash flow, contingencies, and capital improvements.

Pensions and OPEB

CalPERS reported that the Safety Plan of the Alameda County Fire Department was 72.8 percent funded as of June 30, 2020.[40] This level of funding is considered a "moderate" level.[41] Future payments towards ACWD's unfunded liabilities grow from about $10.9 million annually in FY2022-23 to $14.3 million in FY2027-28.[42]

ACFD administers a post-retirement medical benefit program through CalPERS; pre-funding its obligations reduces its unfunded actuarial accrued liability reported to be $117.06 million.[43] Periodically ACFD transfers budget savings to the California Employers' Retiree Benefit Trust (CERBT) Fund to prefund retiree medical costs and other post-employment benefits (OPEB)

[34] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[35] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[36] County of Alameda Comprehensive Annual Financial Report (CAFR) For the Fiscal Year Ended June 30, 2021, pg. 30.
[37] The Alameda County Fire Fund is used to account for revenues and expenditures of funds restricted for fire protection services in the unincorporated areas of the County.
[38] ACFR's Combining Statement of Revenues, Expenditures, and Changes in Fund Balances, Non-Major Governmental Funds, pg. 117 (FY19); pg. 119 (FY21).
[39] Financial indicators derived from California State Auditor's Methodology for Ranking California Cities Based on Fiscal Risk.
[40] CalPERS Actuarial Valuation, July 2021, pg. 6.
[41] Based on Cal. State Auditor Risk Factors.
[42] CalPERS Actuarial Valuation, July 2021, pg. 6.
[43] Letter from Fire Chief David A. Rocha to Board of Directors, May 21, 2020, for Agenda June 9, 2020.

and reduce its unfunded liability. ACFD reports that it has "significant OPEB obligations for retiree health (over $100M), and since 2014, employees began contributing portion of their salary to prefund the obligation."[44]

Leases and Long-term Debt

Alameda County Measure X was on the ballot as a referral in Alameda County on November 3, 2020. Measure X authorized the ACFD "to issue $90,000,000 in general obligation bonds to repair and replace outdated stations"[45] in unincorporated Alameda County. It was approved with a 66.78 percent% "yes" vote;[46] the measure required at least 66.67 percent% to pass. Measure X requires an estimated property tax levy of $15.70 per $100,000 in assessed value. Debt issued pursuant to Measure X is secured by the property tax levies and does not encumber ACFD revenues. The Alameda County Fire Fund reports no debt service obligations.[47]

Equipment and Facility Assets

ACFD owns its equipment, and leases some facilities (admin, dispatch, training tower).

ACFD has identified long-term funding needs for fixed asset facilities. These needs include $104 million for fire stations and $30 million for a training center.[48] Specific capital projects are detailed in the County of Alameda's Capital Improvement Plan (CIP) which also identifies funding sources that include departmental and other funds.[49]

Funds for fire station capital improvements identified in the CIP are included under Measure X, fire safety bond funding for future capital development. Measure X authorized ACFD to issue up to $90 million in bonds with bond revenue going to fund fire station repairs and maintain services to unincorporated communities, including medical emergency lifesaving services, 9-1-1 response, wildfire protection and disaster response.

[44] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[45] Alameda County Bond Measure X, July 21, 2020.
[46] https://ballotpedia.org/Alameda_County_Fire_Department,_California,_Measure_X,_Bond_Issue_,November_2020.
[47] Alameda County ACFR, FY21.
[48] Alameda County Budget Work Session FY 2021-22, Presentation by William L. McDonald, Fire Chief, 4/7/21.
[49] County of Alameda's Capital Improvement Plan 2021-2026.

Fire Services

Service Overview

ACFD provides numerous fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. Figure 4-3 details the services provided by ACFD. If a service is not provided by ACFD, but is offered by another agency, it is indicated in the figure.

With the exception of areas served by the Fairview Fire Protection District, ACFD is primarily responsible for the fire and paramedic services throughout all unincorporated areas of Alameda County. Since the formation of the District in 1993, several communities have subsequently contracted with ACFD for the provision of services, starting with the city of San Leandro in 1995, followed by the city of Dublin in 1997, the Lawrence Berkeley National Laboratory in 2002, the Lawrence Livermore National Laboratory in 2007, the Alameda County Regional Emergency Communications Center (ACRECC) in 2008, the cities of Newark and Union City in 2010, and the city of Emeryville in 2012.[50]

ACFD also contracts with the City of Pleasanton and CAL FIRE to be able to provide fire services to certain unincorporated areas in the County. Through its contract, the City of Pleasanton is the agency responsible for serving Remen Tract, Castlewood, and Happy Valley.

Figure 4-3: ACFD Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department

[50] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page?, page accessed 3/9/22.

Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Provider	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department
Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department

Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department
Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department
Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

COLLABORATION

ACFD has automatic and mutual aid agreements with various agencies. In addition to the agreements between ACFD and the cities of Dublin, Emeryville, Newark, San Leandro and Union City for fire and emergency response services, ACFD contracts with other agencies as well. The City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department have an automatic aid agreement with the District. ACFD's agreement with Oakland and Berkeley includes a mutual aid response that covers the Berkeley-Oakland Hills area. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680. There is also a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

ACFD also collaborates with the County to receive a variety of administrative services, and to work in conjunction with the Alameda County Sheriff's Department, and Alameda County Emergency Medical Services. An agreement also exists between ACFD and California's Office of Emergency Services for dispatch needs.[51]

[51] Alameda County Fire Department, SoGo Survey Responses, July 2021

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. ACFD firefighters who are specially trained and can be dispatched nationwide to assist with disaster response.

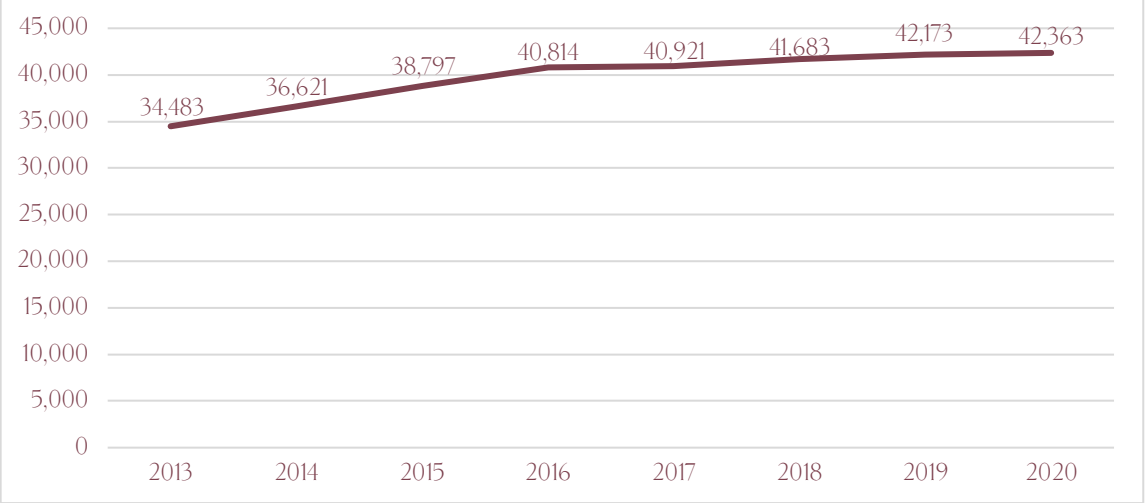
Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). In ACFD's case, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

For FY 20, ACFD stated there were a total of 42,363 service calls. This is a steady increase year over year since FY 13, as shown below in Figure 4-4. Of the total number of calls in 2020, 28,782 were for emergency medical services, 2,695 represented false alarms, 2,052 for fire and hazardous materials service calls, 5,316 for miscellaneous emergencies, and 3,518 service calls were made for miscellaneous non-emergencies.[52]

Figure 4-4: ACFD Calls for Service, 2013-2020



Of the calls for service received in 2020, 16,693 or 39 percent of service calls were within ACFD's boundary area, which is an increase of 24 percent or 12,792 calls since 2013. In contrast, approximately 61 percent of calls, or 25,670, were within the District's contract service

[52] Alameda County Fire Department, Sogo Online Survey Response, July 2021

areas, which is a roughly 26 percent increase since 2013. Of all service calls from within the ACFD contract service area, eight percent came from Dublin, 24 percent from San Leandro, about one percent from LBL, one percent from LLNL, eight percent from Newark, 13 percent from Union City, and six percent from Emeryville.

Figure 4-5 shows the number of calls for each type of service by contract agency.[53]

53 Alameda County Fire Department, https://fire.acgov.org/AboutUs/stats.page?, page accessed 3/9/22.

Figure 4-5: ACFD Service Calls by Type, 2020

SERVICE CALLS BY TYPE FOR CONTRACT AGENCIES									
	Structure Fires	Other Fires	EMS/Rescue	Hazardous Conditions	Service Calls	Good Intent	False Call	Cancelled Enroute	Total Calls Per Agency
Dublin	34	55	2458	73	344	146	333	255	3,698
Emeryville	24	36	1370	26	148	110	332	290	2,336
Lawrence Berkeley Laboratory	0	2	18	2	5	6	43	12	88
Lawrence Livermore Laboratory	16	42	169	27	32	26	132	130	574
Newark	43	72	2,330	72	255	132	324	195	3,423
San Leandro	131	176	7,004	177	869	593	519	759	10,228
Union City	57	141	3,736	42	366	253	376	352	5,323
Total Calls by Service	305	524	17,085	419	2,019	2,919	2,059	1,993	25,670

Staffing

According to the ACFD's FY 21 budget, there are 559 authorized positions indicated for the department. This is an increase of 12 authorized positions, since the 2019 fiscal year. Of these 559 positions, 511.42 are considered full-time equivalents (FTE) for both management and non-management positions. The department also reported it utilizes 100 reserve firefighters.[54]

Objectives set by ACFD include personnel that are trained and ready for emergency response 100 percent of the time and respond to all calls for service within the service area. The Department states that newly hired paid firefighters are required to have Firefighter Recruit Academy training although the monthly training hours for firefighters varies.[55] ACFD provides education that meets State mandated requirements for Emergency Medical Technicians and Paramedics and enforce State and local fire codes and standards through the review and approval of building and facility plans. Community service objectives include coordination of public education, events and disaster operation activities within the communities served.

Facilities and Capacity

ACFD operates out of 29 fire stations and additional administrative and fire prevention facilities, details of which are shown in Figure 4-6. The primary fire administration facility is located in Dublin, as is the County's fire department vehicle maintenance facility. Each contract agency also has its own fire prevention bureau office within its respective city. There is a training facility in San Leandro which includes a four-story cement tower, a single-story wooden resident-style structure, auto extrication training space, and a classroom.

ACFD owns its fire and EMS equipment, however, it does lease administrative and dispatch facilities, as well as the training tower.[56]

In 2017, construction on Station 23 was completed. Then, in November of 2020, Measure X, also known as the Fire Safety Bond, was approved. It will allow ACFD to issue bonds to make needed repairs and upgrades at its fire stations. While able to provide adequate service, several aging facilities have prompted the need for ACFD to consolidate operations and close one station.[57] Station 8, in the City of Livermore, has been decommissioned and its firefighters now operate out of ACFD Station 20.[58]

[54] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page, April 19, 2022.
[55] Alameda County Fire Department, SoGo Survey Responses, July 2021.
[56] Alameda County Fire Department, SoGo Survey Responses, July 2021.
[57] Alameda County Fire Department, https://fire.acgov.org/measurex.page?, page accessed 3/9/22.
[58] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22.

ACFD has a daily response force capacity that includes 112 personnel, 27 engines, five aerial ladder trucks, two quints (pumper/ladder), one heavy technical rescue unit, and one ambulance. The effective response force for building fires equals three engines, one ladder truck, and one rescue along with two Battalion Chiefs and one Rapid Intervention Crew.[59] The Department's equipment and apparatus are supplemented by CAL FIRE, contract agencies, and ground paramedic transportation through Paramedics Plus.

The 2017 Standards of Cover Risk Assessment indicated that based on the measure of unit-hour-utilization, and only two engine companies nearing 20 percent workloads, adding units during peak daytime hours is not essential at this time. The report also stated that 90 percent of incidents across the Department were responded to within 7:53 minutes, with a goal of 7:30 minutes for arrival of a first responder on the scene once a 9-1-1 call is received.[60]

Figure 4-6: ACFD Facilities

ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 6	19780 Cull Canyon Road, Castro Valley, CA 94552	Alameda County	1978	Not provided
Station 7	6901 Villareal Avenue, Castro Valley, CA 94552	Alameda County	1987	Not provided
Station 8	1617 College Ave., Livermore, CA 94550	Alameda County	1949	Out of Service
Station 9	450 Estudillo Ave., San Leandro, CA 94577	San Leandro	1970	Not provided
Station 10	2194 Williams St., San Leandro, CA 94577	San Leandro	2000	Not provided
Station 11	14903 Catalina St., San Leandro, CA 94577	San Leandro	2002	Not provided
Station 12	1065 143rd Ave., San Leandro, CA 94577	San Leandro	1963	Not provided
Station 13	637 Fargo Ave., San Leandro, CA 94577	San Leandro	1965	Not provided
Station 14	11345 Pleasanton-Sunol Road, Sunol, CA 94586	State of California	1989	Not provided

[59] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 80, 9/1/17.
[60] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 58, 9/1/17.

Station 15	5325 Broder Road, Dublin, CA 94568	Alameda County	1980	Reserve
Station 16	7494 Donohue Dr., Dublin, CA 94568	City of Dublin	2002	Not provided
Station 17	6200 Madigan, Dublin, CA 94568	City of Dublin	2003	Not provided
Station 18	4800 Fallon Road, Dublin, CA 94568	City of Dublin	2003	Not provided
Station 19	1 Cyclotron Road, Building 48, Berkeley, CA 94720	Lawrence Berkeley National Lab, DOE	1991	Not provided
Station 20	7000 East Avenue, L-388, Livermore, CA 94550	Lawrence Livermore National Laboratory, DOE	1993	Not provided
Station 21	Site 300, L-890, 15999 W. Corral Hollow Road, Tracy, CA 95377	Lawrence Livermore National Laboratory, DOE	2000	Not provided
Station 22	427 Paseo Grande, San Lorenzo, CA 94580	San Lorenzo Village Homes Association	1944	Not provided
Station 23	19745 Meekland Ave., Hayward, CA 94541	Alameda County	1951	Not provided
Station 24	1430 164th Ave., San Leandro, CA 94578	Alameda County	1960	Not provided
Station 25	20336 San Miguel Ave., Castro Valley, CA 94546	Alameda County	1958	Not provided
Station 26	18770 Lake Chabot Road, Castro Valley, CA 94546	Alameda County	1981	Not provided
Station 27	39039 Cherry St., Newark, CA 94560	City of Newark	1981	Not provided
Station 28	7550 Thornton Ave., Newark, CA 94560	City of Newark	2005	Not provided
Station 29	35775 Ruschin Dr., Newark, CA 94560	City of Newark	1962	Not provided
Station 31	33555 Central Ave., Union City, CA 94587	City of Union City	1975	Not provided
Station 32	31600 Alvarado Blvd., Union City, CA 94587	City of Union City	1984	Not provided

Station 33	33942 7th St., Union City, CA 94587	City of Union City	2009	Not provided
Station 34	2333 Powell St., Emeryville, CA 94608	City of Emeryville	2015	Not provided
Station 35	6303 Hollis St., Emeryville, CA 94608	City of Emeryville	Not provided~~N/P~~	Not provided
Alameda County Fire Department Vehicle Maintenance Facility	5777 Scarlett Court, Dublin, CA 94568	Not provided	Not provided	Not provided
Fire Administration/ Alameda County Unincorporated Areas Fire Prevention	6363 Clark Ave., Dublin, CA 94568	Not provided	Not provided	Not provided
San Leandro Fire Prevention	835 E. 14th St., San Leandro, CA 94577	City of San Leandro	Not provided	Not provided
Dublin Fire Prevention	100 Civic Plaza, Dublin, CA 94568	City of Dublin	Not provided	Not provided
Training Facility	890 Lola St., San Leandro, CA 94577	City of San Leandro	Not provided	Not provided
Alameda County Regional Emergency Communication Center	Lawrence Livermore National Laboratory	Lawrence Livermore National Laboratory, DOE	Not provided	Not provided
Newark Fire Prevention	37101 Newark Blvd., Newark, CA 94560	City of Newark	Not provided	Not provided
Union City Fire Prevention	34009 Alvarado-Niles Road, Union City, CA 94587	City of Union City	Not provided	Not provided
Emeryville Fire Prevention	1333 Park Ave., Emeryville, CA 94608	City of Emeryville	Not provided	Not provided

Dispatch and Communications

ACFD regionalized the 9-1-1 call-dispatching function for ACFD fire and medical calls. This was the result of ACFD and the Alameda County EMS Agency establishing the Alameda County Emergency Dispatch Consortium in 2002 for the sake of improving dispatch efficiency and cost savings. The regional dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore and Pleasanton, and the County EMS transport provider Falck Northern California ambulance service.The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire or medical emergency, the calls are first routed by the telephone provider to the public safety answering point (PSAP) dispatcher. The first-response dispatcher immediately determines whether a 9-1-1 call is related to a policing, fire or medical emergency, and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches the first-response unit (ACFD or the municipal fire department) and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

As previously mentioned, ACFD contracts with a number of agencies for fire and emergency response services. To do this, it shares personnel, dispatching services, and facilities resources as necessary. Consolidating facilities and shifting personnel is not uncommon, with Station 8 firefighters having been relocated to Station 20, which is the Lawrence Livermore National Laboratory site, as an example. Station 15 currently houses ACFD Reserve Firefighters, apparatus and equipment even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.[61]

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would particularly improve efficiencies in service delivery, especially EMS delivery.[62]

Infrastructure Needs

ACFD's capital improvement projects are part of the County's Annual Capital Improvement Plan (CIP). The current plan has a planning horizon of 2026.

[61] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22
[62] Alameda County Fire Department, SoCo Survey Responses, July 2021

At the present time, the General Services Agency is managing the $30 million development of the ACFD Regional Training Facility. This is listed as a Category I priority, meaning the project is approved and underway. The most significant upcoming capital projects are centered around the approval of Measure X and the $90 million in bond funds identified for station upgrades. The capital improvements involved are identified as Category VI, which are future projects, and includes the replacement of Stations 6, 7, 8, 22, and 26, as well as the remodel of Station 24 and the retrofit of fire station 25.[63] Without Measure X, ACFD would not have the financial resources to address its infrastructure needs.

Challenges

ACFD has indicated two primary challenges to maintaining service adequacy. The first is fiscal limitations and the second is staffing. Financial setbacks have been both ongoing and in the short-term. Specifically, the Department has highlighted rising employee costs, largely from public pension cost increases. Likewise, there have been rising medical and OPEB costs as well as liability increases. To counter this challenge, ACFD began transferring a portion of its annual budgeted savings and requiring employees to contribute a percentage of their base salary, to prefund OPEB liabilities. In 2021, the Department indicated these preventive measures helped reach a 20 percent OPEB funding level.[64]

Based on the size of the service area and the locations of the current fire stations, an analysis shows that ACFD has challenges with multiple unit coverage due to longer travel times to an incident, even with no traffic.[65] Single ladder truck coverage, though currently sufficient, needs to be reevaluated as well due to the anticipated growth within the area.[66] It has also been noted that the relocation of certain fire stations, such as Stations 22 and 26, would improve coverage and response times.

Service Adequacy

This section reviews indicators of service adequacy, including response times, complaints, and staffing levels. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection

[63] Alameda County, Capital Improvement Plan 2021-2026, p. 9
[64] Alameda County Fire Department, SoGo Survey Responses, July 2021
[65] Alameda County Fire Department, Standards of Cover, September 1, 2017, p. 32
[66] Alameda County Fire Department, Standards of Cover, September 1, 2017, p. 33

Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

ACFD has not provided information as to whether any complaints regarding fire service were received in FY 21.

The Department's BOD has not adopted outcome-based response time goals. Instead, each contract city abides by unique performance measures in its ACFD contract. ACFD, however, did adopt response time measures and reports them to the County, the fire commission, and the contract cities. There are four specific response times based on status of a call and the guidelines were based on NFPA 1710 standards for fire departments.

ACFD meets its performance goal of having the first unit on scene within 7:30 minutes of the fire dispatch call pick up 90 percent of the time. Other goals consist of 1:30 minutes for dispatch (when call begins until dispatch communicates incident information), 2:00 minutes for turnout (responder notification until travel with apparatus begins to the scene), 4:00 minutes first travel (between when a unit's wheels begin turning and arrival on the scene), and 8:00 minutes of travel for a first alarm multiple unit call in an urban area.

Response times tend to be quicker in areas that are more urban due to fire stations in urban areas often being closer together with more access roads. The average response time in the far eastern portion of the County is significantly higher than the average throughout ACFD's territory; fire response in this area may take as long as 40 minutes. Still, ACFD has effectively placed fire stations with very few gaps at the edges of certain communities, which are too small to recommend adding stations in a cost-effective manner.[67]

See Figure 4-7 for agreed upon response times between ACFD and contract cities.

Figure 4-7: Response Time Policies by Contract City

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Dublin	Arrive within 5 minutes from the time the Company is first dispatched for 90 percent~~%~~ of incidents.	Arrival of first company on the scene within 5 minutes for 90 percent~~%~~ of all incidents. Remaining units should arrive on the scene of an incident within 10 minutes from when the first due company begins responding for 90 percent~~%~~ of all incidents.
City of Emeryville	Arrive within 7 minutes from the time the Company is first dispatched for 90 percent~~%~~ of all incidents.	Arrival of first due company within 7 minutes from when they are first dispatched for 90 percent~~%~~ of incidents. Remaining units should arrive on the scene of an incident within 11 minutes

67 Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 31, 9/1/17.

		from when the first due company begins responding for 90 percent% of all incidents.
City of Newark	Arrive within 6 minutes from the time the Company is first dispatched for 90 percent% of all incidents.	Arrival of first due company within 6 minutes from when they are first dispatched for 90 percent% of incidents. Remaining units should arrive on the scene of an incident within 20 minutes from when the first due company begins responding for 90 percent% of all incidents.
City of San Leandro	Arrive within 5 minutes from the time the Company is first dispatched for 90 percent% of all incidents.	Arrival of first due company within 5 minutes from when they are first dispatched for 90 percent% of incidents. Remaining units should arrive on the scene of an incident within 10 minutes from when the first due company begins responding for 90percent% of all incidents.
City of Union City	Arrive within 8:30 minutes from the time the Company is first dispatched for 90 percent% of all incidents.	Arrival of first due company within 8:30 minutes from when they are first dispatched for 90 percent% of incidents. Remaining units should arrive on the scene of an incident within 20:15 minutes from when the first due company begins responding for 90 percent% of all incidents.

The most recent risk assessment for ACFD outlines response results and service demand for FY 17. As of 2016, there were 42,680 incidents ACFD responded to, reflecting a daily incident demand of 116.61 incidents. Of these, 2.55 percent were fire incidents, 70.66 percent were for EMS incidents and 26.79 percent were listed as "other." The highest frequency of incidents tended to occur at midday between 11am and 6pm, indicating that these peak hours would be ideal if additional units needed to be added.[68]

Fire services in the communities are classified by the Insurance Service Office (ISO), as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. ACFD's most recent ISO rating was done in 2015, and it was given an ISO PPC rating of 01/1Y, which is the top classification available. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, Y, refers to the properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[69]

[68] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 40, 9/1/17
[69] Alameda County, Public Protection Classification Summary Report, p. 7, July 2015.

Alameda County Fire Department MSR Determinations

Growth and Population Projections

4-1: Continued growth is expected within the ACFD service area which is likely to effect service adequacy.

4-2: Growth is primarily anticipated in the eastern region of the Department, particularly throughout the cities of Dublin and Livermore.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

4-3: There are currently no DUCs identified within the ACFD service area and, therefore, no SOI amendments are recommended at this time.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

4-4: Based on response times and ISO ratings, ACFD is able to provide adequate services with sufficient capacity within its coverage area. Still, with population projections and anticipated development, it will be necessary to continually reevaluate future facility and infrastructure needs.

4-5: With aging fire facilities and the passage of Measure X, it is expected plans for retrofitting, upgrading or replacing fire stations will take place as outlined in ACFD planning documents.

Financial Ability of Agencies to Provide Services

4-6: ACFD has the financial ability to continue to provide services. While expenditures have grown at a rate that equals or exceeds revenues in recent years, expenditures for contract services can be charged rates sufficient to cover costs and property tax growth helps to cover other increases. Significant fund balances provide a cushion to cover periodic shortfalls and to help fund capital improvements.

4-7: Measure X, approved by voters in 2020, levies a tax rate on assessed value to provide funding to pay for needed fire stations and other capital improvements necessary to maintain and improve services to unincorporated areas.

4-8: ACFD is taking measures to pre-fund its OPEB costs and reduce its unfunded OPEB liabilities. Pension funding exceeds 70 percent, which represents a "moderate" level of risk and exceeds CalPERS average overall funding for all agencies.

Status of, and Opportunities for, Shared Facilities

4-9: The Department has taken advantage of several collaborative opportunities, including contracting with five neighboring cities to provide fire and EMS services to its service area.

4-10: ACFD has outlined and should fulfill its effort to establish a fire-based ambulance transport model. This would improve efficiency of service and create an alternative revenue stream for the Department.

4-11: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

4-12: The Department abides by all legislative obligations for accountability and governance practices.

4-13: The Department demonstrated transparency when sharing information for the creation of this report.

4-14: Governance structure options regarding ACFD's services include participation in transitioning Alameda County to a "contract county" to the State, potential annexation of Fairview FPD, provision of contract services to additional interested cities, and participation in regional planning and coordination efforts for wildfire protection.

5. EAST BAY REGIONAL PARK DISTRICT

Agency Overview

The East Bay Regional Park District (EBRPD) provides regional park and recreation services, water and wastewater, and public safety services, including fire and police protection services, in Alameda and Contra Costa counties. Alameda is the principal LAFCO and has jurisdiction over EBRPD.[70]

EBRPD has been covered in four Municipal Service Reviews (MSR) in Alameda, one on community services and one on utility services, both which were completed in 2006, and a stand-alone MSR completed in 2013. Most recently, EBPRD was listed in a 2021 Countywide MSR update for water, wastewater, flood control, and stormwater services. In Contra Costa County, the MSRs have been grouped by type of service provided, consequently EBRPD is covered in seven MSRs. The first round of recreation and park services was adopted in 2010, and the second round was finalized in 2021. The first round of water and wastewater services was adopted in 2008, and the second round was adopted in 2014. Fire and EMS services were covered in 2009 and 2016. Law enforcement services provided by EBRPD were covered in the 2011 MSR.

This MSR focuses only on the fire and EMS services provided by EBRPD.

Background

EBRPD was established on November 6, 1934, as an independent special district. EBRPD was formed to acquire and maintain regional parkland first in Alameda County and then, subsequently, in Contra Costa County. It is the largest regional park agency in the United States. The principal act that governs EBRPD is the Regional Park, Park and Open-Space, and Open-Space Law (California Public Resources Code §5500-5595).

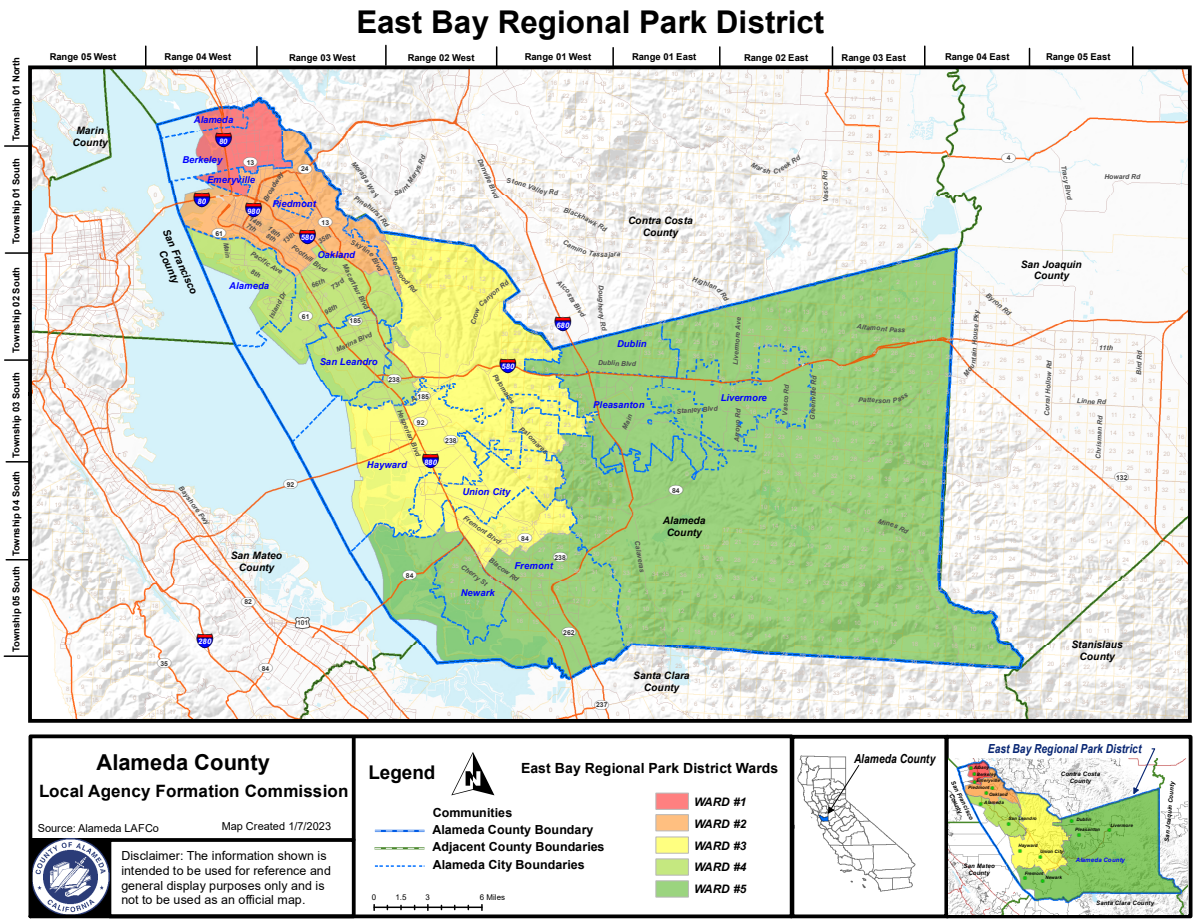
Boundaries

The boundary of EBRPD is coterminous with both Contra Costa and Alameda counties. The service area for EBRPD includes district regional parklands, East Bay Municipal Utility District (EBMUD) owned lands, the San Francisco Water Department Watershed, the McLaughlin

[70] For a multi-county district, the LAFCO in the "principal county" has exclusive jurisdiction (Government Code §56387) unless it cedes its jurisdiction on a particular proposal to a LAFCO in another county and that LAFCO accepts (Government Code §56388). Principal county is defined as the county with the greatest portion of the entire assessed value in the district (Government Code §56066).

Eastshore State Park (jointly owned by EBRPD and the State of California, but operated by EBRPD), and the Middle Harbor and Port View Parks operated by the Port of Oakland. The EBRPD boundary encompasses a total of 1,457.6 square miles of land in both Contra Costa and Alameda counties. In Contra Costa County, the boundary land area of EBRPD is 720 square miles, and in Alameda County, the boundary land area of EBRPD is 737.6 square miles. Figure 5-1 depicts the District's boundaries within Alameda County.

Figure 5-1: East Bay Regional Park District Boundaries and SOI in Alameda County



Extra-territorial Services

District public safety services are generally provided within EBRPD's facilities and spaces within its boundaries; however, through mutual aid agreements, the District can provide assistance outside of these areas. EBRPD maintains mutual aid agreements with agencies outside of its bounds.

Unserved Areas

There are no unserved areas identified in EBRPD.

Sphere of Influence

East Bay Regional Park District's SOI, which is coterminous with its jurisdictional boundary that covers all of Alameda and Contra Costa Counties, was reaffirmed by Alameda LAFCO on August 16, 2013.[71]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents, and on a website.

EBRPD has a seven-member governing body. Board members are elected by geographic district to four-year terms with elections staggered every two years in November; three terms expire in one even-numbered year and four terms expire the following even-numbered year. Each Director represents a specific geographic area of the District known as a ward. EBRPD also has a Park Advisory Committee made up of 21 citizen-members, appointed by the EBRPD Board of Directors. Advisory Committee members are appointed for two-year terms and may serve a total of four consecutive terms, or eight years. Current board member names, positions, and term expiration dates are shown in Figure 5-2.

The Board meets on the first and third Tuesday of each month and has a closed session at 11:00 a.m. and an open session at 1:00 p.m. In-person meetings are held at the Park District Headquarters or at other designated and noticed meeting locations. Residents can also attend board meetings remotely via Zoom. Meeting details, agendas, and packets for each meeting are available online. Furthermore, archived visual webcasts of regular Board meetings are also available for viewing on EBRPD's YouTube.[72]

[71] Alameda Local Agency Formation Commission Resolution No. 2013-09, August 16, 2013.
[72] East Bay Regional Park District, Public Meetings, https://www.ebparks.org/calendar/public-meetings.

Figure 5-2: EBRPD Governing Body

GOVERNING BODY					
Manner of Selection			Elections by district/ward.		
Length of Term			4-year term		
Meetings			1st and 3rd Tuesday at 11:00 am closed session and 1:00 pm –open session Park District Headquarters 2950 Peralta Oaks Court Oakland, CA 94650		
Agenda Distribution			Posted online.		
Minutes Distribution			Posted online.		
BOARD MEMBERS					
Member Name	Ward	Position	Term Expiration	Manner of Selection	Length of Term
Elizabeth Echols	1	Board Member, Vice President	2024	Elected	4 Years
Dee Rosario	2	Board Member, Secretary	2024	Elected	4 Years
Dennis Waespi	3	Board Member, President	2026	Elected	4 Years
Ellen Corbett	4	Board Member, Treasurer	2024	Elected	4 Years
Olivia Sanwong	5	Board Member	2026	Elected	4 Years
John Mercurio	6	Board Member	2026	Elected	4 Years
Colin Coffey	7	Board Member	2026	Elected	4 Years
CONTACT					
Contact			Aileen Thiele, Fire Chief		
Mailing Address			17930 Lake Chabot Road Castro Valley, CA		
Phone			510-690-6601		
Email/Website			atheile@ebparks.org		

In addition to the required agendas and minutes, EBRPD updates constituents with a bimonthly newsletter and through community outreach programs. EBRPD also posts public documents on its website.

All members of the EBRPD's Board have current filings for Form 700 as required, indicating transparency of their economic interests.

A conflict-of-interest code is included as a component of EBRPD's Board Operating Guidelines as lawfully required.

Complaints against EBRPD or any of its departments may be submitted through phone calls, email, letters, and in person. There is also a contact us form on EBRPD's website that residents may utilize to submit their complaints. EBRPD handles in-person and phone complaints directly when possible. Written complaints to EBRPD and any response to the complaint are reviewed by the Board. [73]

There is also legislation in effect to help ensure special districts adhere to accountability standards. One, California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. Similarly, the Special District Transparency Act of 2018 (SB 929, Government Codes §6270.6 and §53087.8) indicates that special districts have websites in use by January 1, 2020, per the Brown Act, and requires how the publicly available information be displayed. EBRPD complies with each of these regulations.

EBRPD demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The District accounts for its fire and emergency services in the annual budget and annual comprehensive financial report.

According to the FY 20 adopted operating budget the EBRPD fire department had approximately 71 authorized and budgeted full-time equivalent (FTE) positions with 29 FTE permanent personnel in fire services and about 42 seasonal and permanent FTE personnel in the lifeguard services unit.[74] Staffing levels have increased over the last three years with 74 FTE in FY 21, 79 FTE in FY 22, and 80 in FY 23.[75]

[73] East Bay Regional Park District Municipal Services Review Final, July 11, 2013, p.6.
[74] East Bay Regional Park District 2021 Adopted Operating Budget, p.A-85- C-111
[75] East Bay Regional Park District, 2023 Adopted Operating Budget, p.C-111

The EBRPD Fire Department is managed by the Assistant General Manager for the Public Safety Division. The Fire Chief oversees the Fire Department with the help of the Assistant Fire Chief and Assistant Chief of Lifeguard Service. The administrative team also includes a Secretary and an Administrative Analyst.

The EBRPD Fire Department consists of the Operations, Fuel Management, and Lifeguard divisions. The Operations Division includes five fire captains, two fire lieutenants, eight permanent firefighters, and on-call firefighters. The Fuel Management Division works to control flammability and reduce resistance to control of wildland fuels through mechanical, chemical, biological, or manual means; or by fire to support land management objectives. The Lifeguard Division provides services for recreational swimming, aquatic special events, and aquatic programs at 11 swimming areas.

All district employees are evaluated annually. New hires and personnel on one-year promotion probation are evaluated quarterly.

EBPRD provides annual performance goals for each department in the Budget in the form of performance indicators and goals with relevant targets specific to the Public Safety Division. Management reviews performance evaluations and written objectives with each division. Management practices conducted by EBRPD also include annual financial audits. EBRPD uses performance-based budgeting, where the amount budgeted for agency function is based on meeting performance goals; however, the District does not conduct benchmarking.

EBRPD has not compiled a strategic planning document, but it does have a mission statement and vision statement. EBRPD has a master plan, which is a policy document that guides the District in the future development of parks, trails, and services, that was originally adopted in 1997 with a master plan map adopted in 2007. In July 2013, the Board approved a Master Plan Update. The Plan includes a Wildfire Hazard Reduction and Resource Management Plan, specifically directed at the urban interface, the boundary between open space parklands and adjacent residential neighborhoods, between Castro Valley and Richmond.

In 2018, EBRPD also adopted a climate policy that guides the District in incorporating five climate principles into the District's policies, projects, and management.[76] These principles include considering climate changes in all policies, considering climate impacts in all activities, and striving for environmentally sustainable operations and design, climate readiness actions endeavor to improve preparedness, climate-smart leadership, and advancing science.

76 East Bay Regional Park District Climate Smart Initiative and Policy, https://www.ebparks.org/natural-resources/climate-adaptation/policy#Strategic%20Energy%20Plan. p.42

Financial planning documents include an annually adopted budget and an annual audited financial statement. EBRPD conducts capital improvement planning in the annual budget but maintains an outlook of up to five years. Capital improvement plans are updated annually. Growth projections are considered when setting budget priorities and when planning for programs, capital projects, and facility expansion or maintenance.

All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year unless the Board of Supervisors has approved a biennial or five-year schedule. In the case of EBRPD, the District must submit audits annually. EBRPD has submitted its audit to the County for FY 22 within the required 12-month period.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

EBRPD's boundary area is approximately 1,457.6 square miles. EBRPD is not a land use authority and does not hold primary responsibility for implementing growth strategies. EBRPD bounds encompass a wide variety of land uses (all designated land uses within Alameda and Contra Costa counties); however, in the District's 65 regional parks, the primary land use is open space, recreation, and natural resource management.

Current Population

EBRPD's population in 2020 based on census data was 2,848,280.[77] As of 2023, the California Department of Finance estimated that the area within EBRPD had a population of 2,782,086.

Projected Growth and Development

Based on the Department of Finance (DOF) growth projections the population of the area within EBRPD is anticipated to reach 2,842,400 by 2030 and 3,069,906 by 2040.[78] This indicates a population increase of 227,892 from 2020 to 2040 or roughly 0.80 percent increase and a 0.003 percent Annual Average Growth Rate (AAGR).

[77] Based on the 2020 census of Alameda County total 1,682,353 and Contra Costa County 1,165,927.
[78] Alameda County and Contra Costa County Population Projections for 2030 and 2040, State of California Department of Finance, County Population Projections 2020-2060.

Growth Strategies

EBRPD developed a comprehensive strategy to mitigate sea level rise impacting the 55 miles of shorelines that the District owns and manages in the East San Francisco Bay. The effects of levee failure and the over-topping of the San Francisco Bay Trail threaten critical infrastructure, homes, and people. EBRPD's adaptive plans include renewable energy projects, partnering with regional agencies and research institutes, and developing best practices for grazing and fire wildfire hazard management for regional parklands.[79]

Disadvantaged Unincorporated Communities

Based on Census Designated Places, Alameda LAFCO determines that there are no disadvantaged unincorporated communities within Alameda County that meet the basic state-mandated criteria.[80]

Financial Ability to Provide Services

Financial Ability to Provide Services

The East Bay Regional Park District has the financial ability to continue to provide fire protection services. Strong property tax growth has helped the District maintain service levels. Reserves remain strong although they have declined somewhat over recent years.

Revenues and Expenditures

From 2018 through 2022 the Fire Department's operations expenditures grew at an 8.6 percent annual average rate, which is higher than the rate of inflation over that period.[81] The expenditure increases were offset by strong growth in District revenues, which primarily consist of property taxes and assessments, during COVID-19. The District also benefits from fire-related grants (e.g., Cal. Coastal Commission)[82] to help fund programs. Measure FF, approved by voters in 2018, levied a special tax lien through 2040 to raise money for wildfire prevention and other park-related purposes.[83] Greater detail regarding EBRPD's financial position is shown in Appendix A of this report.

[79] East Bay Regional Park District Climate Smart Initiative and Policy, Climate Change Strategy. https://www.ebparks.org/natural-resources/climate-adaptation/policy#Strategic%20Energy%20Plan.
[80] Alameda Local Agency Formation Commission Resolution No. 2013-09.
[81] Based on actual and budgeted revenues and expenditures reported in the EBRPD Adopted Operating, Projects & Programs Budgets.
[82] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[83] https://www.ebparks.org/legislative/measures/ff/special-tax-lien

Reserves

The District has maintained General Fund Reserves (unassigned fund balance) at a "high" level equal to 47 percent of General Fund expenditures in 2018 declining to a more "moderate" level of about 41 percent of expenditures in 2022. The District's Chief Financial Officer considers a number of factors and recommend the prudent reserve amount to the Board of Directors; the initial reserve amount of 32 percent (of revenue) was established when the fund balance policy was established in 2013.[84]

Fire Services

Service Overview

EBRPD's Fire Department utilizes career firefighters and other District employees trained in-house as on-call firefighters to provide fire prevention, wildland fuels management, and fire suppression throughout the District. The Fire Department's specialized fuels crew works year-round to remove hazardous wildland fuels to meet Wildfire Hazard Reduction requirements and Resource Management Plans. Other major responsibilities of the Department include providing emergency medical response; search and rescue; resource management and habitat improvement through a coordinated program of prescribed burning, grazing, and vegetation management; mutual aid and coordination with other fire service agencies, including CAL FIRE and Cal OES; review and evaluation of fuels and environmental impact issues; and incident command for major emergencies. Figure 5-3 details the services provided by the EBRPD. If another agency offers a service, it is indicated in the figure.

Figure 5-3: EBRPD Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	East Bay Regional Park District
Wildland Fire Protection	East Bay Regional Park District
Vehicle Fire Protection	East Bay Regional Park District
Ladder Truck Capabilities	ALCO, OFD, CCCFD
Fire Suppression Hand Crew	East Bay Regional Park District
Fire Suppression Dozer	CALFD, ALCOFD, CCCFD
Helicopter Services – Fire Suppression	East Bay Regional Park District

[84] EBRPD Policy 6.0 General Fund Reserve (Unassigned) Fund Balance (2013-10-15).

Boat With Fire Suppression Capabilities	ALCO, OFD, CCCFD
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	East Bay Regional Park District
Advanced Life Support – Non-Transport Provider	ALCO, OFD, CCCFD
Continuing Education Provider – Medical	Las Positas College
Air Ambulance Transport Helicopter Services	REACH
Helicopter Landing Facilities On Site	East Bay Regional Park District
Vehicle Extrication Tools/Equipment	East Bay Regional Park District
FIRE PREVENTION	
Fire Safety Education – Children	N/A
Fire Safety Education – Adults/Seniors	N/A
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	East Bay Regional Park District
Fire Protection Planning	East Bay Regional Park District
New Commercial Construction Plan Reviews	East Bay Regional Park District
Public Education Provider (CPR, First Aid, etc.)	East Bay Regional Park District
Home Fire/Safety Inspections	East Bay Regional Park District
Fire Origin and Cause Investigations	East Bay Regional Park District
Fuel Reduction/Weed Abatement Program	East Bay Regional Park District
Smoke Detector Giveaway/Installation Program	N/A
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	N/A
Water Rescue Program	East Bay Regional Park District
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	East Bay Regional Park District
Helicopter Short/Long Haul Rescue Capabilities	N/A
Response to Boating Accidents	N/A
Rescue Dog Services	N/A
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	East Bay Regional Park District

Hazardous Materials Response Team	ALCO, OFD, CCCFD
SUPPORT SERVICES	
Firefighter Incident Support Unit	N/A
Mobile Incident Command/Communications Unit	East Bay Regional Park District
Fill Station for Self-Contained Breathing Apparatus	East Bay Regional Park District
Mobile Breathing Support Unit	N/A
Community Emergency Response Team	N/A
Chaplain Services	East Bay Regional Park District
Training Academy	East Bay Regional Park District
Emergency Operations Center Capabilities	East Bay Regional Park District
MISCELLANEOUS	
Public Service Assists	East Bay Regional Park District
Motor Vehicle Accident Response	N/A
Welfare Checks	East Bay Regional Park District
Public Safety Answering Point	East Bay Regional Park District
Fire/EMS Dispatch	East Bay Regional Park District
Fundraising Activities	East Bay Regional Park District
Firefighters Association – Non-Profit	East Bay Regional Park District
Auxiliary Association	N/A

Collaboration

As seen in Figure 5-3, EBRPD's Fire Department works closely with other agencies locally, regionally, countywide, and statewide to provide sufficient fire and emergency response services to the community. EBRPD also takes part in aid agreements with CAL FIRE and CAL OES. EBRPD is a member of the East Bay Regional Communications System Authority (EBRCSA), a joint powers authority with 43 member agencies.

Overlapping Service Providers

EBRPD serves as the first-in responder to designated non-park State Responsibility Area (SRA) land by contract with CAL FIRE. These calls are typically in remote areas where only four-wheeled fire apparatus and EBRPD's helicopter have access. EBRPD responds to incidents concurrently with other agencies. Fire response on approximately 29,500 acres of EBRPD parkland in Alameda County is shared with CAL FIRE and 13,000 acres of parkland

within cities is shared with municipal fire departments. EBRPD's response area includes both parklands and areas adjacent to parklands. In remote areas, primary fire suppression responsibility lies with Alameda County Fire Department or CAL FIRE. The EBRPD Fire Department provides secondary wildland fire response in support of CAL FIRE.[85]

Existing Demand

EBRPD's Fire Department did not report the number of service calls it received. However, according to the District's FY 20 adopted operating budget, EBRPD's fire and police dispatchers handled more than 8,284 calls for service.[86] The current adopted operating budget for FY 23 indicates that fire and police dispatchers processed 16,836 calls for service (incidents), of which fire and police responded to 12,183 of those calls (incidents) and 3,358 were considered 9-1-1 or emergency calls.[87]

In addition to calls for service, fuels management and wildfire prevention efforts pose a significant demand on the District. The 2021 fire season brought new challenges, including 1,500 acres of dead or dying trees in EBRPD's parks caused by extreme drought and changing climate. Dead standing trees burn hotter and faster and can cast embers far ahead of the original fire, igniting potentially dangerous new fires. In 2021, EBRPD staff removed over 765 hazardous dead and dying trees from Reinhardt Redwood, Tilden, Sibley, and Miller-Knox, with additional aggressive tree removal planned for 2022. Additionally, EBRPD has developed a Wildfire Hazard Reduction and Resource Management Plan, which includes annual work plans for fuels treatment, including hand-labor removal, prescribed burns, mowing, weed abatement, animal grazing, and tree thinning.

Staffing

As previously mentioned, in FY 20 the EBRPD Fire Department had approximately 71 authorized and budgeted full-time equivalent (FTE) positions with 29 FTE permanent personnel in fire services and about 42 seasonal and permanent FTE personnel in the lifeguard services unit. Total staffing levels in the Department have increased to 74 FTE in FY 21, 79 FTE in FY 22, and 80 in FY 23.[88]

The Department offers in-house training for employees who serve as on-call firefighters, including wildland fire training, structure, and vehicle firefighting, fuels management, Emergency

[85] East Bay Regional Park District Municipal Services Review Final, July 11, 2013, p.23
[86] East Bay Regional Park District Municipal Services Review Final, July 11, 2013, p.45
[87] East Bay Regional Park District, 2023 Adopted Operating Budget, p. B-11.
[88] East Bay Regional Park District, 2023 Adopted Operating Budget, p.C-111

Medical Technician certification, hazardous material response, technical large animal rescue (TLAR), and low-angle rope rescue.

Facilities and Capacity

The EBRPD Fire Department has a variety of apparatus at nine different locations throughout the District, including 12 fire engines and two water tenders. The administration is based at Public Safety Headquarters. Fire Station 1 in Tilden Park is the main fire station, and other substations store engines, water tenders, and safety equipment. The District also maintains four remote automatic weather stations to monitor wildfire risks. EBRPD owns and maintains the following vehicles:

- Four Type 3 Engines
- Six Type 6 Engines
- Two Water Tenders
- One OES Type I Engine
- One Rescue Boat
- Two Rescue Gators
- Two Helicopters

The facilities are shown in further detail in Figure 5-4.

Figure 5-4: EBRPD Facilities

EBRPD FACILITIES				
FACILITY	ADDRESS	OWNER	YEAR BUILT	CONDITION
Station 1	2501 Grizzly Peak Blvd Orinda, CA 94563	EBRPD	1960s	Fair
Station 2	7867 Redwood Road Oakland, CA 94619	EBRPD	Early 1960s	Fair
Station 4	18012 Bollinger Canyon Rd. San Ramon, CA 94583	EBRPD	Not provided	Poor
Station 5	7000 Del Valle Rd Livermore, CA 94550	EBRPD	Not provided	Poor
Station 6	5363 Alhambra Valley Blvd. Martinez, CA 94553	EBRPD	Not provided	Not provided
Station 7	1320 Garin Avenue Hayward, CA 94544	EBRPD	Not provided	Poor
Station 8	1200 Frederickson Lane Antioch, CA 94509	EBRPD	Early 1980s	Poor
Station 9	5755 McBryde Ave. Richmond, CA 94804	EBRPD	Early 1960s	Poor
Station 10	17930 Lake Chabot Road. Castro Valley Road 9454	EBRPD	1978	Poor

Workload across stations is typically measured using Unit Hour Utilization (UHU) which is calculated by dividing the number of transports by the number of hours a unit is available for work. Stations nearing or exceeding the 20 percent threshold indicate a strain workload. EBRPD did not provide its UHU and the individual degree of usage of each unit was unable to be determined.

Dispatch and Communications

EBRPD communicates with residents in a few ways to transmit important health and safety information. Several fire weather alerts including a fire weather watch and a red flag warning are issued by EBRPD to inform residents of the onset of severe fire weather conditions. Additionally, in cases when both the fire department has limited resources to fight the fire and the National Weather Service declares a Red Flag Warning, park closures will occur. Residents can check the Alerts and Closures page for the most current updates. [89]

EBRPD's Communications Center is the Public Safety Answering Point (PSAP) for the entire two-county District, including 9-1-1 emergency calls for police, fire, and paramedic services. The Communications Center uses Computer Aided Dispatch (CAD), to allow for rapid automated data exchange and recordkeeping.[90] The center handles calls for both fire and police and is staffed by one to five dispatchers at a time, depending on the time of year. The total dispatch staff consists of 10 dispatchers and five supervisors. Most 9-1-1 calls placed in the parks are made by mobile phones; hence, most calls are initially routed to the California Highway Patrol (CHP). CHP then routes the call to the EBRPD communications center.[91]

Status of, and Opportunities for, Shared Facilities

While EBRPD's Fire Department does not explicitly share vehicles, equipment, personnel, or services with other agencies, community organizations, or entities, it participates in mutual and automatic aid agreements and other regional planning and prevention efforts. In particular, EBRPD collaborates extensively with CAL FIRE in coordinating response in the SRA. Additionally, EBRPD participates in mutual aid throughout the State, and in 2021, EBRPD's Fire Department OES Engine spent 73 consecutive days assisting with major fires throughout the State.

The District has not identified any future opportunities for further facility sharing.

[89] EBRPD Fire Danger Levels and Restriction. https://www.ebparks.org/public-safety/fire/fire-danger-levels-restrictions.
[90] East Bay Regional Park District, 2023 Adopted Operating Budget, p. C-109
[91] East Bay Regional Park District Municipal Services Review Final, July 11, 2013, p.24

Infrastructure Needs

In 2022, EBRPD implemented an evaluation system to help prioritize funding allocation for projects, such that limited resources are allocated towards endeavors that will provide the biggest benefit for park users. Projects are scored based on categories such as equity, habitat and resource conservation, public access improvements and climate preparedness, among others.

In FY 23, EBRPD has budgeted $52.7 million for capital projects, of which $4.2 million allocated for public safety related capital projects. One of the primary projects related to EBRPD's public safety services is the preliminary design for the recently acquired North Peralta Oaks Administration and Public Safety Building and continued necessary building maintenance.

Wildfire prevention and protection continues to be a primary focus of EBRPD's efforts, which requires substantial equipment and tree removal efforts. In 2021, EBRPD secured $13.5 million in the California State Budget for wildfire protection. Specifically, $10 million was secured for removal of dead and dying trees in the parkland, and $3.5 million was secured for firefighting equipment, including replacement of the District's aging helicopter. In total, the estimated cost to mitigate sudden tree die-off is $30 million.[92]

Challenges

EBRPD indicated that a long-term challenge for the Fire Department is infrastructure for employees including agency station updates.[93]

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service. The applicable response time measure for EBRPD is shown in Figure 5-5.

[92] East Bay Regional Park District, Annual Report 2021, 2022.
[93] EBRPD, SoCo Survey Responses, November 2021.

Figure 5-5: EBRPD Response Time Policy

EBRPD RESPONSE TIME POLICY	
Agency Name	Single Unit Incident
EBRPD	Arrive at the scene within 5 minutes and 50 seconds of a 9-1-1 call 90 percent of the time.

The guideline established by the National Fire Protection Association (NFPA) for fire response times is six minutes at least 90 percent of the time, with response time measured from the 9-1-1 call time to the arrival time of the first responder at the scene. The fire response time guideline established by the Center for Public Safety Excellence (formerly the Commission on Fire Accreditation International) is 5 minutes 50 seconds at least 90 percent of the time. [94] EBRPD did not provide its response times, so it cannot be determined if the District is meeting its standard or goal.

The Insurance Service Office (ISO) classifies fire services in the communities as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. The regional parks are generally within areas with an ISO rating of 9 due to access limitations and lack of fire hydrants.

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

[94] East Bay Regional Park District Municipal Services Review Final, July 11, 2013, p.26.

East Bay Regional Park District MSR Determinations

Growth and Population Projections

5-1: East Bay Regional Park District's (EBRPD's) population in 2020, based on census data, was 2,848,280.

5-2: Based on the Association of Bay Area Governments (ABAG) growth projections, the District is projected to have a population of 3,140,229 by 2040.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

5-3: EBRPD does not have any DUCs within or contiguous to its SOI.

5-4: Any disadvantaged unincorporated communities within the District's bounds in Contra Costa County would need to be identified pursuant to that LAFCO's policies in a future service review.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure needs and Deficiencies

5-5: Unit hours utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—is a primary indicator of the staffing and equipment capacity of a fire provider. EBRPD did not provide this information for analysis.

5-6: Unlike other local fire providers, wildfire prevention and vegetation management are a major component of EBRPD's services and places significant demand on manpower and financial resources. In 2021, the District was faced with the sudden die off of 1,500 acres of trees. In total, the estimated cost to mitigate sudden tree die-off is $30 million. The District has developed a Wildfire Hazard Reduction and Resource Management Plan and received $10 million in grant funds from the State for removal of dead and dying trees in the parkland. These planning efforts and financing support is indicative of the District's capacity to provide sufficient services to its lands.

5-7: Based on the extent of services provided and district-adopted annual performance indicators and goals, EBRPD appears to provide an adequate level of services. However, the District did not provide response times to evaluate whether it was meeting its response time standard.

5-8: In 2022, EBRPD implemented an evaluation system to help prioritize funding allocation for projects, such that limited resources are allocated towards endeavors that will provide the biggest benefit for park users. One of the primary capital projects related to EBRPD's public safety services is the redesign for the recently acquired North Peralta Oaks Administration and Public Safety Building and continued necessary building maintenance.

Financial Ability of Agencies to Provide Services

5-9: The East Bay Regional Park District has the financial ability to continue to provide fire protection services. Strong property tax growth has helped the District maintain service levels. Reserves remain strong although they have declined somewhat over recent years.

Status of, and Opportunities for, Shared Facilities

5-10: While EBRPD's Fire Department does not explicitly share vehicles, equipment, personnel, or services with other agencies, community organizations, or entities, it participates in mutual and automatic aid agreements and other regional planning and prevention efforts. EBRPD collaborates extensively with CAL FIRE in coordinating response in the SRA. Additionally, EBRPD participates provides support throughout the State through Cal OES.

5-11: EBRPD has not reported any further facility-sharing opportunities.

5-12: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

5-13: EBRPD abides by all legislative obligations for accountability and governance practices.

5-14: EBRPD demonstrated transparency when sharing information to create this report.

5-15: No governance structure options specific to EBRPD were identified over the course of this review; however, it is recommended that EBRPD continue to participate in regional planning and coordination efforts to the greatest extent possible, such as the East Bay Hills Wildfire Prevention and Vegetation Management Coordination MOU and the East Bay Regional Communications System Authority (EBRCSA).

6. EMERGENCY MEDICAL SERVICES COUNTY SERVICE AREA

Agency Overview

Background

Created in 1983 to oversee and coordinate Alameda County's EMS system, the Emergency Medical Services County Service Area (EMS CSA) functions as Alameda County's lead agency responsible for local EMS system planning, paramedic training, paramedic service standards, and EMS coordination. EMS CSA is also referred to as Alameda County Emergency Medical Services Agency (ALCO EMS). Under the regulatory watch of the State EMS Authority (EMSA), EMS CSA is responsible for the local EMS system plan for delivering emergency medical, ambulance transport, and hospital services. The local EMS system plan affects all the emergency service providers in the County, including dispatch centers, public safety agencies, fire departments, ambulance services, hospitals, and specialty care centers.

EMS CSA's mission is to ensure quality emergency medical services and prevention programs to improve health and safety in Alameda County.

The principal act that governs EMS CSA is the County Service Area (CSA) Law (Government Code §25210 et. seq). The principal act authorizes CSAs to provide various municipal services, including street maintenance, fire protection, extended police protection, and water and sewer services.

A CSA may only provide those services authorized in its formation resolution unless the Board of Supervisors adopts a resolution authorizing additional services. All districts must apply and obtain LAFCO approval to exercise latent powers, or, in other words, those services authorized by the principal act but not provided by the district at the end of 2000.

Additionally, EMS CSA is regulated by Title 22, Section 9 of the California Health & Safety Code, the National Emergency Medical System Act of 1973, the Emergency Medical Services System and the Prehospital Emergency Medical Care Personnel Act (the act), Health & Safety Code Division 2.5, which was last updated in January 2012. The act intends to provide the State with a statewide system for emergency medical services by establishing within the Health and Welfare Agency the Emergency Medical Services Authority, which is responsible for coordinating and integrating all state activities concerning emergency medical services. The

act allows each county to develop an emergency medical services program with a full- or part-time licensed physician and surgeon as medical director to provide medical control and assure medical accountability throughout the planning, implementation, and evaluation of the EMS system. Local EMS agencies must plan, implement, and evaluate an emergency medical services system (1797.204). Local EMS agencies are responsible for implementing advanced life support systems and limited advanced life support systems and monitoring training programs. They are also responsible for determining that the operation of training programs at the Emergency Medical Technician (EMT) - I, EMT - II, and EMT - P levels comply with this act and shall approve the training programs, if they are found to comply with this act. Any local EMS agency may provide courses of instruction and training leading to certification as an EMT-I, EMT-II, EMT-P, or registered nurse.[95]

EMS CSA was last included in an MSR Update by Alameda LAFCO adopted in 2012.

Boundaries

The total boundary area of EMS CSA encompasses the entirety of Alameda County consisting of 821 square miles—737 square miles of land and 84 square miles of water.[96]

Extra-territorial Services

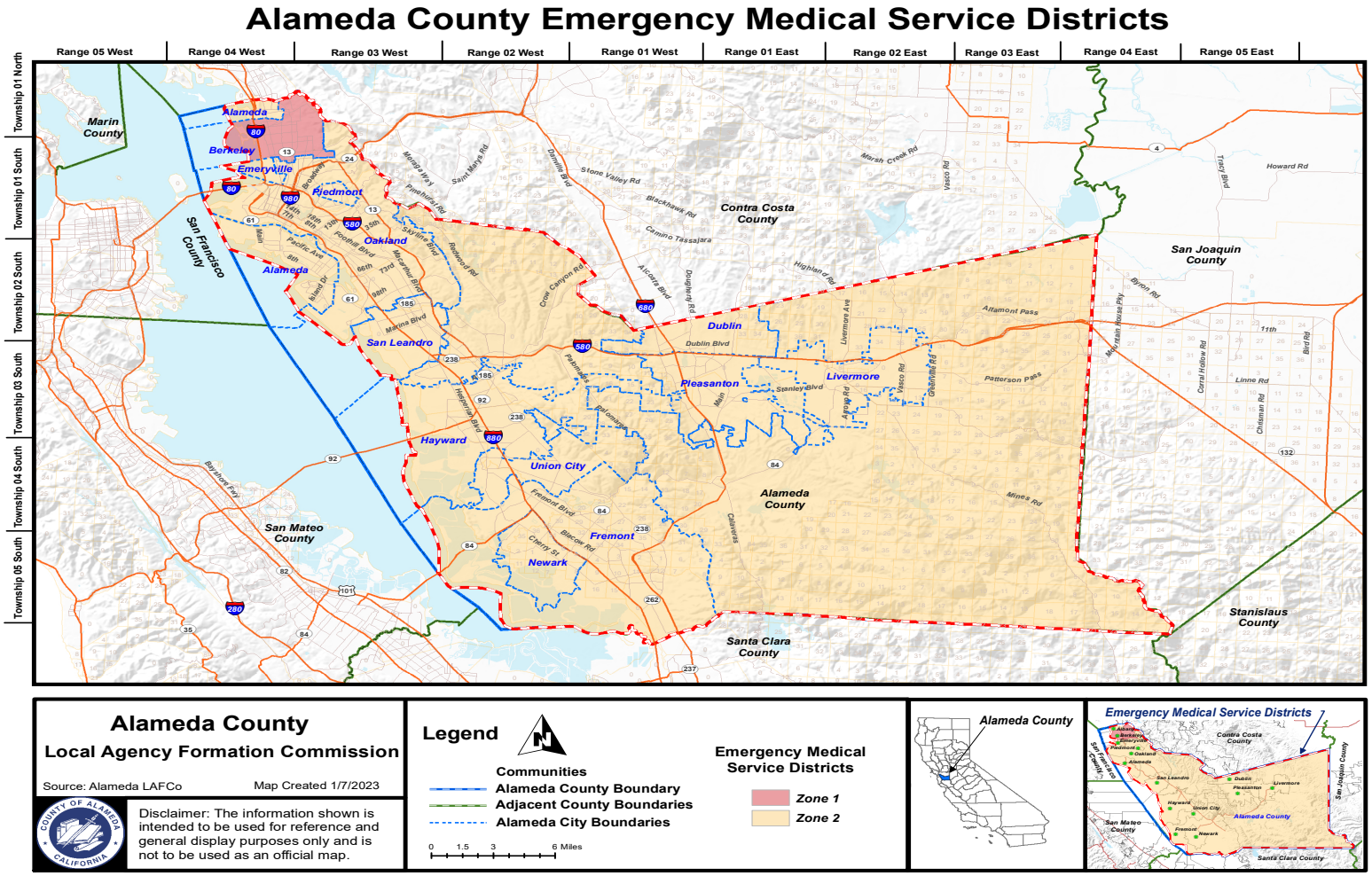
EMS CSA does not typically provide services outside of its boundaries. However, during a disaster event, the CSA may be called upon by other counties or the State EMS Authority to provide support to an affected city, county, or region emergency operations center (EOC), or provide an Ambulance Strike Team, which is five staffed ambulances and a leader in a separate vehicle to support the impacted area. If requested by the State EMS Authority, EMS CA would authorize Falck Alameda County to send these units, while not depleting the ambulance resources needed locally. Additionally, there is a Mobile Disaster Support Unit (MDSU), which consists of a large vehicle and several CHEMPACKs (medication caches) located throughout the county at various agencies that could be sent to areas impacted by a disaster.[97]

Unserved Areas

There are no areas within EMS CSA's bounds that lack emergency medical services.

[95] Emergency Medical Services County Service Area Municipal Service Review Final, November 29, 2012 p.1.
[96] Emergency Medical Services County Service Area Municipal Services Review Final, November 29, 2012 p.3.
[97] Emergency Medical Services County Service Area Municipal Services Review Final, November 29, 2012 p.3-4.

Figure 6-1: EMS CSA Boundaries and SOI



Sphere of Influence

The EMS CSA has a countywide SOI that is coterminous with the County boundaries and does not conflict with existing or planned land uses.[98] Originally, it excluded the City of Alameda, but in 1984, LAFCO amended EMS CSA's SOI to include the entire County of Alameda.

The sphere was affirmed by LAFCO in 2012, as generally coterminous with the boundaries of EMS CSA. Upon annexation of the City of Alameda territory in 2011, the CSA's SOI became coterminous with its bounds.[99]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MS process and information disclosure.

EMS CSA was formed as a dependent special district with the Alameda County Board of Supervisors as its governing body. There are five county supervisors, one from each district, elected to four-year terms of office. A Board President is chosen from the Board Members every two years. Current board member names, positions, and term expiration dates are shown in Figure 6-2.

The governing body meets on selected Tuesdays at the Board Chambers on the fifth floor of the County Administration Building at 1221 Oak Street in Oakland. The Board Clerk posts agendas for each meeting on the website and at the County Administration building. The Board Clerk provides notice for meetings and disseminates minutes. Board actions and meeting minutes are available online. Through the County website, the public can access live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. The County also discloses finances, plans, and other public documents online.

[98] Alameda Local Agency Formation Commission Resolution No.2012-05.
[99] Emergency Medical Services County Service Area Municipal Services Review Final, November 29, 2012 p.4.

Figure 6-2: EMS CSA Governing Body

GOVERNING BODY	
Manner of Selection	Election by District.
Length of Term	4 years for supervisors, board president chosen every two years
Meetings	Selected Tuesdays Alameda County Administration Building 1221 Oak Street Oakland, CA 94612 5th floor Board Chambers
Agenda Distribution	Posted online, post office, and at the station.
Minutes Distribution	Posted online.

BOARD MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
David Haubert	1	Board Vice President	2024	Elected	4 Years
Elisa Marquez	2	Board Member	2024	Elected	4 Years
Lena Tam	3	Board Member	2026	Elected	4 Years
Nate Miley	4	Board President	2024	Elected	4 Years
Keith Carson	5	Board Member	2024	Elected	4 Years

CONTACT	
Contact	Irene de Jong, Administrative Services Director
Mailing Address	6363 Clark Ave., Dublin, CA
Phone	510-693-3407
Email/Website	Irene.dejong@acgov.org

EMS CSA is managed as a division of the Alameda County Health Care Services Agency, organized under the Office of the Agency Director. Under the authority of the Board of Supervisors and the California EMS Authority, EMS CSA oversees all EMS providers in Alameda County. There are also several advisory committees to the EMS Agency.

All members of Alameda County's Board of Supervisors have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in with their economic interests.

Through the County, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required and by which EMS CSA must abide.

All complaints concerning EMS CSA or any of its employees are investigated, and a response is provided to the complainant. Alameda County Health Care Services Agency is responsible for tracking and logging complaints and insuring their resolution.

There is also legislation in effect to help ensure special districts adhere to accountability standards. One, California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. Similarly, the Special District Transparency Act of 2018 (SB 929, Government Codes §6270.6 and §53087.8) indicates that special districts have websites in use by January 1, 2020, per the Brown Act, and requires how the publicly available information be displayed. EMS CSA is in compliance with each of these regulations.

EMS CSA demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The EMS director, who reports to the Assistant Agency Director for the Alameda Health Care Services Agency and ultimately to the Board of Supervisors, oversees EMS CSA's operations. Frontline supervisors and some administrative staff report directly to the EMS Director, but most of the staff report to the frontline supervisors. There are several units within EMS CSA—9-1-1 system oversight, injury prevention, community programs, emergency preparedness, and administration and support.

EMS CSA reported that it does not conduct regular staff evaluations and verbal evaluations of EMS provider groups, such as city fire departments. It does, however, investigate reports of unusual occurrences involving individuals employed by EMS providers. The CSA conducts a self-evaluation entitled the EMS System Plan, in which it assesses its success in meeting minimum standards and suggested guidelines related to a wide variety of issues regulated by the California EMS Authority. Additionally, EMS CSA evaluates the EMS system as a whole by conducting surveys, analyzing data, and monitoring the performance of EMS provider

agencies in order to ensure contract compliance and identify opportunities for improvement of the EMS system.

EMS CSA indicated that staff productivity is monitored on an individual basis. The CSA reports productivity indicators in preparing its EMS System Plan updates.

In September 2019, the agency began the process of redesigning the County's EMS system. The District has had various meetings since September 12, 2019, with stakeholders to gain feedback and input. All meeting agendas, minutes, and other documents from the meeting are on the District's website. On January 20, 2022, an EMS System update presentation was made to the Alameda County Board of Supervisors. The EMS System or 9-1-1 ambulance system redesign fundamentals include equitable access, fiscal responsibility, an appropriate destination for all patients, and sustainability. The system partner workgroup recommendations and priorities involve:[100]

1. EMS System Financial Stability / Service Reimbursement

- Leverage variety of funding sources to include IGT, ET3, and potential fees or taxes
- Mechanism for continual payer mix and fiscal analysis
- Consider the financial impacts of different model types

2. EMS Workforce

- Support for a public model
- Focus on staff safety and well-being
- Continue workforce protections
- Greater workforce input into equipment and ambulances

3. Evolving Patient & Community Needs

- Increased legislative engagement to mitigate barriers and create new paths to serve the community
- Provide better integration of services in a more accessible way
- Provide focused attention, education, and training pertaining to populations requiring specialty care

4. System Performance Benchmarks

- Ability to evaluate the continuity of care from phone call to an outcome
- Health Data Exchange with Hospitals

[100] Alameda County EMS System Update, January 20, 2022, p.10-12.

- More fluid and dynamic approach to call prioritization based on data
- Balance response time vs. clinical need vs. outcome

5. Technology

- Increase interoperability
- Operational awareness of all resources not just 9-1-1
- Telehealth
- Text to 9-1-1
- Dispatch initiated triage and navigation by an imbedded clinician
- Better communication between field and hospitals/alternative destinations

The next stage for the EMS redesign is the completion of the Request for Proposals (RFP) and selection process with a tentative timeline of January 2025. New ambulance contracts are expected to start in July 2026.

The biggest challenges facing EMS systems identified by the District include issues surrounding financial stability, system structure, staffing, one-path model, hospital saturation, and addressing community needs.

Starting in 2002, all 9-1-1 responders were monitored by EMS CSA for response times, cardiac arrest survival, and intubation success rates. At that time, AMR was the only provider subject to response time penalties, should it fail to meet the response times required in its contract.

Beginning with the contracts executed in 2011, penalties for noncompliance with other contract requirements were established for all 9-1-1 provider agencies, including first responders. Prior to that, there were no penalties for non-compliance.

EMS CSA adopts an annual budget and is a component of the County's annual audit. EMS CSA does not have a capital improvement plan. The CSA provides EMS system oversight in the form of planning, implementing, and evaluating 9-1-1 system design. The direct EMS providers are responsible for capital improvements required for actual EMS system delivery.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The EMS CSA encompasses every land use designated by the County and the incorporated cities within its bounds, including agricultural and open space land. [101]

Current Population

According to the Census, as of 2020, Alameda County's was 1,682,353. As of January 1, 2023, the California Department of Finance estimated Alameda County had a population of 1,636,194.

Projected Growth and Development

Based on the Association of Bay Area Governments (ABAG) growth projections, the EMS CSA service area population is anticipated to increase to 1,868,635 by 2030 and 2,092,370 by 2040. Meanwhile, the Average Annual Growth Rate (AAGR) from 2020 through 2030 is one percent. The AAGR is expected to remain at one percent from 2030 through 2040. These growth patterns are expected to affect service demand.

Growth Strategies

As mentioned previously, the agency is in the process of an EMS System redesign to improve equitable access, fiscal responsibility, appropriate destination for all patients, and sustainability. Specific to the issue of evolving patient and community needs, the system redesign aims to increase legislative engagement to mitigate barriers and create new paths to better serve residents, provide better integration of services in a more accessible way, and provide focused attention, education, and training pertaining to populations requiring specialty care.[102]

[101] Alameda Local Agency Formation Commission Resolution No.2012-05.

[102] Alameda County EMS System Update.

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within the EMS CSA service area.

Financial Ability to Provide Services

Financial Ability to Provide Services

EMSCSA has the financial ability to continue to provide services. Conservative budgeting practices and low expenditure growth fully funded by annual assessment increases have contributed to growing fund balances.

Revenues and Expenditures

About 98 percent of EMSCSA's revenue derives from annual assessments paid by property owners within the District's boundary which encompasses the entire County. The basic charge for paramedic services for FY22 of $35.56 per benefit unit was increased by the Board of Supervisors at a rate indexed to inflation. The District reports that additional funding, for example increasing assessments and fees, will be needed in the future to fund expenditures and improve services and "subsidization will be necessary." The District successfully seeks grant funding, for example from the Urban Areas Security Initiative (UASI) and State Homeland Security Grant Program (SHSGP).

The CSA budgeted approximately 40 percent of its expenditures for trauma care. In FY2021-22 the budget allocated funds to:

Alameda Health System	$ 5,266,383
UCSF Benioff Children's Hospital Oakland	$ 1,982,480
Sutter Eden Medical Center	$ 1,982,480
Trauma Care Total	$ 9,231,343

In FY2021-22 about 17 percent of expenditures supported dispatch centers. The remainder of expenditures funded salaries, benefits, and other operating costs.

From FY2017-18 expenditures grew at a slower rate than revenues, averaging 0.6 percent annually through FY2021-22. The revenue in excess of expenditures contributed to growth in the CSA's fund balance.

Reserves

From FY2017-18 through FY2021-22 the CSA's available fund balance grew from $2.4 million to $10.3 million. The fund balances represent about 46 percent of annual expenditures. The CSA's conservative budget includes the use of fund balances every year to balance the budget, however, actual fiscal year results indicate that revenue have exceeded budgeted amounts and therefore reserves have grown every year. These reserves are imperative to remain as they allowed life-saving equipment procurement during the COVID-19 pandemic during the period in which local, state, and federal funding had yet to be made available.

Emergency Medical Services

Service Overview

Many of the agency's responsibilities and the authority needed to carry an oversight role are derived from Division 2.5 of the California Health and Safety Code and related chapters of Title 22 of the California Code of Regulations.

EMS CSA provides key functions in the provision of countywide emergency medical services, including:[103]

- Monitoring and approving EMT-1 training and certification programs,
- Accrediting paramedic personnel to work in Alameda County,
- Authorizing advanced life support programs,
- Establishing and enforcing policies for medical control of the EMS system (including dispatch) and patient care,
- Regulation of ambulance services, such as monitoring and enforcement of response times,
- Collecting response time and patient outcome data for regulation purposes and to identify necessary improvements in the EMS system,
- Monitoring contracts with EMS system providers, including the county-contracted ambulance provider, fire departments and trauma centers, and
- Offering community educational services, such as CPR and EMS training for children, mentorship and career exposure for minority youth, unintentional injury prevention outreach, and providing resources to establish a public defibrillation program.

In 2018, EMS CSA selected a new ambulance transport provider, Falck, to replace the previous County-contracted provider Paramedics Plus. EMS CSA contracts with Falck to provide ambulance transport services in the entire unincorporated area and most cities in the County except for the cities of Albany, Alameda, Berkeley, and Piedmont, which provide ambulance services in their respective cities. ACFD, Fremont, Hayward, Oakland, East Bay Regional Parks, CAL FIRE, Camp- Parks, and Livermore-Pleasanton Fire Departments provide initial emergency medical care to residents in their cities/districts. EMS CSA also has contracts with fire departments to provide first responders with advanced life support throughout the

[103] Emergency Medical Services County Service Area Municipal Services Review Final, November 29, 2012.

County. Such contracts were in place in 1999, renewed in 2005, 2011, and most recently in 2019.[104] In addition, the three trauma centers have been providing services to EMS CSA and the entire County since 1987. The most recent renewals for these contracts were executed in 2021. In 2021 and 2022, an analysis of the Alameda County Trauma System was completed by third-party consultant firm contracted by the EMS CSA. The analysis recommended adding a third adult trauma center within the next 5 years. In 2022, post-analysis, the EMS CSA authorized Washington Hospital Healthcare System to begin preparations to be verified and designated as a Level II Adult Trauma Center.

In addition to emergency medical related services, EMS CSA provides a wide variety of educational and outreach programs. As part of the Health Care Services Agency, EMS CSA contributes to promoting health equity through its injury prevention programs, such as fall prevention and drive well training for seniors, car seat courses and check-up events, and involvement with the Safe Kids Coalition. EMS CSA also supports an EMS Corps program to help prepare young people from low-income families for careers in healthcare.

Ambulance Transport Services

EMS CSA is responsible for contract negotiations with ambulance service providers. Falck Northern California was contracted as the new ambulance service provider in 2018. With a service start date of July 1, 2019. The original contract was set to expire on June 30, 2024, however, on October 3, 2023, the Board of Supervisors approved a 2-year extension of the contract, to June 30, 2026, to allow for the completion of the procurement process of the subsequent provider as well as adequate implementation time.

Falck provides 9-1-1 ambulance service as requested by the County's Dispatch Center(s), to all areas within the "Exclusive Operating Area" (EOA) which includes all geographic areas of Alameda County, except for the cities of Alameda, Albany, Berkeley, and Piedmont, which are served by the local fire department, and the Lawrence Livermore National Laboratory, which is served by the Alameda County Fire District.

Advanced Life Support (ALS) ambulances are required to be staffed with a minimum of one county-accredited Paramedic and one EMT for each ALS emergency transport unit responding to Priority 1, 2, and 3 calls or any calls for which an EMS Agency-approved EMD center determines an ALS response is appropriate. For Basic Life Support (BLS) ambulances, a

[104] Alameda County EMS - Documents. https://ems.acgov.org/Documents/Documents.page?.p.22. ACFD, Fremont, Hayward, Oakland, East Bay Regional Parks, CAL FIRE, Camp- Parks and Livermore-Pleasanton Fire Departments provide initial emergency medical care to residents in their cities/districts.

minimum of two EMTs are required for all emergency ambulances responding to Priority 4 calls, or for a multi-unit response, or any calls an EMS Agency-approved EMD center determines a BLS response is appropriate according to MPDS protocols and Alameda County EMS Agency Policies and Procedures. Additionally, at the Contractor's sole option, ambulances that require EMT staffing may be staffed by Paramedics.[105]

First Responder Services

As described previously, the EMS CSA, through the County, has contracts with fire departments throughout the county to provide first responder paramedics to 9-1-1 requests for services.

Figure 6-3: EMS CSA Services

SERVICE	AGENCY
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Falck, American Medical Response, Bay Medic, NorCal Ambulance, Royal Ambulance, ProTransport-1, Life West Ambulance, Arcadia Ambulance, Eagle Ambulance, Westmed Ambulance
Advanced Life Support – Non-Transport Provider	Fire Departments, East Bay Regional Parks, Camp Parks
Continuing Education Provider – Medical	Alameda County EMS Berkeley Fire Department City of Fremont Fire Department Piedmont Fire Department Alameda Health System Highland Hospital Camp Parks Fire Department Chabot College Las Positas College Alameda Fire Dept. Oakland Fire Department Alameda County Fire Department Albany Fire Dept. Norcal Ambulance Service Merritt College Livermore/Pleasanton Fire Dept. Hayward Fire Dept. American Health Education Royal Ambulance EMS Corps EMT Training Program Bay Area Training Academy Project Heartbeat Quest Nursing Education Center American Medical Response Falck Northern California

105 Emergency Medical Services Ambulance Transport Provider Agreement, Alameda County County of Alameda and Falck Northen California, October 1, 2018 to June 30, 2024, p.31.

	United Ambulance Bay Youth EMT Program CE Plus
Air Ambulance Transport Helicopter Services	CHP, East Bay Regional Parks, CalStar, Reach, Stanford Lifeflight
Helicopter Landing Facilities On Site	Stanford Healthcare Tri-Valley, Eden Medical Center, UCSF Benioff Children's Hospital Oakland
Vehicle Extrication Tools/Equipment	Fire Departments
Fire/EMS Dispatch	Fire Departments, Alameda County Regional Emergency Communications Center (ACRECC)

Collaboration

As discussed above, EMS CSA collaborates with Falck and the cities of Alameda, Albany, Berkeley, and Piedmont to establish ambulance mutual aid agreements. The District also collaborates with the Alameda County Regional Emergency Communications Center (ACRECC), which is administered by ACFD and Oakland Fire Department Dispatch, for Emergency Medical Dispatch services. Additionally, the District, through the County, has contracts with fire departments throughout the County to provide first responder paramedics to 9-1-1 requests for services. EMS CSA also collaborates with Alameda County Behavioral Health and Bonita House for the Community Assessment and Transport Team (CATT) program, which provides assessment, crisis management, transportation, and referral as appropriate to individuals presenting behavioral emergencies in the community. [106] Additionally, EMS CSA has an Emergency Medical Services Authority (EMSA) mutual aid agreement with 16 counties in Region II.

Overlapping Service Providers

As mentioned, Falck provides contract 9-1-1 ambulance service as requested by the County's dispatch centers to all areas within Alameda County, except for the cities of Alameda, Albany, Berkeley, and Piedmont. These cities are served by their local fire department. Additionally, the Lawrence Livermore National Laboratory, which is located in the City of Livermore is served by the Alameda County Fire District.

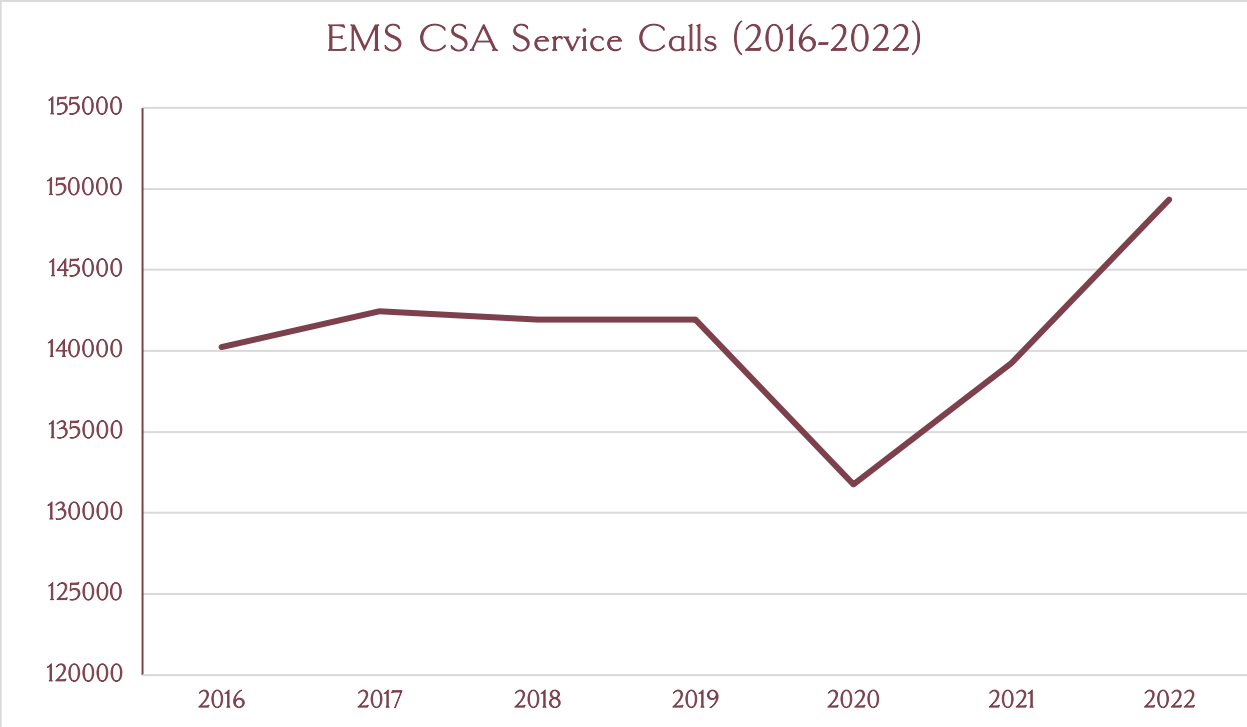
Existing Demand

In 2022, EMS CSA reported a total of 149,343 service calls. There was a steady increase from 2016 to 2017; however, service calls decreased from 2017 to 2019 with a rapid decrease in

[106] EMS CSA, SoGo Survey Responses, July 2021.

2020 due to the COVID-19 pandemic, as shown below in Figure 6-4. After the height of the COVID-19 pandemic, call volume has rebounded and increased substantially. Of the total number of calls in FY 2022, 138,341 accounted for emergency medical services and 11,002 for motor vehicle accidents.

Figure 6-4: EMS CSA Calls for Service (2016-2022)



STAFFING

EMS CSA reports that for FY 22, there are 35 employees comprising 34 full-time equivalent (FTE) personnel. EMS CSA also indicates that they have eight open positions at the time. The EMS CSA had 12 staff certified as Paramedics, two staff certified as EMT Is, one registered nurse (RN), and two medical doctors (MDs).

EMS CSA provides approval and oversight for EMS training programs operating in Alameda County. [107]

- Any organization wishing to conduct Public Safety-First Aid training in Alameda County that is not considered a Statewide entity must gain approval from the Alameda County EMS Agency prior to initiation of any training.

[107] EMS CSA, SoGo Survey Responses, July 2021.

- Any organization wishing to conduct EMT training in Alameda County that is not considered a Statewide entity must gain approval from the Alameda County EMS Agency prior to initiation of any EMT training.
- The Alameda County EMS Agency is the approving authority for any organization wishing to conduct a Paramedic Training Program within Alameda County.
- Organizations in Alameda County wishing to provide Continuing Education for EMS providers can gain approval from the Alameda County EMS Agency or from the Commission on Accreditation for Pre-hospital Continuing Education (CAPCE).

Facilities and Capacity

EMS CSA's office and their warehouse are located in San Leandro. The warehouse, developed during COVID, is located adjacent to Kaiser San Leandro, and houses personal protective equipment, medical supplies and equipment, pharmaceuticals, shelters, and other resources for deployment and use during an emergency or disaster. During the height of COVID the warehouse focused primarily on provisioning items related to COVID, however has since shifted to a more all-hazards approach in order to enhance the ability to respond to a multitude of different incident types.

Facilities used in the provision of emergency medical services throughout the County include fire stations, hospitals, and trauma centers. There are 13 receiving hospitals, two adult trauma centers, and one pediatric trauma center. A medical helicopter is available from several different providers, including Advanced Life Support (ALS) air ambulances, ALS rescue aircraft, and Basic Life Support rescue aircraft. Additionally, the EMS CSA has procured, through a donation from AC Transit, and outfitted, utilizing grant funds from UASI and SHSGP, a multi-casualty incident response bus that is housed at the warehouse.

Dispatch and Communications

Per the 2019 EMD service agreement that will continue through June 30, 2024, ACFD provides dispatch services for the County-contracted 9-1-1 Ambulance Service Provider under the terms of their mutual agreement. ACFD must maintain a CAD system capable of:[108]

- Tracking the status of resources to include ACRECC-contracted FRALS providers and parties;

[108] Emergency Medical Dispatch Services Agreements, Alameda County Emergency Medical Services and Alameda County Fire Department, June 30, 2019, pp. 2-4.

- Data entry of locations of incidents by street address, intersection, common place name, or latitude/longitude coordinates;
- Alerting ACRECC resources of new incidents by voice, radio announcement, and/or page;
- Data entry of pertinent information related to active incidents;
- Ensuring that all ACRECC systems and electronic interfaces are maintained and working;
- Tracking all dropped calls by time elapsed before the call was dropped;
- Tracking all calls placed on hold, including the amount of time the caller was kept on hold; and
- Tracking calls for which FRALS and/or ambulances dispatched by ACRECC were sent to an incorrect location including cause if known and if the call resulted in a late response.

ACFD operates the dispatch center in accordance with applicable laws and National Fire Protection Association (NFPA) Codes and Standards.

Data on call-answering and -processing times are to be provided to the EMS Director within 30 calendar days following the end of each calendar month in which the responses occur.

EMS CSA audits the response times of first responders and ambulances, as well as the quality of pre-arrival instructions provided by the EMD centers in the County. EMD centers provide prearrival instructions to 9-1-1 callers by asking pre-established questions and providing instructions to the caller regarding CPR, emergency childbirth, choking, bleeding, and other medical emergencies. Prioritizing 9-1-1 calls in this way makes it possible to ensure that the sickest patients get ambulances in the shortest period.[109]

Status of, and Opportunities for, Shared Facilities

EMS CSA, as a dependent district of the County shares in county resources for governance and administration.

While not specific to EMS CSA facilities and equipment, according to the Alameda County EMS System Update report, in-county 9-1-1 ambulance resources are shared through mutual aid as a safety net between EOAs. Falck can provide support to the City of Alameda, Albany, Berkeley, and Piedmont when needed. In turn, these cities, as well as Alameda County Fire

[109] Emergency Medical Services County Service Area Municipal Services Review Final, November 29, 2012.

Department which has ambulances at Lawrence Livermore Labs, can provide support to Falck.[110]

Additionally, EMS CSA reports there are opportunities to optimize mutual aid processes for ambulance transport response as well as behavioral health response. There are also opportunities for providers to learn from each other and share best practices to evolve individual practices and service delivery models as well as the system.

Infrastructure Needs

EMS CSA did not indicate any specific infrastructure needs.

Challenges

EMS CSA indicates the greatest challenge to providing adequate services is geography and the density of call volume within the City of Oakland. Providing adequate resources to cover the entire County is a challenge because approximately 50 percent of the call volume is in the City of Oakland. This creates an environment where during surges or multiple calls within an area in close succession of each other, resources must shift from other geographic regions, which could lead to delayed responses or temporary disparity in coverage.[111]

Another issue is an ongoing financial challenge to sustain and improve services. EMS CSA reports the need for additional funding for services providers to make the provision of EMS services within Alameda County financially stable. Due to an antiquated business model, an evolving payer mix, and the availability of treatment/non-transport dispositions becoming more prevalent, the fee-for-service model becomes unsustainable and system subsidization will be necessary.[112]

Additionally, primary challenges facing the EMS System Update include addressing community needs, system structure, hospital saturation, staffing, financial stability, and one pathway model.

Service Adequacy

This section reviews indicators of service adequacy, including response times, complaints, and staffing levels.

[110] Alameda County EMS System Update p.6, https://ems.acgov.org/ems-assets/docs/EMSsystem/System%20Redesign/BOS%20Presentation%201-20-2022%20Final.pdf.
[111] EMS CSA, SoGo Survey Responses, July 2021.
[112] EMS CSA, SoGo Survey Responses, July 2021.

For response time deployment planning, reporting, and compliance purposes, there are three Deployment Zones – North, South, and East, and three Sub-zones – Metro/Urban, Suburban, and Rural/Open Space within each Deployment Zone based on population density. The response areas outside of the Contractor's EOA responsibility (Alameda, Albany, Berkeley, Piedmont, and Lawrence Livermore National Laboratory) are not included in these zones.[113]

There are also three response types:

- Code 3: Medical calls requiring a lights and sirens response. Calls categorized as a Priority 1, 2, or 3 response secondary to their complaint and acuity determined through the Medical Priority Dispatch System (MPDS) utilized by Oakland Fire Dispatch and Alameda County Regional Emergency Communications Center (ACRECC). Code 2 calls upgraded by emergency personnel on scene due to an emergent patient condition are upgraded to Code 3.
- Code 2: Medical Calls not requiring a lights and sirens response. Calls are categorized as a Priority 4 response secondary to their complaint and acuity determined through the MPDS by the dispatchers. Code 3 calls downgraded by emergency personnel on scene due to a non-emergent patient condition are upgraded to Code 2.
- 5150: Non-medical behavioral health responses, which do not utilize lights or sirens.

The response time standard shown on Figure 6-5 must be met 90 percent of the time for each response type in each subzone within each deployment zone.

Figure 6-5: Response Time Standards

RESPONSE	CALL PRIORITY	METRO/URBAN	SUBURBAN	RURAL
Code 3	Priority 1	10:00 min.	14:00 min.	16:00 min.
	Priority 1	12:00 min.	16:00 min.	20:00 min.
	Priority 1	14:00 min.	18:00 min.	20:00 min.
Code 2	Priority 1	20:00 min.	30:00 min.	40:00 min.
5150	5150	40:00 min.	50:00 min.	60:00 min.

In December 2021, Falck was non-compliant in two zones, North and East Metro Code 3. While South Metro Code 3 was reported to be compliant since in August 2021. Additionally, of the 27 zones monitored monthly, in December 2021, Falck met or exceeded performance

[113] Alameda County EMS Agency, Complete Annual Compliance Report, p.1-2.

standards in 25, with more than 95 percent on-time compliance in 22 zones. Falck was also on time for 100 percent of their calls in nine zones. At the time, Falck was on a Corrective Action Plan, initiated after performance deficiencies in August and September 2021, with a $135,000 penalty assessment of $75,000 for December and $60,000 for continued Non-Compliance under the Corrective Action Plan.[114]

The District reports that the most recent non-compliance occurred in July 2022 in North Metro Code 3 (89.5 percent~~%~~) and South Metro Code 3 (89.81 percent~~%~~). As of August 2023, Falck has been compliant (above 90 percent~~%~~) in all zones for the last year.

According to the Alameda County EMS System Update report, mitigation efforts to improve response times are highlighted including continued staff recruitment efforts and re-evaluation of posting locations, revising response plans, engaging hospitals to address Ambulance Patient Offload Time (APOT) challenges, engaging with other ambulance companies to evaluate partnership opportunities, engaging with Fire Departments to provide ambulances for them to staff within their jurisdiction.[115]

Alternatively, Alameda can utilize the "alliance model" other agencies across California have adopted. For example, in 2023, the City of San Diego negotiated their contract with Falck to take authority over billing and staffing due to F~~f~~alck noncompliance, specifically regarding response times and staffing levels.

This model involves the City hiring multiple companies to increase ambulance coverage. Falck and other private providers will own and staff ambulances operating in San Diego; however, the City will control how ambulances are deployed and collect patient payments.[116]

In the new renegotiated contract, Falck is required to subcontract with a second ambulance provider to boost service. Falck must maintain the average number of advanced life support ambulance hours it has provided since the initial contract. If Falck falls below that average over a week, the company must pay a $50,000 fine. However, if it fails for two weeks within any month, the previous fine structure - which was significantly steeper- would get reactivated.

It is important to note that this model shifts the financial risk from Falck to the City. However, proponents argue this model is beneficial as "state law gives public agencies better reimbursement rates from Medicare and MediCal patients than private ambulance providers

[114] The Alameda County EMS System Update, p.4.
[115] The Alameda County EMS System Update p.7.
[116] Del Mar Times, *Unhappy with ambulance response times, San Diego plans to take over staffing and billing control from Falck*, April 27, 2021.

get." Contra Costa County is an example of a successful adaptation of this model where the County runs a surplus and invests money into service enhancement. [117]

However, the San Diego Fire Chief indicated this would be a year-long experiment to identify revenue, expenses, and service effectiveness- that could eventually turn into a long-term deal or a shift to bringing ambulance service in-house.

Additionally, by taking over staffing, the City of San Diego can adjust the number of service hours based on seasonal increases in emergencies and other fluctuations.

Therefore, it is recommended that Alameda County explore the option of adopting the alliance model option to address Falck's compliance issues.

[117] The San Diego Tribune, *Deal reached for San Diego to take over billing, staffing from struggling ambulance provider Falck*, April 17, 2023.

Emergency Medical Services CSA Determinations

Growth and Population Projections

6-1: According to the Census, as of 2020, EMS CSA's population is 1,682,353. As of January 1, 2023, the California Department of Finance estimated Alameda County had declined to a population of 1,636,194.

6-2: Based on the Association of Bay Area Governments (ABAG) growth projections, the population of the area within the EMS CSA service area is anticipated to increase to 1,868,635 by 2030 and 2,092,370 by 2040. The Average Annual Growth Rate (AAGR) from 2020 through 2030 is five percent and is projected to continue to increase with a six percent AAGR from 2030 through 2040.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

6-3: The EMS CSA does not have any Census Designated Places that meet the definition of a DUC within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

6-4: Given EMS CSAs role as a planning and oversight entity, the District does not rely on facility capacity to provide these services. Staffing capacity appears to be sufficient to enable the District to meet its requirements.

6-5: As of December 2021, Falck was non-compliant in two zones—North and East Metro Code 3. South Metro Code 3 was reported compliant since August 2021. Additionally, of the 27 zones monitored each month, in December 2021, Falck met or exceeded performance standards in 25, with more than 95 percent on-time. The District reports that the most recent non-compliance occurred in July 2022 in North Metro Code 3 (89.5 percent%) and South Metro Code 3 (89.81 percent%). As of August 2023, Falck has been compliant (above 90 percent%) in all zones for the last year.

6-6: EMS CSA is undergoing an EMS system redesign to facilitate equitable access, fiscal responsibility, an appropriate destination for all patients, and sustainability.

6-7: The original contract with Falck was set to expire on June 30, 2024, however, on October 3, 2023, the Board of Supervisors approved a 2-year extension of the contract, to June 30, 2026, to allow for the completion of the procurement process of the subsequent provider as well as adequate implementation time.

6-8: It is recommended that EMS CSA ensures an improved contract is negotiated with any subsequent provider to ensure an adequate level of services is maintained by the provider.

6-9: It is recommended that EMS CSA explores the "alliance model" option that other agencies across California such as the City of San Diego and Contra Costa County have adopted and renegotiate contract with Falck to ensure compliancy and ambulance coverage.

6-10: EMS CSA did not report any infrastructure needs.

Financial Ability of Agencies to Provide Services

6-10: EMS CSA has the financial ability to continue to provide services. Conservative budgeting practices and low expenditure growth fully funded by annual assessment increases have contributed to growing fund balances.

Status of, and Opportunities for, Shared Facilities

6-11: EMS CSA, as a dependent district of the County shares in county resources for governance and administration. While not specific to EMS CSA facilities and equipment, in-county 9-1-1 ambulance resources are shared through mutual aid as a safety-net between EOAs.

6-12: EMS CSA reports there are opportunities to optimize mutual aid processes for ambulance transport response as well as behavioral health response.

6-13: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

6-14: EMS CSA abides by all legislative obligations for accountability and governance practices.

6-15: EMS CSA demonstrated transparency when sharing information to create this report.

6-16: No alternative governance structure options specific to EMS CSA were identified.

7. FAIRVIEW FIRE PROTECTION DISTRICT

AGENCY OVERVIEW

BACKGROUND

Established in 1938, the Fairview Fire Protection District (FFPD) is an independent special fire district in Alameda County; organized under the provisions of the California Health and Safety Code. The principal act that governs the District is the Fire Protection District Law of 1987. The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property. Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.[118]

Fairview is a unique, semi-rural community located in the urban-wildland interface between the San Francisco East Bay's densely populated coastal communities and open spaces hills.[119] The District provides fire protection services to the Fairview and Five Canyons communities. According to FFPD's 2019-2024 Strategic Plan, the District serves approximately 14,000 residents and contains wildland areas, single-family homes, multi-family residential complexes, elementary schools, agriculture, and equestrian areas[120].

FFPD has contracted with the City of Hayward since 1993 to provide fire protection and emergency medical services within the boundaries of the District. Services provided by FFPD through its contract with the City include fire prevention through code enforcement and education, fire suppression, and emergency medical services at the Advanced Life Support (ALS) level. Under the contract, the City of Hayward also takes care of weed abatement complaints within the District.

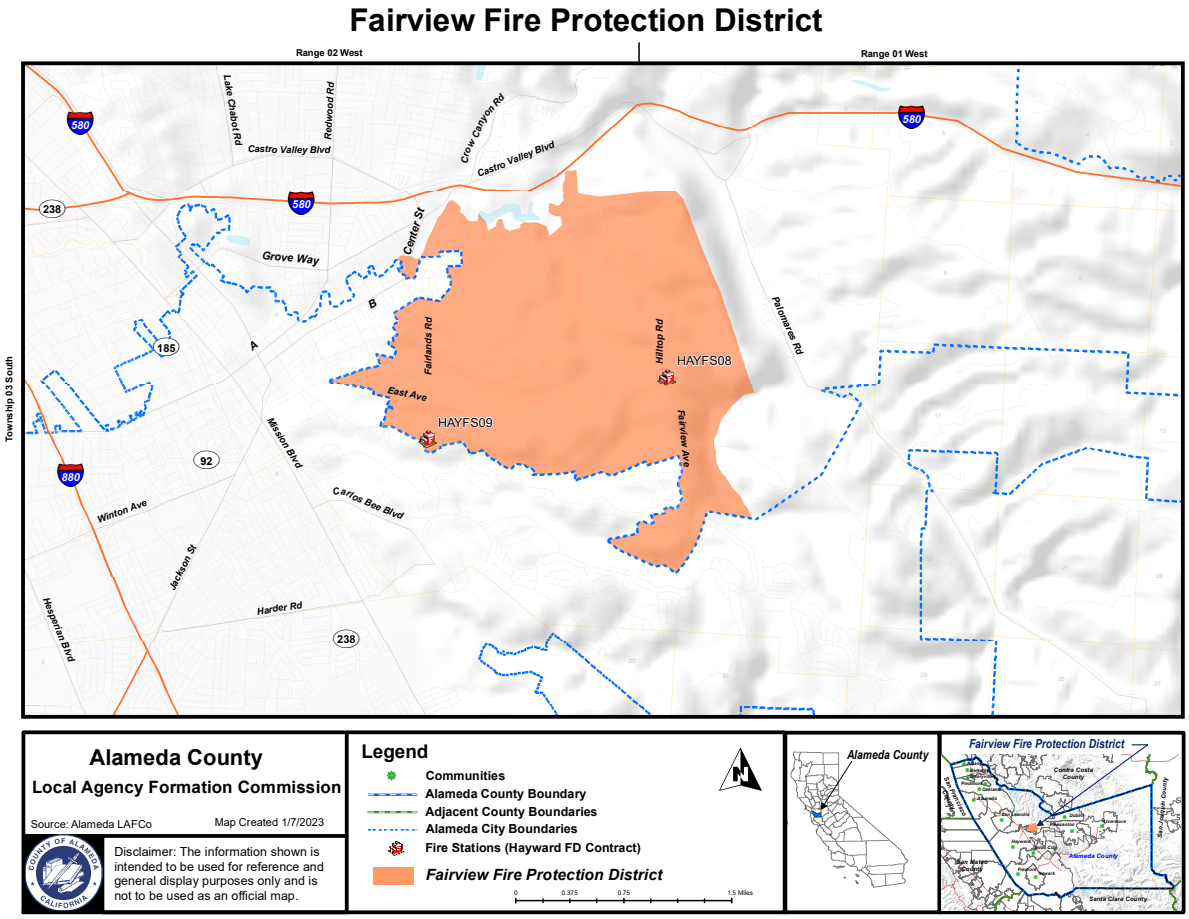
The Fairview Fire Protection District was last reviewed in an MSR Update by Alameda LAFCO in 2013.

[118] Fairview Fire Protection District Municipal Services Review, November 7, 2013 p.2.
[119] Fairview Fire Protection District Strategic Plan 2019-2024, p.1.
[120] Fairview Fire Protection District Strategic Plan 2019-2024, p.1.

Boundaries

The Fairview Fire Protection District lies in the Fairview and Five Canyons unincorporated areas just north of the City of Hayward. Most of the area of FFPD is situated in the City of Hayward's sphere of influence (SOI). The FFPD boundary encompasses about 4.2 square miles. Figure 7-1 depicts the FFPD's boundaries.

Figure 7-1: Fairview Fire Protection District Boundaries and SOI



Extra-territorial Services

FFPD, through its direct service provider the Hayward Fire Department (HFD), provides mutual aid assistance to neighboring jurisdictions and participates in the California Emergency Management Agency (CAL EMA) strike team to assist the State with wildfires.[121]

[121] Fairview Fire Protection District Municipal Services Review, November 7, 2013 p.2.

Unserved Areas

There are no unserved areas identified in within FFPD's boundaries.

Sphere of Influence

FFPD's SOI was established by LAFCO in 1983 as coterminous with its boundary. In 2013, following the last MSR, LAFCO approved a provisional coterminous SOI with a condition that FFPD report back to LAFCO on the status of its strategic plan.[122]

In November 2014, the Commission confirmed the provisional coterminous SOI, due to LAFCO's continued concerns that FFPD's strategic plan did not contain any information about how the plan would be implemented.[123] As a condition of the provisional SOI, LAFCO requested that FFPD report back to the Commission in a year on progress made in implementing the strategic plan.

In 2016, after a review of FFPD provided information, the Commission confirmed its ongoing concerns "with the governance and administration of the District, that it failed to adhere to public agency formalities, lacked necessary administrative policies and procedures, or failed to follow existing administrative policies and procedures." At that time, given the aforementioned concerns, the Commission approved the District's request to remove the provisional status of the coterminous SOI with the following conditions: [124]

- Within nine months of LAFCO's approval of a coterminous SOI, the District will complete a management audit and provide evidence to LAFCO that it has updated its Policies and Procedures document to include a policy describing the District's management structure.
- The District will provide evidence to LAFCO that it has updated its Policies and Procedures document to specify the District's policies and procedures regarding the provision of fire protection services including the process for selecting and evaluating a service provider in conformance with the results of the management audit.
- Prior to the expiration of the District's current Fire Protection Services Contract with the City of Hayward, the District will provide evidence to LAFCO that the performance of the District's contractors has been evaluated in conformance with the results of the management audit.

[122] Alameda LAFCO Resolution No. 2013-13.
[123] Alameda LAFCO Resolution No. 2016-05.
[124] Alameda Local Agency Formation Commission, Resolution NO. 2016-05 p.2.

- The District will produce an annual report to be distributed to all registered voters and property owners within the district boundary and posted on the District website to provide constituents with information about district activities and achievements.
- LAFCO will initiate a municipal services review of the District two years after LAFCO approval of the coterminous SOI to evaluate the District's administrative structure and governance transparency, as well as other factors required by Government Code Section 56430.

The District reports that a letter including the result of the management audit was sent to LAFCO on 03/01/2017. Additionally, FFPD has made efforts to comply with LAFCO's conditions set forth in 2016 by adopting appropriate policies and procedures, annually evaluating its contract service provider, and producing an annual report for residents. The District continues to prepare an annual newsletter to its constituents reporting on district activities and achievements.

FFPD received the California Special Districts Leadership Foundation Certificate of Transparency in 2020 and 2023.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

FFPD is governed by a five-member Board of Directors who serve staggered four-year terms. The Board of Directors must reside within the District and are elected at-large by registered voters. Any resident of FFPD can participate in meetings, activities, and run for board seats during election cycles or when a vacancy is created by a resignation. Current board member names, positions, and term expiration dates are shown in Figure 7-2.

Regular Board meetings are held every other month, typically on Monday evenings near the last Monday of the month. Residents can refer to the meetings and events calendar page on FFPD's website for board meeting dates. Meeting agendas can be found on the event calendar, which lists all present and past Board of Director meetings. Agendas are also posted at all Fire Stations and via email to citizens who are on FFPD's mailing list. Meeting minutes and videos of the meetings are also archived on the website.

Residents can attend the meeting in person at Station 8, online using the Zoom link, or listen to the meeting by phone by calling on one of the numbers provided on the agenda packet. During public comment, each speaker is allowed three minutes. Residents can write the Board at least one week before the next board meeting to suggest items for the scheduled agenda for board discussion and deliberation.

Figure 7-2: Fairview FPD Governing Body

GOVERNING BODY					
Manner of Selection	Elections at large.				
Length of Term	Staggered 4 years				
Meetings	Every other month, typically on Monday evenings near the last Monday of the month. Fire Station 8 25862 Five Canyons Parkway Castro Valley CA 94552				
Agenda Distribution	Posted online, at all fire stations and via email.				
Minutes Distribution	Posted online.				
BOARD MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Melissa Dimic		Board Member, President	2024	Elected	4 Years
Michael Justice		Board Member, Vice President	2026	Elected	4 Years
Sarah Choi		Board Member	2024	Elected	4 Years
Mark McDaniel		Board Vice President	2024	Elected	4 Years
Robert "Bob" Clark		Board President, Treasurer	2026	Elected	4 Years
CONTACT					

Contact	Mike Preston, General Manager
Mailing Address	25862 Five Canyons Parkway, Castro Valley, CA
Phone	510-583-4940
Email/Website	mike.preston@fairviewfiredistrict.org

FFPD participates in community outreach events through its service agreement with HFD, including Fire Prevention Week, Great Shakeout (earthquake drills at work, school, or home), and Community Emergency Response Team (CERT) training classes at no charge to Fairview & Five Canyons residents. The District also conducts outreach through its annual newsletter.

All five members of the FFPD Board have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency with their economic interests.

FFPD has adopted a conflict-of-interest code as lawfully required, and by which the District must abide.

All complaints concerning FFPD are handled by the General Manager. If of an operational nature, they are forwarded to the

Fire Chief for resolution with General Manager monitoring contract compliance if relevant. Any member of the public can submit complaints at board meetings or individually to the FFPD Board President and Directors.

There is also legislation in effect to help ensure special districts adhere to accountability standards. One, California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. Similarly, the Special District Transparency Act of 2018 (SB 929, Government Codes §6270.6 and §53087.8) indicates that special districts have websites in use by January 1, 2020, per the Brown Act, and requires how the publicly available information be displayed. FFPD is in compliance with each of these regulations.

FFPD has exceeded these requirements and attained the Certificate of Transparency from the California Special Districts Association by meeting not only legal mandates but also several best practices to ensure transparency and accountability to its constituents.

FFPD demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

FFPD states that its mission is to provide rapid, effective responses to fire, medical, and hazardous material emergencies; to encourage safety and prevention through risk assessment, education, and outreach.

FFPD employs a part-time general manger to oversee administration of the District. Other services, such as legal counsel and bookkeeping, are provided by contract. The ~~City of Hayward FD~~HFD personnel manage the day-to-day operations of FFPD, including administrative, and all fire protection and other services. For more information regarding the ~~City of Hayward FD~~HFD and its staffing and management, refer to Chapter 14.

The Hayward Fire Chief and/or the Chief's designees attend regular FFPD Board meetings to inform the Directors and the public on emergency responses made and items needing attention in FFPD. FFPD receives quarterly written reports from the Hayward Fire Chief on significant emergency incidents, response times, fire prevention activities and standards of coverage benchmarks in FFPD. FFPD also conducts an annual review of the contract provider's services rendered. FFPD extended its services contract with the Hayward Fire Department for an additional five years on July 1, 2021.

While FFPD does not conduct benchmarking with other similar providers, it compiles an annual newsletter outlining workload metrics of the District for the year, education on services provided, and reports of achievements and accomplishments. Additionally, the District conducts an annual review of its contract provider, a component of which is assessment of the contractor's performance based on identified benchmarks.

FFPD's financial planning efforts include an annually adopted budget and annual audited financial statements. Additionally, in 2018 the Board established the first Financial Reserve Policy that secures the financial future of the District. [125]

[125] Fire Protection Services Contract 2021-2026
https://drive.google.com/file/d/1X5KVZCpGPNXfks5OIVy9J1MnB69ZcteQ/view, p.7.

Furthermore, in 2014 the District Board adopted the first Strategic Plan. The most recent five-year strategic plan was adopted in 2019. The Board reviews this Plan annually as part of its annual budget process. The General Manager prepares a report by May of each year on the status of the Board's metrics and strategic tasks, so the Board can update the plan and propose any tasks to emphasize in the upcoming fiscal year. The Board adopts updates to the Plan by June each year, so the budget document can reflect any funding changes needed to complete these tasks.[126]

All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year unless the County Board of Supervisors has approved a biennial or five-year schedule. In the case of FFPD, the District must submit audits annually. The District has submitted its audit to the County for FY 22 within the required 12-month period.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

FFPD's boundary area is approximately 4.2 square miles. The County is the land use authority for the unincorporated areas. Land uses within the District are primarily residential.

Current Population

According to FFPD's 2019-2024 Strategic Plan, the District has approximately 14,000 residents.

Projected Growth and Development

According to the Association of Bay Area Governments (ABAG) growth projections for the East Alameda County superdistrict, which FFPD is in, the average annual growth rate (AAGR) through 2050 is 1.73 percent. Using the superdistrict's AAGR and FFPD's 2019 population estimates, it is anticipated that FFPD's population will reach roughly $23,825 by 2050.

[126] Fairview Fire Protection District Strategic Plan 2019-2024, p.1.

FFPD reports that based on the aging of the District's population, there is anticipated growth in the need for EMS and paramedic services. An increase in population and higher-density housing has caused an additional increase in call volume. [127]

Growth Strategies

The Hayward Fire Department integrates FFPD's service area into its short- and long-term planning. FFPD's Board reviews issues identified in HFD's forecasting as part of the annual review of the District Strategic Plan.[128]

Disadvantaged Unincorporated Communities

No present or probable need for public facilities and services of any disadvantaged unincorporated communities within the existing FFPD SOI was identified since, based on Census Designated Places, Alameda LAFCO has determined that Alameda County had no disadvantaged unincorporated communities that met the basic state-mandated criteria.

Financial Ability to Provide Services

Financial Ability to Provide Services

FFPD has the financial ability to continue to provide services. The District has maintained a high level of reserves, and until recently has received revenues exceeding expenditures. The District has no long-term debt or pension obligations.

Revenues and Expenditures

The District has generally balanced its budget and created a surplus to augment its reserves; as reported by the District, its budget "is approved annually by Board and does not exceed projected revenues for same year. Any unplanned expenditures outside this budget plan must be approved by Board. District has long history of ending each fiscal year with budget surplus."[129] The FY2021-22 adopted budget showed a minor projected shortfall of ($76,000).

Historically, property taxes "provide most of the funding for the FFPD, with other revenue sources including a special tax for basic emergency medical services (EMS), a First Responder Advanced Life Support reimbursement, and interest income."[130] The EMS tax rate was $5.29

[127] Fairview Fire Protection District, SoGo Survey Responses, November 2021.
[128] Fairview Fire Protection District, SoGo Survey Responses, November 2021.
[129] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[130] FFPD website, accessed 7/6/2022 at https://www.fairviewfiredistrict.org/.

per parcel adjusted annually by the change in Bay Area CPI; the tax was established by voter approval of Measure P in June of 1997.[131] The First Responder Advance Life Support reimbursement was terminated countywide in 2018 or 2019.

Revenue growth averaged about 2.5 percent from FY2017-18 through FY2021-22 slightly below expenditure growth over the period averaging 4.3 percent.

The District prepares long-term budget forecasts as part of its strategic planning process. The District has implemented several cost containment strategies including "integrated ceiling to annual inflation adjusted cost increases in contract for service with Hayward Fire Department. Restructured Insurance portfolio to reduce annual premiums 40 percent~~%~~. Eliminated cost for dispatch service provided by County while maintaining service."[132]

Reserves

The District fully funds its reserve targets. The District has adopted a policy of assigning funds into an operating reserve equaling 10 percent~~%~~ of its operating budget and an emergency reserve equaling 85 percent~~%~~ of its operating budget.[133] Both reserves are currently fully funded. The funded amounts represent a high level of reserves. The District notes that "a Capital Replacement plan is funded annually by contribution outlined in annual budget to replace all equipment and facilities when needed."[134]

Pensions and Other Post-Employment Benefits (OPEB)

The District provides no pensions or OPEB, but contracts with the City of Hayward for fire protection services which include employee pensions and OPEB.

Leases and Long-term Debt

The District has no leases or long-term debt.

Equipment and Facility Assets

The District's total asset value of $2.7 million at the end of FY2020-21 consists primarily of vehicles and equipment; depreciation has reduced net capital asset value to $1.2 million, or about 44 percent of total value indicating aging of its assets.

[131] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[132] nse to Alameda Fire and EMS MSR Follow-up Questionnaire.
[133] FFPD Basic Financial Statements, June 30, 2021, pg. 5.
[134] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.

Fire Services

Service Overview

FFPD contracts with the City of Hayward to provide fire protection, hazardous materials removal, emergency medical and paramedic services, auto accident rescue, natural disasters rescue, safe surrender service, and animal rescue within the boundaries of FFPD. Under the contract, ~~Hayward FD~~HFD also takes care of weed abatement throughout all visible land within the FFPD boundary area.

Prior to the contract with Hayward in 1993, first response to structure fires in FFPD was provided by the District itself with two fire engines and a volunteer force, often requesting mutual aid from the City of Hayward. FFPD did not have sufficient resources to provide its own services. By contracting with the City of Hayward, fire service was reported to have greatly improved due to full access to HFD's resources. Figure 7-3 details the services provided by the HFD. If another agency offers a service, it is indicated in the figure.

Figure 7-3: Fairview FPD Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Hayward Fire Department
Wildland Fire Protection	City of Hayward Fire Department
Vehicle Fire Protection	City of Hayward Fire Department
Ladder Truck Capabilities	City of Hayward Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	N/A
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	N/A
Advanced Life Support – Non-Transport Provider	City of Hayward Fire Department
Advanced Life Support Transport Provider	Falck Ambulance
Continuing Education Provider – Medical	City of Hayward Fire Department
Air Ambulance Transport Helicopter Services	Calstar

Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	City of Hayward Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Hayward Fire Department
Fire Safety Education – Adults/Seniors	City of Hayward Fire Department
Juvenile Firesetter Prevention Program	City of Hayward Fire Department
Fire and Life Safety Business Inspection Program	City of Hayward Fire Department
Fire Protection Planning	City of Hayward Fire Department
New Commercial Construction Plan Reviews	City of Hayward Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Hayward Fire Department
Home Fire/Safety Inspections	City of Hayward Fire Department
Fire Origin and Cause Investigations	City of Hayward Fire Department
Fuel Reduction/Weed Abatement Program	City of Hayward Fire Department
Smoke Detector Giveaway/Installation Program	City of Hayward Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	City of Hayward Fire Department
Water Rescue Program	City of Hayward Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	City of Hayward Fire Department
Helicopter Short/Long Haul Rescue Capabilities	CAL FIRE/California Highway Patrol
Response to Boating Accidents	City of Hayward Fire Department
Rescue Dog Services	City of Hayward Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Hayward Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	City of Hayward Fire Department
Mobile Incident Command/Communications Unit	City of Hayward Fire Department
Fill Station for Self-Contained Breathing Apparatus	City of Hayward Fire Department
Mobile Breathing Support Unit	City of Hayward Fire Department
Community Emergency Response Team	City of Hayward Fire Department

Chaplain Services	N/A
Training Academy	City of Hayward Fire Department
Emergency Operations Center Capabilities	City of Hayward Fire Department
MISCELLANEOUS	
Public Service Assists	City of Hayward Fire Department
Motor Vehicle Accident Response	City of Hayward Fire Department
Welfare Checks	City of Hayward Fire Department
Public Safety Answering Point	Alameda County Sheriff's Department
Fire/EMS Dispatch	City of Hayward Fire Department
Fundraising Activities	N/A
Firefighters Association – Non-Profit	City of Hayward Fire Department
Auxiliary Association	N/A

Collaboration

Refer to Chapter 14 for details on existing City of Hayward Fire Department collaborations.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE focuses its services on wildland areas defined as State Responsibility Areas (SRA). For FFPD, much of the area is designated as a high fire hazard severity zone, which is a SRA and served by CalFire.[135]

Existing Demand

In 2020, there were approximately 870 calls for service within FFPD. Of those, 664 or 76 percent were for emergency medical services. The remainder involved fire, motor vehicle, false alarm, and other types of incidents. Figure 7-4 shows calls received by type.

From 2013-2020, the number of service calls have been increasing steadily before slightly decreasing in 2020 compared to 2019, from 909 to 870 calls. The highest number of service calls was received in 2019 (909), while 2013 had the lowest number of service calls (636). Figure 7-5 illustrates the total number of service calls received within FFPD during 2013-2022.

Figure 7-4: FFPD Calls by Type

[135] Alameda County State Responsibility Area Fire Hazard Severity Zones. November 21, 2022.

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE							
	EMS	Motor Vehicle	False Alarm	Fire / Hazardous Material	Misc. Emergencies	Misc. Non-Emergencies	Total Calls
FFPD	664	9	55	31	29	82	870

Figure 7-5: FFPD Service for Services (2013-2020)

FIRE AND EMERGENCY SERVICE CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
FFPD	636	663	650	704	711	826	909	870

Staffing

The minimum staffing levels at each station is three personnel — one Captain, one Apparatus Operator, and one Firefighter. At least one of the personnel is an accredited paramedic.

. For training levels and requirements for firefighters, refer to the City of Hayward's section in Chapter 14.

Facilities and Capacity

FFPD is primarily served by Fire Station 8 located in Five Canyons which is staffed by the City of Hayward. In 2000 the County adopted a resolution requiring the District to staff a seasonal Fire Station and install an Emergency Vehicular Access (EVA) from Star Ridge Rd to Hackamore before the title would be transferred to the District. FFPD argued it had met the intent of those requirements by the existence of full-time Fire Station 9 on Second St. The County disagreed and retained title to the station and leases it to the district for $1 per year.

The station was built in 2000 and is in good condition. In 2010, a solar array was installed to the rear of Fire Station 8 which allows FFPD to "sell back" unused electricity to PG&E. Fire Station 8 houses a Type III engine and a Type I engine owned by FFPD. Fire Station 8 also serves as the FFPD Board room.

HFD~~ayward FD~~ staffs a second fire station, Station 9, in the District located at 24912 Second Street, Hayward, CA just inside of FFPD boundaries. Its strategic location, according to FFPD and the Hayward Fire Chief, increases the service level and response capabilities within the District by about 25 to 35 percent.

In addition, FFPD still has ownership of its old fire station on Fairview Avenue built in 1938, which is currently inactive. The old station is not staffed and is used primarily for equipment storage and training.

The Fairview Fire Protection District owns the following six firefighting vehicles, and the Hayward Fire Department provides maintenance.

- Engine 605 Type VI – 2008 Ford F550 4 x 4 at FS2 reserve
- Engine 609 Type VI – 2020 Ford 550 4 x 4 at FS9
- Engine 308 2020 Type III Engine, International/Boise Mobile Equipment at FS8
- Engine 8 2014/Type I Engine/Pumper, Manufacturer: Seagrave at FS8
- Engine 303 2009 Type III Engine, Westmark/International at FS3 reserve
- Ranger Crew XP 1000, 2021 Polaris (off-road rescue) at FS8

Figure 7-6: FFPD Facilities

FAIRVIEW FIRE PROTECTION DISTRICT FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 8	25862 Five Canyons Parkway, Hayward, CA 94552	City of Hayward	1998	Good
Station 9	24912 Second Street, Hayward, CA 94541	City of Hayward	1998	Fair
Old Station 8	24200 Fairview Avenue, Hayward CA, 945411	City of Hayward	1938	Poor

Dispatch and Communications

There are a few ways FFPD utilizes its social media outlets, Twitter and Facebook, to communicate with residents and transmit important health and safety information. FFPD also uses AC Alert, a unified system for Alameda County residents, which provides critical information quickly in various situations, such as earthquakes, fires, severe weather, unexpected road closures, missing persons, and evacuations of buildings or neighborhoods. AC Alert has replaced the CodeRED alert system in Hayward and the Fairview Fire Protection District effective July 1, 2019.[136]

[136] AC Alert – New Mass Alert System, https://www.fairviewfiredistrict.org/sign-up-emergency-notifications/August 09, 2020.

Additionally, in 2017, FFPD launched a new WordPress mobile-friendly website that includes an entire "Community Resources" section for residents to find relevant information related to emergency services and disaster preparation.

The Primary PSAP (Public Safety Answering Point) is by state law the answering point of the agency providing law enforcement service. Thus, the PSAP for FFPD is Alameda County Sheriff's Department because the Sheriff provides law enforcement service to the area. ACCREC is a Secondary PSAP.

If the call is medical-related, it is transferred to ACCREC (for emergency medical instructions and Ambulance dispatch) & the Hayward Police Department (the PSAP for HFD to get a fire department response). The Hayward Police Department may also transfer caller information it gathers to ACCREC. If the call is not medical, it is transferred to HPD for the fire department response.

Status of, and Opportunities for, Shared Facilities

FFPD practices facility sharing through its contract with the ~~City of Hayward FD~~HFD, which makes use of the District's facilities and vehicles in the provision of services within its boundaries. The District has not identified any future opportunities for further facility sharing.

Infrastructure Needs

FFPD did not report any infrastructure needs. However, HFD reported that upgrades estimated to cost around four to six million are needed at Station 8. The District reports this upgrade will be funded by the Capital Replacement fund which receives an annual contribution from the budget.

According to the FY 23 adopted final budget, the District has a capital budget of $409,821 for apparatus replacement, equipment replacement, and facility capital improvements. Furthermore, the adopted budget includes a budget of $5,000 for upkeeping the old Fire Station 8.[137]

HFD also indicated that Station 9 needs to be replaced with an industry-standard fire station at the same location. [138] FFPD has no financial responsibility for Station 9.

[137] Annual District Budget-FY2022/23, p.1-2.
[138] City of Hayward, SoGo Survey Responses, November 2021.

Challenges

Refer to the City of Hayward Fire Department section in Chapter 14 for detailed discussions about the various challenges reported by the Department.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service. The applicable response time measure for the City of Hayward and thus FFPD is shown in Figure 7-7.

Figure 7-7: FFPD Response Time Policy

RESPONSE TIME POLICY FOR FFPD	
Agency Name	Single Unit Incident
FFPD	Arrive at the scene within 5 minutes and 50 seconds of a 9-1-1 call 90 percent of the time. The first alarm assignment arrives in 8 minutes.

The District utilizes the National Fire Protection Association (NFPA) 1710 Standard requirement for the first unit to arrive on scene within five minutes and 50 seconds of dispatch, 90 percent of the time, while the first alarm assigns the time the dispatch center alerts the responding units to the time resources are on scene. According to FFPD, response times are measured monthly and reported by Hayward at each Regular FFPD Board Meeting.[139] As of 2020, response times for Engine 8 was 3 minutes 38 seconds, while Engine 9 had a response time of 3 minutes 17 seconds, indicating that FFPD, through ~~Hayward FD~~HFD service delivery, is meeting the established response time goals.

The Insurance Service Office (ISO) classifies fire services in the communities as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. FFPD has an ISO rating of 2.

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

[139] FFPD Fire Services Provider Evaluation. p.1.

Governance Options

The Fairview Fire Protection District (FFPD) provided direct fire and paramedic service to the unincorporated Fairview community for 55 years and has relied on contract service since 1993. The independent special district was formed in 1938. Since contracting with the City of Hayward for fire and paramedic services in 1993, the District has not provided direct fire services. In 1996, LAFCO commissioned an independent study to review the Fairview Fire Protection District, along with various governmental structure options. That report found: 1) the two services providers (City of Hayward and ACFD) were generally comparable in terms of fire protection service capabilities in the Fairview area; 2) the emergency medical service differential (in 1996) weighted the reorganization decision in favor of the ACFD; 3) District dissolution would not significantly inhibit practical public access and input to decisions actually affecting service costs and service levels in the Fairview area; and 4) the public service costs were substantially similar under either organization. Subsequently, the issue of dissolution was submitted to the voters as an advisory measure. The Advisory ballot measure gave voters two options — dissolution and ACFD becoming service provider or no dissolution, which would result in FFPD continuing its contract with HFD. The Directors had previously opted to contract with HFD as they had begun to implement Paramedic services and were logistically better positioned to serve the area. District voters rejected the dissolution measure in 1996.[140]

Reorganization of Fairview FPD continues to be an option, although multiple prior reviews of reorganization did not result in any changes in organization. The district remains the sole independent fire protection district in the County and contracts out for services with the City of Hayward Fire Department. When last reviewed in 2013, district residents were vocally opposed to the consideration of reorganization. Because the District does not provide any direct services but rather administers a contract for service provision, certain operating and administrative expenses could be avoided by dissolving FFPD and having another existing service provider take on governance and operations of fire service in the area. The most feasible and likely most beneficial option is the annexation of FFPD's territory by ACFD and continued contract services by the City of Hayward. Residents could retain the service provider they prefer, and savings could be achieved with a management layer and election costs eliminated through government reorganization.

During the 2013-2016 MSR and SOI updated process for FFPD, several deficiencies and concerns were identified by LAFCO resulting in conditions placed on the most recent

[140] Alameda LAFCO, Public Safety MSR, 2004, p. 72.

affirmation of the District's coterminous SOI in 2016. Alameda LAFCO commission had expressed concerns about FFPD's governance and administration of the District, indicating that upon reviewing several of the District's documents that it failed to adhere to public agency formalities, lacked necessary administrative policies and procedures, or failed to follow existing administrative policies and procedures. As a result, the Commission approved the current coterminous SOI with various conditions, including requiring the management audit, retaining professional staff, determining criteria for selecting and evaluating contractors, including the fire services provider, adopting and distributing to the public an annual report, and reporting back to LAFCO six months after adoption of the SOI resolution.

It appears as though the District has met all of the conditions outlined by LAFCO at that time. The District has made great efforts to greatly enhance the level of services provided and highlight the value added by FFPD's service structure.

This report reaffirms that there are duplications of governance and management efforts as identified in 2013. However, with the improvements made over the last decade, there does not appear to be an impetus to dissolution at this time if the District's residents do not support it.

Fairview Fire Protection District Determinations

Growth and Population Projections

7-1: According to Fairview Fire Protection District's (FFPD's) 2019-2024 Strategic Plan, the District has approximately 14,000 residents.

7-2: Based on the East Alameda County superdistrict population AAGR and FFPD's 2019 population estimates, the population within FFPD is anticipated to reach 14,075 by 2050.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

7-3: FFPD does not have any Census Designated Places that meet the LAFCO-adopted policy defining DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

7-4: Given the low response times within FFPD's service area, it is apparent that the existing staffing, facility, and financial capacity satisfy the needs of the community and will accommodate the minimal anticipated growth.

7-5: Based on quarterly and annual reports provided by HFD~~ayward FD~~, FFPD's annual review of its contractor, response times, and the ISO rating, FFPD's level of service is considered adequate.

7-6: HFD reported that upgrades estimated to cost around four to six million are needed at Station 8 and Station 9 needs to be replaced with an industry-standard fire station. Neither the source of financing nor the timeline was identified to address these needs. The District has a capital budget for FY 23 of $409,821 for apparatus replacement, equipment replacement, and facility capital improvements.

Financial Ability of Agencies to Provide Services

7-7: FFPD has the financial ability to continue to provide services. Although expenditures have been growing at a rate slightly above revenue growth, the District has maintained a high level of operating, emergency, and capital reserves.

Status of, and Opportunities for, Shared Facilities

7-8: FFPD practices facility sharing through its contract with the ~~City of~~ H~~ayward~~ FD, which makes use of the District's facilities and vehicles in the provision of services within its boundaries.

7-9: FFPD has not identified any further facility-sharing opportunities.

7-10: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operations Efficiencies

7-11: FFPD abides by all legislative obligations for accountability and governance practices.

7-12: FFPD demonstrated transparency when sharing information to create this report.

7-13: Regarding governance structure alternative for FFPD, last reviews have identified duplication of governance and administration for the area.

7-14: During the last MSR and SOI Update (2013-2016), the LAFCO Commission identified management concerns regarding FFPD's governance and administration and outlined several requirements upon SOI resolution. FFPD has made efforts to address these concerns including updating its Policies and Procedures to include Fire Services Provider Evaluation policy, Purchasing and Procurement policy, and Governance policy. Additionally, FFPD prepares an annual newsletter to its constituents reporting on district activities and achievements.

7-15: While this review affirms governance duplications, there does not appear to be an impetus to pursue the dissolution of the district unless otherwise supported by the residents.

8. CITY OF ALAMEDA FIRE DEPARTMENT

Agency Overview

Background

The City of Alameda provides a full suite of municipal services to its constituents, including fire suppression and emergency medical services.

The City is located in the East Bay region of the San Francisco Bay area, approximately seven miles east of San Francisco. It is seated south of the City of Oakland, across the Oakland/Alameda Estuary.

Beginning in the late 1840s, the California Gold Rush spurred the arrival of many new residents to this region, including what would become the City of Alameda. Originally, the City was part of a peninsula that had been purchased by two entrepreneurs. At that time, they then decided to sell this land as residential tracts and orchards. Throughout this transformation, the Town of Alameda was one of three settlements which were established. Alameda was in the east, with Encinal in the center of the peninsula and Woodstock in the west.

By 1954, the Town of Alameda became a charter city and together, the three settlements were incorporated in 1872 under one local government.

Throughout the 1860s, the population in the area began to grow with the arrival of a passenger train, subsequently contributing to a thriving downtown, visitors to beach resorts, and the rise of other commercial districts. In 1902, the Tidal Canal was dredged which turned the City of Alameda into an island and increased water transportation access. This also impacted the area's industrial development as shipyards were constructed in coastal areas.

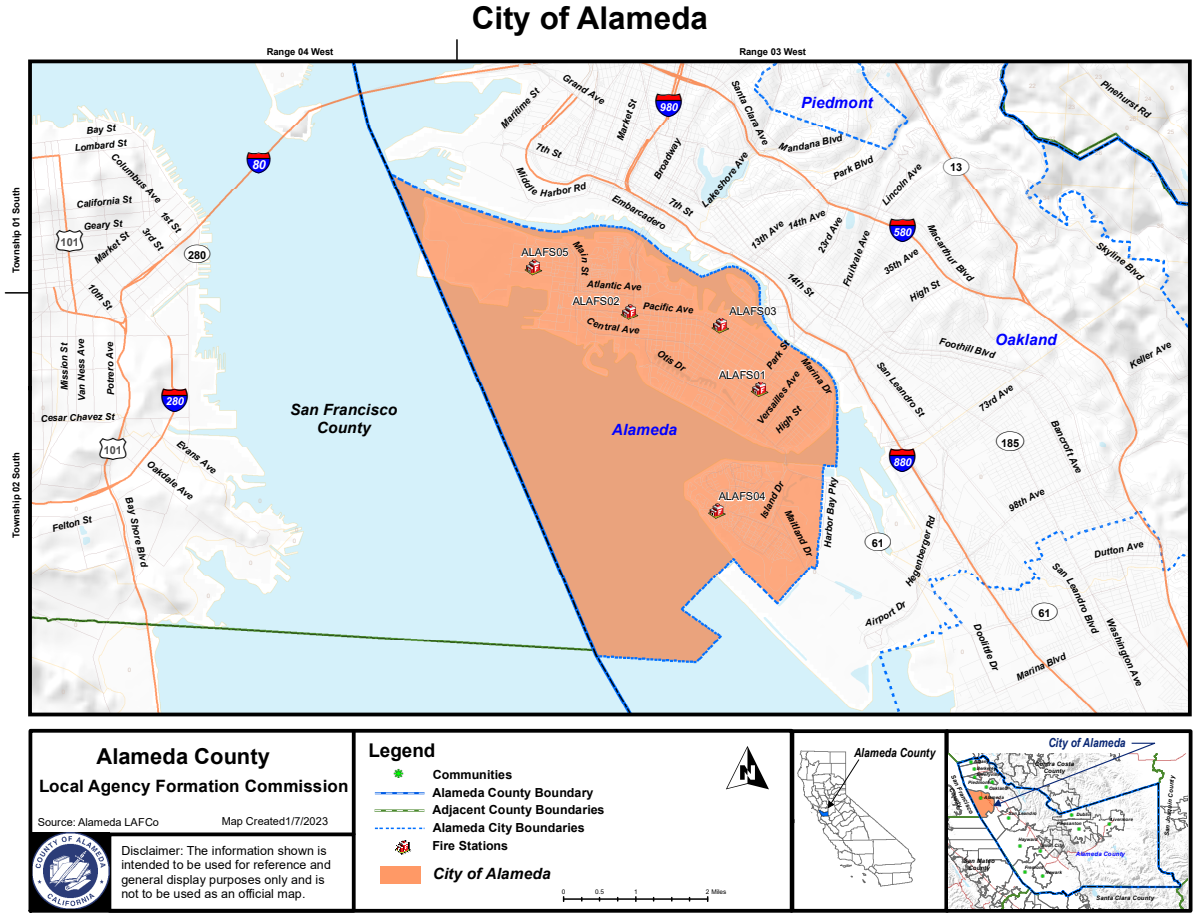
Today, the City of Alameda is a flourishing, mixed-use community with a population of roughly 78,000 people.

This MSR for the City of Alameda exclusively discusses fire protection, emergency medical, and related services. The City was included in an MSR Update by Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021.

Boundaries

The City of Alameda encompasses 10.61 square miles, including Alameda Island and Bay Farm Island. It is an island city in the San Francisco Bay, approximately seven miles east of the City of San Francisco, and is separated from the mainland by an estuary. It is directly west of Interstate 880 and less than one mile south of the City of Oakland. Bay Farm Island is adjacent to the Oakland International Airport, which creates the City's southeast boundary. Bay Farm Island is technically a peninsula and is also bordered by the estuary in the east and the San Leandro Bay to the north. Figure 8-1 depicts the City's boundaries, which are coterminous with the service area for fire suppression and emergency response.

Figure 8-1: City of Alameda Boundaries and SOI



Extra-territorial Services

The City of Alameda does not provide services outside of its boundaries. It does, however, have mutual and automatic aid agreements within and outside of the County for fire protection and emergency service response.

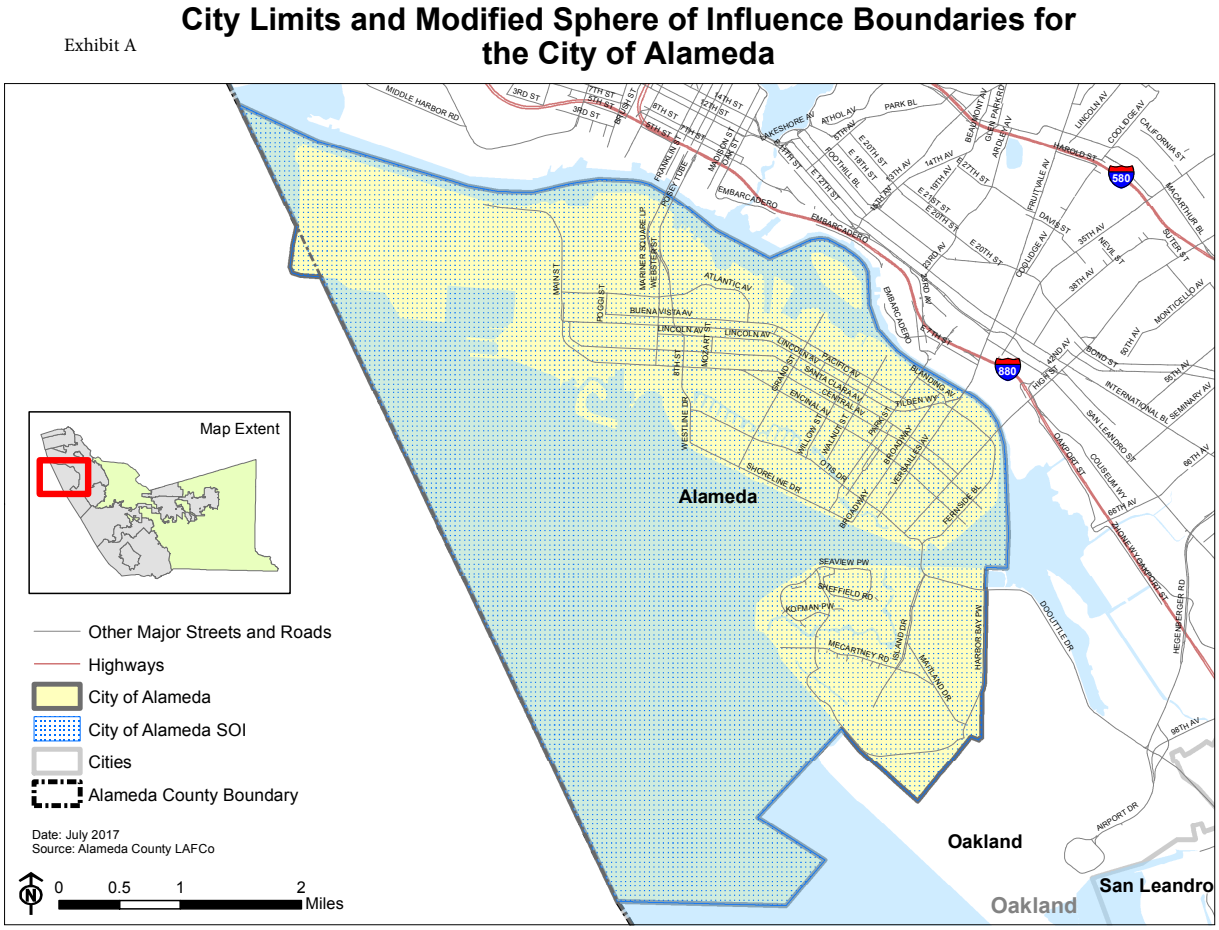
Unserved Areas

There are no unserved areas identified in the City of Alameda. The City is able to provide service throughout its bounds.

Sphere of Influence

During the last SOI Update in 2018, the LAFCO expanded the City of Alameda's sphere of influence to include a small portion of the City and County of San Francisco that is contiguous to the City of Alameda rather than that of San Francisco, which is across the Bay, as shown in Figure 8-2. At the time of the update, LAFCO recommended that the City and County of San Francisco pursue a reorganization of the territory to reflect a County boundary change that would allow for it to be annexed to the City of Alameda in the future.

Figure 8-2: City of Alameda Boundaries and SOI



Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Alameda has a government structure with a City Manager, an elected mayor and four council members who serve staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 8-3.

The City Council meets every first and third Tuesday of the month at 7:00pm in the City Hall Council Chambers. Agendas for each weekly meeting, board actions and meeting minutes are available at the City Clerk's office and online. Through the City's website, the public has access to the meetings via livestream or archived videos for viewing online at their convenience.

Figure 8-3: City of Alameda Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large.
Length of Term	4 years
Meetings	1st and 3rd Tuesday of the month at 7pm City Hall 2263 Santa Clara Ave. Council Chambers 3rd Floor Alameda, CA 94501
Agenda Distribution	Posted online and at the City Clerk's office.
Minutes Distribution	Posted online.

CITY COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Marilyn Ezzy Ashcraft	Mayor	2026	Elected	4 Years
Tony Daysog	Vice Mayor	2026	Elected	4 Years

Tracy Jensen	Councilmember	2026	Elected	4 Years
Trish Herrera Spencer	Councilmember	2024	Elected	4 Years
Malia Vella	Councilmember	2024	Elected	4 Years

CONTACT	
Contact	Cody Moxley, Division Chief
Mailing Address	1300 Park St., Alameda, CA 94501
Phone	510-755-7006
Email/Website	cmoxley@alamedaca.gov, alamedaca.gov

The City of Alameda participates in community outreach events such as annual city festivals, holiday activities, job fairs, and community educational programs. The City's Fire Department also takes part in specific fire prevention and emergency safety programs available to City of Alameda residents as well.

All five members of the City of Alameda's City Council have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency with their economic interests.

There is also a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Alameda or any of its employees are investigated, and a response is provided to the complainant. Constituents are able to file complaints in a number of ways, including online, through the SeeClickFix program, and by phone. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website, such as linking directly to City Council agendas without the use of secondary links or drop-down menus. The City of Alameda complies these regulations.

The City of Alameda demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the annual budget and General Plan.

The City develops a biennial budget, overseen by the City Manager's office and the Finance Department, with input from each department, including the Fire Department. The budget process is intended to reflect departmental goals as well as existing and proposed service levels and follows general accounting best practices.

The Fire Chief oversees the following six divisions, providing leadership and management overall: Administration, Emergency Operations, Emergency Medical Services, Training, Disaster Preparedness, and Fire Prevention.

The Administration Division of the Fire Department, under the Fire Chief's lead, is responsible for personnel and finances. It is the ultimately the Fire Chief's duty to foster employee development and provide direction for the department and evaluating its effectiveness. The City has indicated that staff performance appraisals are conducted annually and that they have been completed for FY 23.

To ensure fire service efficiency and effectiveness, the City of Alameda Fire Department (AFD) has set general policy goals and objectives in its planning documents. AFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and disasters throughout the City. The primary objective is to minimize risk for loss of life, personal injury, property damage, and environmental degradation due to fire hazards through effective response, preparedness and prevention.

AFD's overall finances are overseen by the City's Finance Department with budgetary approval given by the City Council. The City's financial planning documents include a biennial budget, a capital improvement budget, and a Comprehensive Annual Financial Report (CAFR). In addition, AFD has financial statements audited annually.

AFD also abides by the City's March 2019 Emergency Operations Plan.

Fire department staffing needs are reviewed based on population growth, development plans, and budgetary considerations. Employee turnover and attrition is also analyzed in order to meet hiring demands. Response times and response levels are tools for measuring satisfactory service levels.

A critical component of the City of Alameda's planning is its Climate Action and Resiliency Plan (CARP). This serves as a guiding document focused on ways in which the community and City can reduce greenhouse gas emissions, meeting the City's long-term climate action goals, and promoting a healthy, prosperous community. The City's current plan was adopted in 2019 and outlines the goal of reducing emissions by 50 percent below 2005 levels by 2030 as well as reaching carbon neutrality as soon as possible.[141] Increased wildfire hazard is also a concern as a result of climate change. The CARP outlines strategies to limit its effects such as expanding the alert system and planting trees.[142]

The City also abides by a Climate Adaptation and Hazard Mitigation Plan that aligns with the CARP, the GP and the City's Emergency Management Plan.[143] This planning document is intended to outline necessary actions to reduce or eliminate the risk to human life and property caused by natural hazards and those due to climate change. According to the Climate Adaptation and Hazard Mitigation Plan, earthquakes, floods, and rising sea levels pose the largest threats to the City of Alameda's community.[144] The plan envisions an equitable emergency response and defines the strategies and goals needed to protect its assets including a reduction in water consumption with an increase in drought-resistant landscaping, protecting public health from the effects of smoke due to wildfires, and quickly restoring services in the event of an earthquake, for example.[145]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Alameda consists of 10.61 square miles of land or 6,790 acres of predominantly low and medium density residential space. The General Plan outlines four central objectives

[141] City of Alameda, Climate Action and Resiliency Plan, September 2019, p. 18
[142] City of Alameda, Climate Action and Resiliency Plan, September 2019, p. 115
[143] City of Alameda, Climate Adaptation and Hazard Mitigation Plan, June 2022, p. vi
[144] City of Alameda, Climate Adaptation and Hazard Mitigation Plan, June 2022, p.vii
[145] City of Alameda, Climate Adaptation and Hazard Mitigation Plan, June 2022, p. ix-x

pertaining to land use in the City. These goals include maintaining the City's character, strengthening and diversifying its economy, sustainability of its waterfront, and supporting sustainable, high-quality, accessible design.[146]

After a period of growth in the mid-1900s, there was concern about continued development relating to apartment housing. As a result, in 1973 Measure A was passed preventing the construction of multi-unit dwellings and limiting residential density to one unit per 2,000 square feet (21 units per acre) to preserve the City's character and mitigate increased demands on infrastructure.[147] The State requires a General Plan that supports housing for people in all income levels and state law zoning prohibits multi-family housing and residential density exceeding 21 units per acre. In 2022, the City Council approved a new General Plan and Housing Element that removed the Measure A restrictions and supports mixed-use developments in areas such as Alameda Point, the Northern Waterfront, shopping centers, and the main city corridors along Park Street and Webster Street, the City's designated Priority Development Areas.

Additionally, the City of Alameda's waterfront is central to its land use, providing both economic and recreational opportunities while also presenting challenges. Currently, the San Francisco Bay and the City's groundwater are both rising though, and accommodations will need to be made to preserve these areas. Still, the Northern Waterfront and former Naval Air Station land are also designated as Priority Development Areas for the City.

The General Plan guides the development of this land. The Safety Element and the Conservation and Climate Action Element indicate goals and policies relating to fire and emergency services, specifically. Currently, the plan identifies several points to manage the City's wildland interface, mitigate fire hazards in the event of an earthquake, and educate the community for preparedness in case of fire or other emergency.

Current Population

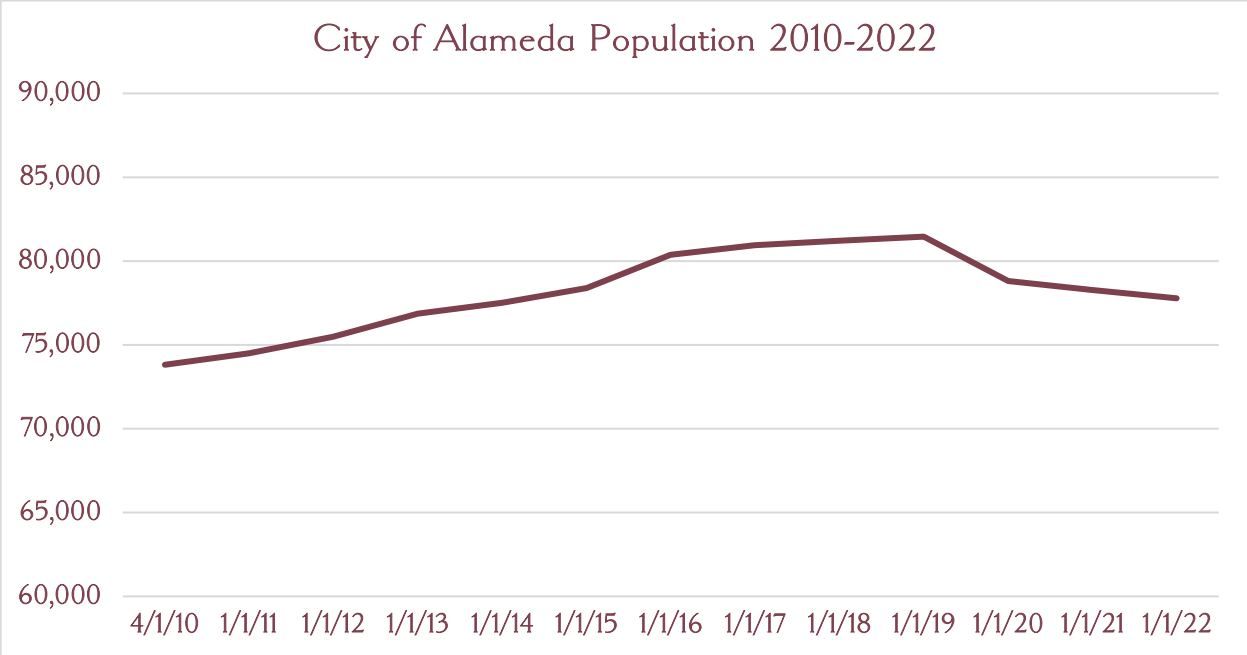
According to the California Department of Finance, the population of the City of Alameda in January 2022 was 77,784. This indicates a ten-year population increase of three percent, or 2,302 since January 2012, as shown in Figure 8-4. US Census data from 2020 demonstrates the diversity of the City's demographics. More than one third of city residents are of Asian descent. This is a noteworthy demographic shift. Beginning in the year 2000, people of color comprised a majority of the City's population, a milestone not expected to be reached by the

[146] City of Alameda, 2040 General Plan, amended 6/7/22, Land Use and City Design, p. 21
[147] City of Alameda, 2040 General Plan, amended 6/7/22, General Plan Organization & Themes, p. 12.

remainder of the country for decades more.[148] The 2020 US Census indicates 67 percent of civilians over age 16 are currently in the labor force in the City of Alameda. The data also identifies single-family dwellings as the primary type of residence (67 percent) and a median household income of $113,339.

[148] Association of Bay Area Governments, Plan Bay Area 2050, p. 2.

Figure 8-4: City of Alameda Population 2010-2022



Projected Growth and Development

By 2040, the Association of Bay Area Governments predicts the total population of the City of Alameda to reach 92,465; an increase of 16 percent. This is consistent with Alameda County growth as a whole which is anticipated to increase its total population over 13 percent by 2040.

As the City continues to expand, it foresees 10,000-12,000 jobs being created over the next two decades. Mixed-use facilities, particularly in transit-oriented centers, will be a focus of such development and most employment opportunities will be seen throughout Alameda Point along the Northern Waterfront as well as in business parks in Harbor Bay and Marina Village.[149] Existing residential properties and commercial corridors along Park Street and Webster Street are outlined as areas of development for accommodating a portion of housing needs locally and regionally.[150]

More specifically, the City of Alameda has a significant number of projects in various stages of development. A majority of the commercial and residential plans to rehabilitate and revitalize the City are listed in figure 8-5. The projects align with the goals set forth in City planning documents and development agreements.

[149] City of Alameda, General Plan 2040, amended 6/7/22, General Plan Organization and Themes, p. 16.
[150] City of Alameda, General Plan 2040, amended 6/7/22, General Plan Organization and Themes, p. 15.

Figure 8-5: City of Alameda Development Projects

CITY OF ALAMEDA DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Alameda Point – Site A	1284	108,000
2015 Grand Street Condominiums	90	
Admirals Cove	227	
West Midway	792	10,000
2229-2235 Clement Ave. Boatworks	182	
Alameda Marina Project	760	150,000
North Housing	586	
TOTAL	3,921	268,000

Growth Strategies

Many of the City's development opportunities impact fire and emergency service response based on infrastructure challenges due to a growing community and increasing environmental risks. The General Plan discusses options for how to handle these situations going forward.

For instance, due to the effects of climate change and concerns over the ability to preserve the City's shoreline, the GP discusses strategies for the protection and maintenance of the City of Alameda's coastal environment. It recommends that the City create an Adaptation Pathway Master Plan to identify necessary tactics to address groundwater management, infrastructure design standards, and options for funding and cooperation with regional agencies.[151]

Furthermore, the GP explains that updating local building codes, fortifying and rehabilitating City buildings and infrastructure (including traffic patterns), protecting city shoreline, and cooperating with local and regional agencies will strengthen the AFD's fire and emergency response.

Disadvantaged Unincorporated Communities

There are no communities that meet the state-mandated criteria for a DUC within or adjacent to the City of Alameda city limits or SOI.

[151] City of Alameda, General Plan 2040, amended 6/7/22, Conservation and Climate Action Element, p. 69.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Alameda Fire Department has the financial ability to continue to provide services. However, the Department has required increasing Net General Fund contributions at the same time that City General Fund balances have been declining. As noted in the City's budget, "The projected deficits are the result of a variety of factors including the sharp escalation of pension costs as a result of CalPERS losses during the Great Recession, changes in longevity assumptions, increases in costs of doing business, and revenue losses related to the economic impacts of COVID-19."[152] The City is exploring new revenue measures and potential expenditure reductions.

Revenues and Expenditures

Over the past four years, the Fire Department's revenue growth has grown slower than inflation, requiring an increasing share of General Fund contributions to keep pace with expenditures growing faster than the rate of inflation. A financial challenge noted by the City is the "overtime challenge during the summer months and overtime caused by training needs."[153]

The City has been experiencing structural deficits and declining fund balances for the past several years; pension obligations have been compounded by COVID-19. This situation will make it increasingly difficult for the City to maintain and improve fire service levels.

The Fire Department reports that one of its cost containment strategies involves "35 programs with assigned staff as program managers with oversight chiefs. This provides for identifying program needs, developing the annual program budget, managing program within approved budget as well as facilitating training, purchasing, repairs, and maintaining the department equipment, programs and platforms."[154]

Reserves

General Fund balances have declined over the past several years to $30.3 million in FY2021-22,[155] which is about 12.6 percent of General Fund expenditures, a "low" level that represents less than two months of expenditures.

[152] City of Alameda Citywide Budget, Fiscal Years 2021-23, pg. 4.
[153] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[154] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[155] City of Alameda, Alameda Budget FY2021-23, Five-Year Forecast, pg. 4.

Fire Services

Service Overview

City of Alameda Fire Department offers comprehensive services to the community through its four fire stations and in cooperation with outside agencies, when necessary. These capabilities include fire prevention and suppression, advanced life support, and services related to water rescue/marine operations as well as emergency medical and hazardous materials response. Figure 8-6 details the entirety of services provided by AFD. If a service is offered by another agency, it is indicated in the figure. Additionally, AFD continually hosts a variety of programs geared towards education such as CPR training, Community Emergency Response Team (CERT) training, as well as disaster preparedness.

Figure 8-6: City of Alameda Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda Fire Department
Wildland Fire Protection	Alameda Fire Department
Vehicle Fire Protection	Alameda Fire Department
Ladder Truck Capabilities	Alameda Fire Department
Fire Suppression Hand Crew	CAL FIRE/ACFD/EBPRD
Fire Suppression Dozer	CAL FIRE/ACFD
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Alameda Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda Fire Department
Advanced Life Support – Non-Transport Provider	Alameda Fire Department
Continuing Education Provider – Medical	Alameda Fire Department
Air Ambulance Transport Helicopter Services	Reach/Life Flight/CalStar
Helicopter Landing Facilities On Site	Yes
Vehicle Extrication Tools/Equipment	Alameda Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda Fire Department
Fire Safety Education – Adults/Seniors	Alameda Fire Department
Juvenile Firesetter Prevention Program	N/A

Fire and Life Safety Business Inspection Program	Alameda Fire Department
Fire Protection Planning	Alameda Fire Department
New Commercial Construction Plan Reviews	Contracted to C56 Services
Public Education Provider (CPR, First Aid, etc.)	Alameda Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda Fire Department
Fuel Reduction/Weed Abatement Program	N/A
Smoke Detector Giveaway/Installation Program	Alameda Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	Alameda Fire Department
Low angle Rope Rescue Program	Alameda Fire Department
Helicopter Short/Long Haul Rescue Capabilities	CHP/CALFIRE
Response to Boating Accidents	Alameda Fire Department
Rescue Dog Services	Mutual aid
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	N/A
Mobile Incident Command/Communications Unit	N/A
Fill Station for Self-Contained Breathing Apparatus	Alameda Fire Department
Mobile Breathing Support Unit	Alameda Fire Department
Community Emergency Response Team	Alameda Fire Department
Chaplain Services	Alameda Fire Department
Training Academy	Alameda Fire Department
Emergency Operations Center Capabilities	Alameda Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda Fire Department
Motor Vehicle Accident Response	Alameda Fire Department

Welfare Checks	Alameda Fire Department
Public Safety Answering Point	Alameda Police Department
Fire/EMS Dispatch	Alameda County Regional Emergency Communications Center
Fundraising Activities	N/A
Firefighters Association – Non-Profit	Alameda Fire Department (Local 689)
Auxiliary Association	N/A

Collaboration

AFD engages in collaborative efforts with various agencies to provide the most inclusive list of services to the community. These partnerships range from intra-agency collaboration for vehicle maintenance, which is shared with other city departments, to local agreements such as the Department's alliance with the Alameda Unified School District to support its annual Safety Town program for kinder students. There are also a variety of mutual and automatic aid agreements with both state and regional providers, and a joint powers authority agreement as follows:

- CA OES Mutual Aid Plan
- Alameda County Mutual Aid Plan
- Bay Area Maritime Automatic Aid Plan
- Oakland Fire Department Auto Aid Plan
- East Bay Regional Communications System Joint Powers Authority
- Alameda County Emergency Medical Services Mutual Aid Agreement

The City also states that it has fully funded and adopted a CARE Team (Community Assessment Response and Engagement) which began as a pilot program in cooperation with the City of Alameda Police Department (APD). The CARE Team allows AFD's Crisis Management Unit to respond to behavioral and mental health emergencies rather than APD.[156]

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the state. Generally, CAL FIRE services are focused on wildland areas defined as State Responsibility Areas (SRA). In the case of the City of Alameda, being that it is an

[156] City of Alameda Fire Department, SoCo Survey Online Response, July 2021

island, its territory is not adjacent to any SRA. However, Coast Guard Island, located in between the City of Alameda and the City of Oakland in the Oakland/Alameda Estuary, is considered Federal Responsibility Area (FRA).[157] The City is also home to the Navy's Operational Support Center.

Many mutual aid providers supplement fire and emergency services throughout AFD territory. Most notably, Alameda County and the City of Oakland Fire Departments help AFD provide gap coverage and additional response for AFD. The City also receives mutual aid assistance from Falck Ambulance.

Existing Demand

AFD indicated it received a total of 6,849 calls for service in FY 20.[158] This denotes a slight increase in calls over 2013 by roughly six percent. However, between FY 19 and FY 20, there was a decline in service calls by eight percent. Calls for service peaked in FY 17 over the eight-year period, as shown in Figure 8-7. Types of calls are listed in Figure 8-8. Of the City's four fire stations, Fire Station 1, located in District 1 or the easternmost portion of the City, responded to the most number of incident calls which was followed by Fire Station 2 in District 2. The number of incidents reported were 2,488 and 2,285 respectively. Conversely, District 5 saw the least number of incidents with 513, which were handled by Station 2 since Station 5 closed in 2009, although the facility still houses various vehicles and apparatus for departmental use and continues to serve as the Department's Training Division.[159]

Figure 8-7: City of Alameda Calls for Service (2013-2020)

FIRE AND EMERGENCY CALLS (2013-2020)								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Alameda	6,462	6,250	6,730	7,012	7,556	7,087	7,433	6,849

Figure 8-8: City of Alameda Service Calls by Type, 2020

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE									
	Structure Fires	Other Fires	EMS/ Rescue	Hazardous Conditions	Service Calls	Good Intent	False Call	Cancelled Enroute	Total Calls
City of Alameda	218	6	4,558	104	578	866	510	9	6,849

[157] CAL FIRE, https://egis.fire.ca.gov/FHSZ/, accessed April 4, 2023
[158] City of Alameda Fire Department SoGo Survey Online Response, July 2021
[159] City of Alameda, https://www.alamedaca.gov/Departments/Fire-Department/Your-Fire-Department/Fire-Station-5, accessed April 4, 2023

Staffing

The City's FY 23 budget indicates it has 125 authorized positions, including non-sworn staff, for its Fire Department. This reflects an increase of eight positions from FY 19-20. Of these positions, all 125 are considered full-time equivalents and accounts for approximately 18 percent of the total budget, which is shown to be consistent throughout FY 23. The Department did indicates there are no reserve firefighters utilized, however, the Department does staff two part-time employees.

The Department follows the National Fire Protection Association's (NFPA) 2020 minimum staffing standards per Code 1710 in which it recommends both engine companies and ladder/truck companies staff a minimum of four on-duty members. AFD stated it staffs three personnel per apparatus with total minimum staffing differing amongst each station as follows:

- Station 1 – 9 personnel
- Station 2 – 8 personnel
- Station 3 – 7 personnel
- Station 4 – 5 personnel

At least one paramedic is assigned to each fire apparatus as well. A first alarm structure fire response includes three fire engines, two trucks, one ambulance, and the Division Chief's vehicle. The Department states that daily fire companies respond using four fire engines, two fire trucks, four ambulances, a CARE Team, and one Division Chief vehicle to complement fire and emergency calls as necessary.

AFD executes training and proficiency testing of its personnel across areas such as fire suppression, emergency medical care, hazardous materials response, water rescue operations, technical rescue, and more to satisfy federal, state, and local laws and ensure readiness in the event of an incident or emergency. Additional training is also provided to respond to wildland fires outside of the City, according to the Department.

Facilities and Capacity

The City of Alameda Fire Department operates four fire stations throughout its service area as shown in Figure 8-9. A Division Chief is based in Station 1. Station 3 is home to AFD's Dive Rescue Team, Rescue 3, as well as a C.A.R.E (Community Assessment Response and Engagement) team and is situated next to the Emergency Operations Center. Station 4 has a water tender and a reserve truck. All self-contained breathing apparatus are also maintained and repaired at this station. Station 5 was closed but is still utilized to house reserve apparatus,

a water tender, and OES Engine 409. Each station also has an assigned ambulance. Plans are currently being devised to replace Station 5, which was understaffed prior to its closing.

Figure 8-9: City of Alameda Fire Facilities

CITY OF ALAMEDA FIRE DEPARTMENT FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 1	2401 Encinal Ave. Alameda, CA 94501	City of Alameda	1968	Good
Station 2	635 Pacific Ave. Alameda, CA 94501	City of Alameda	1921	Fair
Station 3	1625 Buena Vista Ave. Alameda, CA 94501	City of Alameda	2017	Excellent
Station 4	2595 Mecartney Rd. Alameda, CA 94501	City of Alameda	1991	Good
Station 5	950 W. Ranger Rd. Alameda, CA 94501	City of Alameda	1936	Poor
Emergency Operations Center	1809 Grand St. Alameda, CA 94501	City of Alameda	2017	Excellent
City Hall West	2263 Santa Clara Ave. Alameda, CA 94501	City of Alameda	1936	Fair

Dispatch and Communications

The City of Alameda communicates with residents in a variety of ways to transmit important health and safety information. These methods include posting on its website, utilizing social media (Facebook, Instagram, and Twitter), texts and emails, and through Genasys Protect, which provides up-to-the-minute public safety alerts. The City also implements AL Alert which is Alameda County's mass alerting system.

For fire dispatch services specifically, AFD contracts with the Alameda County Regional Communication Center (ACRECC) as its unified dispatch center. The City of Alameda Police Department initially answers 9-1-1 calls, as it is considered the City's Public Safety Answering Point (PSAP), however, fire, medical, rescue, CARE team, and emergency calls are then routed to ACRECC. ACRECC is an accredited Emergency Medical Dispatch Center that uses a Medical Priority Dispatch System that allows staff to immediately address caller needs.

AFD also has a JPA agreement with the East Bay Regional Communications System Authority for two-way radio communications that allow communication across jurisdictions.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while still effectively providing needed services. The Department currently shares space

with the Emergency Operations Center, which is also utilized by APD and other City departments, as this facility is a communications hub for City emergency response.

AFD also shares ACFD, OFD, and HFD training facilities for its firefighters and emergency personnel. Additionally, in 2022, AFD became an Accredited Local Academy which trains recruits for other fire departments.

The Department reported that it currently shares IT and facility services as well as vehicle maintenance with other City Departments, such as Public Works, however, it also indicated it would be preferred to have a dedicated mechanic on staff.[160]

Infrastructure Needs

The City of Alameda outlines its infrastructure needs primarily in its Capital Improvement Program (CIP) and its Citywide budget. A significant capital project was completed in FY 17 when Fire Station 3 and the neighboring EOC were built. Now, most budgeted needs that remain are for routine maintenance and repairs that have been deferred for years, although several stations need seismic analysis and upgrades.

There are also infrastructure needs not included in AFD's budget that would benefit the City at large, therefore impacting the AFD. For instance, improving trafficways and addressing rising sea levels would impact AFD's ability to provide adequate service in the face of traffic congestion and environmental hazards. Likewise, the FY 21 CIP outlines the need to raise the ceiling in the Fleet Services shop in the Public Works Department, which is used for the repair and maintenance of AFD fire engines and fire trucks.

Relating specifically to AFD, according to the FY 21 CIP, Fire Station 2 needed interior and exterior painting and to have the current concrete apron and parking lot replaced with a reinforced concrete slab with drainage.[161] According to the Department, this work has been completed. The City also identifies similar maintenance and repair needs in the FY 23 CIP such as roof and generator replacement, electrical and kitchen upgrades, and dorm unit installations for Fire Station 4. A departmental goal from the FY 23 budget is to devise a plan for the replacement of Fire Station 5, which is currently closed but houses reserve apparatus, along with the Department's Training Division.

[160] City of Alameda Fire Department, SoCo Online Survey Response, July 2021.
[161] City of Alameda, Biennial Budget FY19-21, p. D-40.

Challenges

The City of Alameda Fire Department notes that large fires pose the most significant challenge to providing services. In these events, the Department states that it requires mutual aid from the City of Oakland. Additionally, ambulance response can be delayed due to the need to transport patients off the island. Extended wait times are also experienced at the hospital. Additionally, the Department states that choosing the appropriate facility to take patients has been a source of difficulty; however, this is what the newly instituted Alameda C.A.R.E. Team is meant to address in its effort to differentiate behavioral care from medical response.[162]

AFD also reported that growth throughout the City has increased demand and, in return, created more traffic which slows response during peak travel times. The Department anticipates this trend will continue as the Northern Waterfront and Alameda Point continue to build out near the former Naval Air Station. Currently, this territory is where Fire Station 5 is located, which supports the goal of replacing this station.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

The Department maintains response time standards as follows: 5 minutes 20 seconds 90 percent of the time for the first arriving unit at a fire response, 5 minutes for first arriving unit at all other responses, and 9 minutes for medic unit responses on EMS calls.[163] The response time policy for AFD is shown in Figure 8-10.

Figure 8-10: City of Alameda Response Time Policy

RESPONSE TIMES FOR AFD		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Alameda	Arrive within 5 minutes 20 seconds from the time the Company is first	First unit to arrive within 5 minutes from dispatch and within 9 minutes for

[162] City of Alameda Fire Department, SoGo Online Survey Response, July 2021.
[163] City of Alameda, 2040 General Plan, amended 6/7/22 Health and Safety Element, p. 132

	dispatched for 90 percent~~%~~ of incidents.	remaining units for 90 percent~~%~~ of incidents.

On its website, the City reports average response times for 2021 and 2022 are as follows for each respective fire station:

- Fire Station 1: 4:35, 5:05
- Fire Station 2: 4:44, 5:21
- Fire Station 3: 4:47, 5:21
- Fire Station 4: 5:48, 6:11
- Fire Station 5: 6:14, 7:33

Based on the response time standard of 5:20 for a single unit incident and 5 minutes for the first unit in multiple unit incidents, Stations 1, 2, and 3 generally meet this goal. Stations 4 and 5 exceed this standard in their respective service areas. Overall, there was a general trend of longer response times at all five fire stations in 2022 compared to 2021.

Fire services in the community are classified by the Insurance Service Office (ISO) as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel training receive a rating of ISO Class 1. AFD's most recent ISO rating was done in July 2019, and it was given an ISO PPC rating of 01/1Y, which is the top classification available. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, Y, refers to the properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[164]

The City did not provide information regarding any complaints for fire service received.

[164] Alameda County, Public Protection Classification Summary Report, p. 7, July 2015

City of Alameda Fire Department MSR Determinations

Growth and Population Projections

8-1: The City of Alameda's population of 77,784 as of January 2022 shows a ten-year increase of three percent~~3%~~.

8-2: According to ABAG projections, the population within the City of Alameda is expected to increase by 16 percent over the next twenty years to 92,465 by 2040. Along with it, employment and housing increases will be seen.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

8-3: The City of Alameda does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

8-4: Based on AFD's response times, it appears that the existing facilities and staffing levels generally have sufficient capacity to meet the current level of demand. However, there are certain staffing, funding, and facility constraints that have resulted in the closure of Station 5. Future growth will require appropriate capacity enhancements to reopen Station 5 and ensure an adequate level of service is provided in that area.

8-5: AFD adequately meets its fire and emergency response utilizing four fire stations located throughout the island that meet minimum staffing standards. However, AFD should continue to evaluate options that would allow the Department to better provide service in the event of large fires.

8-6: Infrastructure needs for AFD are being met as planned and expensed in the City's budget and capital improvements plan. Some of these needs include interior and exterior painting and a new parking lot for Fire Station 2, and roof and generator replacement for Fire Station 4. The City is also planning to replace Fire Station 5 which is currently being used to house reserve apparatus

Financial Ability of Agencies to Provide Services

8-7: The City of Alameda Fire Department has the financial ability to continue to provide services. However, the Department has required increasing Net General Fund contributions at the same time that City General Fund balances have been declining.

Status of, and Opportunities for, Shared Facilities

8-8: The Department indicated it shares a space with the Public Works Department for the maintenance of its fleet of vehicles. It also uses ACFD training facilities for its fire prevention and hazardous materials response training.

8-9: The City's recently constructed Emergency Operations Center is shared with several agencies, including the AFD, the APD, and the County Sherriff's office. The City should continue to provide staffing, training, and necessary technology to sustain the center in the event of a major emergency event.

8-10: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

8-11: The City of Alameda abides by all legislative obligations for accountability and governance practices.

8-12: The City of Alameda demonstrated transparency when sharing information for the creation of this report.

8-13: No governance structure alternatives specific to AFD were identified over the course of this review; however, it is recommended that the Department continue to seek ways to collaborate and enhance service levels on a regional level with other providers.

9. CITY OF ALBANY FIRE DEPARTMENT

Agency Overview

Background

Originally known as the City of Ocean View, when it was incorporated in 1908, it changed its name to Albany in 1909. With a population of 18,937 as of January 2020, the City is situated along the shores of the San Francisco Bay, anchored by Albany Hill in its northwest corner. Its neighbor to the south and east is the City of Berkley in Alameda County and the Cities of El Cerrito and Richmond to the north in Contra Costa County.[165]

The City of Albany adopted its first charter in 1927. The City maintains a full suite of services such as recreational activities, street and sanitary sewer maintenance, and emergency services, including police and fire protection, along with paramedic service.[166]

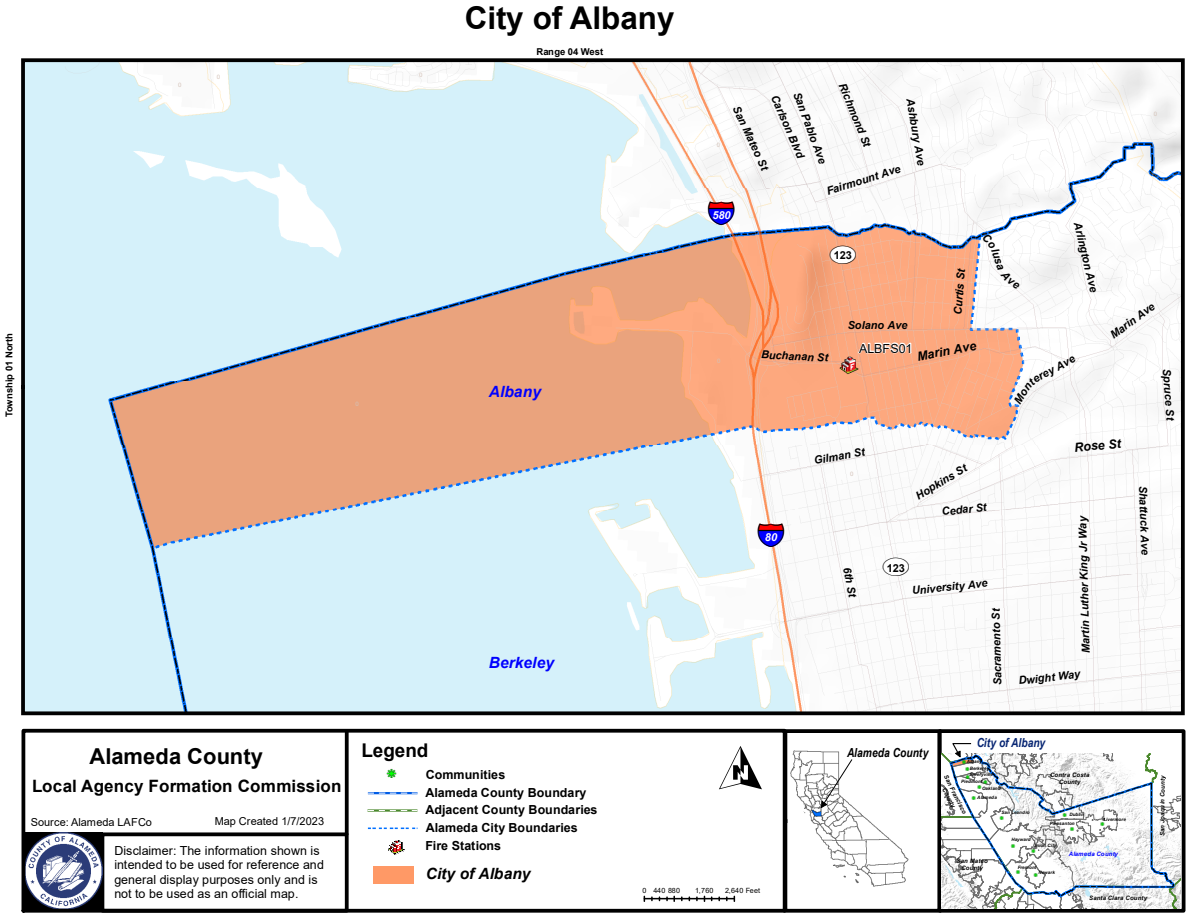
The City of Albany was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

Boundaries

The City of Albany comprises approximately 1.7 square miles of land, including the San Francisco Bay shoreline. It is located in the northwestern corner of Alameda County, adjacent to Contra Costa, and bordered by El Cerrito and Richmond on the north and the City of Berkeley on the east and south sides. Figure 9-1 shows the City's boundaries.

[165] City of Albany, CAFR, June 30, 2020,, p. 2.
[166] City of Albany, CAFR, June 30, 2020,, p. 2.

Figure 9-1: City of Albany Boundaries and SOI



Extra-territorial Services

The City of Albany does not provide services outside of its boundaries, but it does have in-county and out-of-county mutual aid agreements and automatic aid agreements for fire protection and emergency service response.

Unserved Areas

There are no unserved areas identified in the City of Albany. The City is reportedly able to provide service throughout its bounds.

Sphere of Influence

The City of Albany's SOI is coterminous with its boundaries. The current SOI for the City was last reaffirmed on January 12, 2018.[167]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents, and on a website.

A five-member City Council governs the City, with day-to-day operations led by an appointed City Manager. The City of Albany has a government structure with a City Manager, an elected mayor, and four council members who serve staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 9-2

The City Council meets every first and third Monday of the month at 7:00 pm in the Albany City Hall Council Chambers except during August when the Council is in recess. Agendas for each weekly meeting, board actions, and meeting minutes are available online and at the City Clerk's office. Through the City's website, the public can access live audio/visual webcasts on KALB or YouTube and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience.

Figure 9-2: City of Albany Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large.
Length of Term	4 years for Council Members with a two-term limit unless an intervening two-year period has elapsed. The Mayor shall be appointed by the City Council on an annual basis.

[167] Alameda County LAFCO, Resolution No. 2018-03, January 12, 2018

Meetings	First and third Monday of each month at 7pm (except in August during recess) Albany City Hall Council Chambers 1000 San Pablo Ave. Albany, CA 94706
Agenda Distribution	Posted online and at the City Clerk's office.
Minutes Distribution	Posted online and at the City Clerk's office.

BOARD MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Jennifer Hansen-Romero	Council Member	2026	Elected	4 Years
Preston Jordan	Council Member	2024	Elected	4 Years
Robin Lopez	Council Member	2026	Elected	4 Years
John Anthony Miki	Vice Mayor	2026	Elected	4 Years
Aaron Tiedemann	Mayor	2024	Elected	4 Years

CONTACT	
Contact	Nicole Almaguer, City Manager
Mailing Address	1000 San Pablo Ave., Albany, CA 94706
Phone	510-528-5710
Email/Website	nalmaguer@albanyca.org

The City of Albany participates in community outreach events such as annual city festivals, holiday activities, job fairs, and community educational programs. The City of Albany Fire Department explicitly hosts various classes and fire prevention services, such as CPR and first aid courses, school safety presentations, and open houses.

All five City of Albany's City Council members has current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

There is also a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Albany or its employees are investigated, and a response is provided to the complainant. Constituents can file complaints in several ways, including in writing, by phone, and via email online. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be available on an agency's website. The City of Albany complies with this regulation.

The City of Albany demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information. While most information was generally made available, there were, however, outstanding documents that were not received and information that was not readily available in their reports and online

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in several of its planning and management documents, particularly in the annual budget, comprehensive annual financial report, and General Plan.

The City of Albany's Fire Department reports 19 current and proposed staff positions for FY 21. Six of these personnel are firefighters/paramedics for one shift. This number has remained relatively consistent since FY 17 when there were 20.5 authorized positions for fire and EMS staff.

Appointed by the City Council, the Fire Chief leads the Department in all areas of fire protection and overall management. The Department has three primary divisions, including fire prevention and administration, fire emergency operations, and emergency medical services. The Department also coordinates the City's disaster preparedness programs with the City Manager.

The City's various planning documents provide the framework for goals and policies relating to fire protection and emergency response. For example, the General Plan discusses future considerations for increased demand and the need to continue evaluating community development plans to determine growth-related needs.

As with other members of the Civil Service System, fire department candidates who meet the requirements are selected by the Fire Chief and undergo a one-year probationary period. The Fire Chief, in turn, is obligated to report to the City Manager on issues relating to department administration. The City Manager works alongside the City Council to review departmental needs. Based on available information, it could not be determined how frequently, or the manner in which, performance evaluations are conducted.

Due to the increased effects of climate change, the City's Strategic Plan, Climate Action and Adaptation Plan, and Conservation and Environmental Hazards chapters of the GP also address rising concerns for wildfires and other natural events that would significantly impact and potentially strain the City's departmental response. Drought and rising temperatures especially heighten wildfire risk across California. The City of Albany has varying levels of wildfire risk lands, ranging from moderate near Albany Hill to high near the park entrance by the east end of Albany Bulb. Vegetation management and trail maintenance are supported mitigation efforts, and others are considered, such as planned electrical outages.

The City's Climate Action Plan also includes an emissions reductions goal of 60 percent by 2035, and net zero emissions by 2050, and on December 2, 2019, the City Council agreed by consensus to change greenhouse gas reduction targets to 70 percent by 2035 and net zero emissions by 2045.[168]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Albany is comprised of approximately 1,144 acres or 1.8 square miles. The City is built on a typical street grid system with walkable neighborhoods, shops, and restaurants.[169] The City is mainly residential with industrial and non-industrial businesses. The largest employers in the area are government agencies, specifically, the Albany Unified School District, the United States Department of Agriculture, and the City of Albany.[170]

[168] The City of Albany Climate Action and Adaptation, https://www.albanyca.org/departments/sustainability/climate-action-plan.
[169] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 1-1.
[170] City of Albany, CAFR, June 30, 2020,, p. 2.

Roughly 37 percent of this space is designated for residential land use including 343 acres of single-family housing, 35 acres of townhomes and two-to-four-unit buildings, as well as 41 acres of multi-family housing. Of the single-family housing within the City, nearly 40 percent was built in the 1920s and 1930s. The remaining land consists of a mixture of industrial use, open space, and medium-density development. Only 20 acres are considered vacant.[171]

While the City's eastern portion is primarily residential, in the west, there are considerably more multi-family units near Albany Hill. At one point, the area along Kains and Adams changed the zoning from a commercial expansion area to a high-density residential use space. This portion of the City has an appreciably larger density than most other cities in the Bay Area.[172] The southwestern section of the City has mostly commercial land use while commercial and mixed-use developments run from El Cerrito in the north to Berkley in the south and east. Solano Avenue is considered the "main street" of the City of Albany, home to many office buildings, restaurants, and retail spaces.[173]

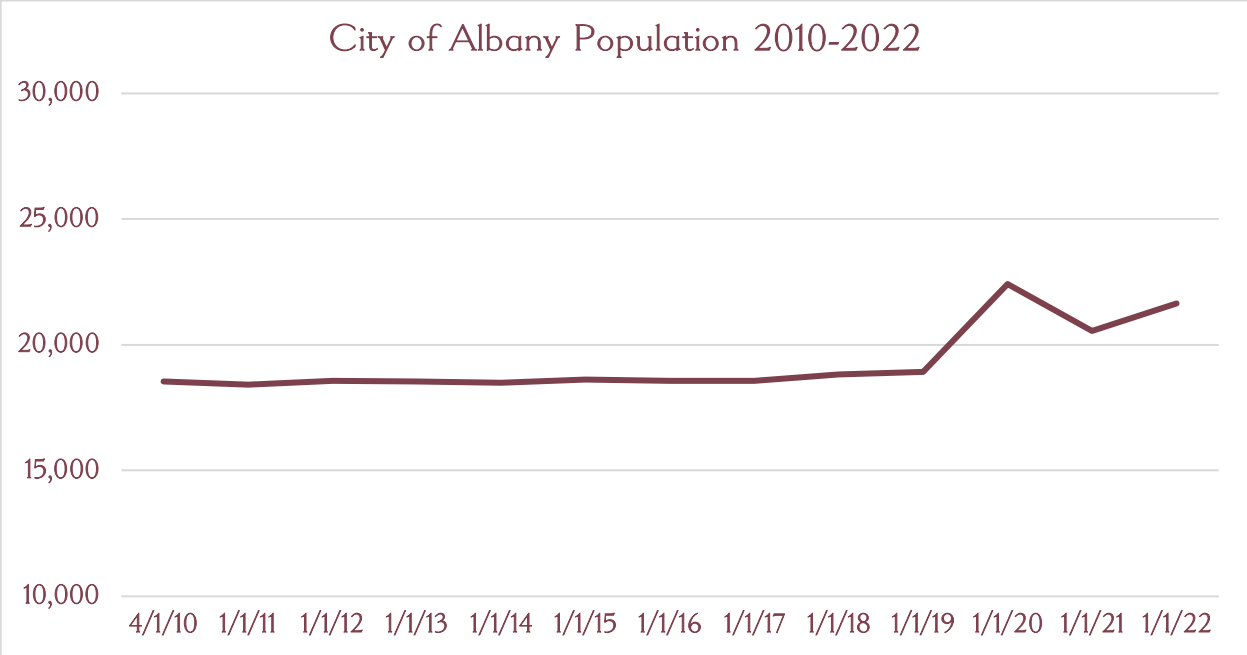
The General Plan guides the development of this land while the safety element specifically addresses the land area as it relates to fire and emergency services.

Current Population

The California Department of Finance estimates the City of Albany's 2022 population to be 21,648. The population remained relatively steady between 2012 and 2019 when it began to show more rapid growth. Notably, this data is similar to the numbers recorded in the 1950s when the population was listed as 17,600.[174] The current population total is roughly a 15 percent increase over the previous ten years, as shown in Figure 9-3. The apparent spike in 2020 is attributable to Census data becoming available for that year, and the DOF adjusts for following years.

[171] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 3-2, 3-3.
[172] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 3-4.
[173] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 3-6.
[174] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 3-2.

Figure 9-3: City of Albany Population Growth 2012-2022



Projected Growth and Development

According to the Association of Bay Area Governments (ABAG), the projected total population for the City of Albany by 2040 is expected to be 20,425. The City has already exceeded this total.

Development in nearby communities, such as the Cities of Berkley and El Cerrito, is also anticipated to impact the City of Albany over the next two decades.[175] Still, the City would like to promote its own balanced growth between housing and employment. There are specifically six areas of focus for development within the City of Albany. These areas include the San Pablo Avenue Corridor and Solano Avenue Corridor, both of which are labeled Priority Development Areas (PDA). The growth near the intersection of San Pablo and Solano Avenues is being considered a commercial hub or a "major activity node" for the City, filled with retail and restaurants as well as public transit access and more. The remaining focus areas are: Albany Hill - a protected open space, Eastshore Highway/Cleveland Avenue - envisioned as an employment district in an industrial district which is close to the Union Pacific Railroad, the Albany Waterfront – centered on the development of public property and

[175] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 3-26

University Village, which is earmarked for a variety of uses ranging from senior housing and retail use to open space.

As seen in Figure 9-4, the City of Albany has three major projects on the horizon that are in various stages of planning and development. Two projects include mixed use facilities, and one is concentrated on affordable residential housing. The City received a Senate Bill 2 grant from the State Department of Housing and Community Development to further these projects in alignment with the City's San Pablo Specific Plan which aims to generate more mixed-use spaces along the San Pablo Avenue corridor.

Figure 9-4: City of Albany Planned or Proposed Development Projects, 2023

CITY OF ALBANY DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Albany Family Housing	62	
1600 Solano	12	2,753
540 San Pablo	207	9,500
TOTAL	281	12,253

Growth Strategies

To accommodate growth throughout the City of Albany, the General Plan summarizes several long-range strategies that would allow for the increased demand on the Fire Department. One potential solution is hiring more personnel to provide adequate service for a larger, aging, and increasingly diverse population. It may also become necessary to implement additional mutual aid or inter-jurisdictional agreements for the tax revenue this would produce, helping to bridge funding gaps. This funding could also be applied to extra equipment, vehicle, and supply needs for a growing Department. Continued efforts to review development plans will also be crucial to ensure sufficient water supply and other departmental needs.[176]

The General Plan discusses other future considerations for increased demand and the need to continue evaluating community development plans. Road widths and water supply are addressed, which impact fire service provision. Narrow roadways in some portions of the City prohibit adequate space for fire vehicles to accommodate a fire truck's turning radius; however, it is not advised to widen these streets. Instead, parking limits and curb restrictions have been enacted to allow for sufficient access by emergency vehicles.

[176] City of Albany, 2035 General Plan, adopted 4/18/2016, p. 9-14

Likewise, reduced water flow has been identified in various areas throughout the City. Therefore, the City of Albany has been coordinating efforts with the East Bay Municipal Utility District to improve water flow and pressure to ensure availability during a fire response.

Disadvantaged Unincorporated Communities

Based on Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUC) that meet the state-mandated and Alameda LAFCO-adopted criteria for within or adjacent to the City of Albany.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Albany Fire Department has the financial ability to continue to provide services. COVID-19 continues to affect the City's budget; while most revenues "are rebounding" they remain volatile and increasing General Fund contributions are required for fire and EMS services.

Revenues and Expenditures

Since FY2017-18 the Fire Department's expenditures (including both fire and EMS) have grown at a 6 percent average rate, nearly double the rate of inflation over that period Contributions from the General Fund have increased to meet the funding needs, however, Citywide expenses "...are growing at a much faster rate than revenues generated by the General Fund"[177] which puts pressure on all City services and fund balances. One of the City's responses to budget constraints has been to maintain vacant positions, although this measure can contribute to additional overtime costs.

The Fire Department reports that it is balancing its budget but at the expense of other funding needs including "needed staffing increases to meet our current and future needs, saving adequate monies in our reserve account for future capital equipment and apparatus purchases and expanding services for new missions assigned to the fire services (behavioral health emergencies for example)."[178]

The pandemic increased financial uncertainties experienced prior to 2020. According to the City, "the increase of personnel costs, are outpacing the rate of our revenue, mainly property

[177] City of Albany City Council Agenda Staff Report, Quarterly Financial Update, Feb. 7, 2022, pg. 4.
[178] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.

taxes in Albany's case, making it very difficult to increase staffing to meet the increased demand for service. In the short-term we are trying to add one more person per day to each of the three shifts while paying down our pension costs and purchase equipment to replace our aging fleet."[179] The Fire Department identified concerns about its lack of compensation for services to an area dedicated to student housing at the University of California Village in Albany, which represents approximately five percent of call volumes.[180]

The Department's cost containment strategies include the City of Berkeley Fire Department for training services. Revenue strategies include changing to a new EMS billing company and realizing improved collections for ambulance transport. The Department is considering a ballot measure to provide a stable source of inflation-adjusted funding.[181]

Reserves

Citywide expenditure growth that exceeds revenues requires transfers from other City funds to maintain service levels. The City's unassigned General Fund Balance declined from $8.8 million in FY2017-18 to $8.4 million in FY2020-21.[182]

Fire Services

Service Overview

The City of Albany Fire Department provides fire protection, emergency and disaster response, paramedic services, and education to residents and businesses in the City. Other capabilities of the Department include arson investigation, hazardous materials mitigation, and search and rescue. The Department likewise engages in outreach efforts within the community to promote home safety, health and wellness through CPR and first aid classes as well as blood pressure screenings, earthquake preparedness, and smoke detector installation. Figure 9-5 details the services provided by the City of Albany Fire Department. If a service is offered by another agency, it is indicated in the figure.

Figure 9-5: City of Albany Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Albany Fire Department

[179] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[180] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[181] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[182] City of Albany ACFR, June 30, 2021, Fund Balances of Governmental Funds Last Ten Fiscal Years, Table 3.

Wildland Fire Protection	City of Albany Fire Department
Vehicle Fire Protection	City of Albany Fire Department
Ladder Truck Capabilities	City of Albany Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	CAL FIRE
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	City of Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	City of Albany Fire Department
Advanced Life Support – Non-Transport Provider	City of Albany Fire Department
Advanced Life Support Transport Provider	City of Albany Fire Department
Continuing Education Provider – Medical	City of Albany Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services/CalStar/CHP
Helicopter Landing Facilities On Site	Golden Gate Fields
Vehicle Extrication Tools/Equipment	City of Albany Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Albany Fire Department
Fire Safety Education – Adults/Seniors	City of Albany Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	City of Albany Fire Department
Fire Protection Planning	City of Albany Fire Department
New Commercial Construction Plan Reviews	City of Albany Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Albany Fire Department
Home Fire/Safety Inspections	City of Albany Fire Department
Fire Origin and Cause Investigations	City of Albany Fire Department/ALCO DA
Fuel Reduction/Weed Abatement Program	City of Albany Fire Department
Smoke Detector Giveaway/Installation Program	City of Albany Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	City of Berkeley Fire Department
Water Rescue Program	City of Albany Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	City of Albany Fire Department

Helicopter Short/Long Haul Rescue Capabilities	CAL FIRE
Response to Boating Accidents	City of Albany Fire Department
Rescue Dog Services	N/A
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Albany Fire Department
Hazardous Materials Response Team	City of Berkeley Fire Department of ACFD
SUPPORT SERVICES	
Firefighter Incident Support Unit	American Red Cross
Mobile Incident Command/Communications Unit	City of Berkeley or City of Oakland Fire Departments
Fill Station for Self-Contained Breathing Apparatus	City of Albany Fire Department
Mobile Breathing Support Unit	City of Berkeley Fire Department
Community Emergency Response Team	City of Albany Fire Department
Chaplain Services	City of Albany Police Department
Training Academy	City of Albany Fire Department
Emergency Operations Center Capabilities	City of Albany Fire Department
MISCELLANEOUS	
Public Service Assists	City of Albany Fire Department
Motor Vehicle Accident Response	City of Albany Fire Department
Welfare Checks	City of Albany Fire Department
Public Safety Answering Point	City of Albany Fire Department/Police Department
Fire/EMS Dispatch	City of Albany Fire Department/Police Department
Fundraising Activities	City of Albany Fire Department
Firefighters Association – Non-Profit	City of Albany Fire Department
Auxiliary Association	N/A

Collaboration

The City of Albany Fire Department works closely with other agencies locally, regionally, countywide, and statewide to provide sufficient fire and emergency response services to the community. Various collaborations reported by the Department include:[183]

[183] City of Albany, SoCo Survey Responses, July 2018.

- California Fire Chief's Association – to better fire and EMS services throughout California,
- Emergency Medical Services Agency – to improve delivery of EMS throughout California,
- Alameda County Fire Chief's Association – to better fire and EMS services throughout Alameda County,
- National Fire Protection Association – to enhance fire safety, and
- Emergency Managers Association – to work regionally with local governments to improve resiliency.

The Department also stated it is collaborating with the adjacent City of Berkley Fire Department to provide training services and is exploring further opportunities to work together for the sake of providing better service and cost savings.

The City also takes part in aid agreements with the following agencies to support and expand its fire and EMS services for incidents such as wildland fires, emergencies, and events that take place outside of the City:

- California Fire and Rescue
- Alameda County
- City of Berkeley Fire Department
- City of Piedmont Fire Department
- City of El Cerrito Fire Department
- City of Richmond Fire Department

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Much of the territory outside the developed municipal areas within Alameda County is categorized as SRA. The area east of the City of Albany is identified as SRA. Some territory west of the City is designated as Federal Responsibility Area (FRA), where the federal government is responsible for combating wildland fires.

In conjunction with ACFD, CAL FIRE is utilized for hand crew and helicopter services for fire suppression. Water rescue is coordinated with the US Coast Guard, the Cities of Berkeley,

Oakland, and ACFD. The City also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol.

Existing Demand

While the population of the City of Albany has remained relatively steady since 1950, the number of calls to the City's Fire Department increased by 750 percent. Approximately 70 percent of calls to the Fire Department are for medical emergencies.[184] The CAFR for FY 22 shows 2,114 total emergency calls received. Overall, this number has been stable since 2013 when 1,849 calls were received, however, there was a 10 percent~~%~~ increase in FY 22 compared to FY 19. FY 22 was also the first-time emergency call volume exceeded 2,000 calls in at least ten years.

The Department did not provide an updated breakdown of call types. The most recent data available per incident type is from 2014 as shown in Figure 9-6. In 2014, the Department fielded 1,818 calls for service. Of these calls, rescue and EMS incidents account for 61 percent.

Figure 9-6: City of Albany Calls for Service, 2014

CITY OF ALBANY 2014 FIRE AND EMERGENCY SERVICE CALLS BY TYPE							
	Structure Fires	Rescue-EMS	Hazardous Conditions	Misc. Services	Good Intent	False Alarm	Total Calls
City of Albany	63	1120	54	110	329	142	1,818

Staffing

The City of Albany Fire Department staffed 19 full-time equivalent positions in FY 21. This includes three fire captains, one fire chief, six fire engineers, six firefighter paramedics, and three fire lieutenants. This is a slight decrease from 20.5 FTE budgeted fire and EMS staff positions between FYs 17 and 19. There are also four certified rescue swimmers available for deployment from Albany Beach.

As of the 2016 Albany Fire Department Annual Report to the Community, the Department utilized three teams of six firefighters. The City's response to structure fires utilizes two engines while wildfires require one engine, and a four-wheel drive brush truck in addition to necessary mutual aid engines. Two paramedics per vehicle are required for emergency responses.

[184] City of Albany Fire Department, Annual Report, Fall 2016, p. 8.

The Department did not report any volunteers; however, it does provide training for the Community Emergency Response Team and hosts a Block Captain Program to encourage neighborhood involvement in the event of an emergency or disaster.

Facilities and Capacity

The City of Albany has one fire station, which is located at the west end of City Hall. It operates 24 hours a day and houses eight apparatus. The Department makes use of the following apparatus:[185]:

two engines, one of which is a reserve
one 75-foot quint
three ambulances, two of which are reserves
two brush trucks, one of which is a reserve
two administrative staff vehicles

This equipment allows for emergency and non-emergency response for a variety of incident types. There are outlined capital improvements to be made; however, the Department did not indicate that these needs have negatively affected its response capabilities. With assistance from other agencies through mutual and automatic aid agreements, the Department is able to sustain sufficient capacity for service. It is noted in the GP, however, that based on National Fire Protection Agency standards, there are reduced or inadequate flows in certain areas of the City, although it is typically able to meet fire flow requirements.[186]

Figure 9-7: City of Albany Fire Facilities

CITY OF ALBANY FACILITIES				
Facility	Address	Owner	Year Built	Condition
Albany Fire Station	1000 San Pablo Ave., Albany, CA 94706	City of Albany	1966	Poor

Dispatch and Communications

There are a few ways the City of Albany communicates with residents to transmit important health and safety information. These methods include broadcasting emergency messages over local KALB media government access channels, streaming online, and utilizing its social media outlets: Twitter, Facebook, Instagram, YouTube, LinkedIn, and Nextdoor. They also utilize bulletin boards and provide kiosk content for various communications.

[185] City of Albany, Biennial Budget FY2019-2020 & 2020-2021, p. 32
[186] City of Albany, General Plan, p. 9-12

The City's Law Enforcement Support Services Division operates a Dispatch Communications Unit that is the Public Safety Answering Point (PSAP) and responsible for dispatch communications for all emergency calls in the City, including fire and medical services. Cell phone calls to 9-1-1 may be directed to the California Highway Patrol, which would redirect the call to the City's fire department and any other necessary agency. The City also operates a Regional Information Management System to coordinate communications with the County and other state agencies.

The City collaborates with the Alameda County Regional Emergency Communications Center (ACRECC), which is equipped to receive all 9-1-1 calls for EMS ambulance services within the County (with the exception of the City of Oakland) that originate from a PSAP such as the City of Albany's Police Department dispatch unit.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while still effectively providing needed services. The Department is collaborating with the adjacent City of Berkley Fire Department to provide training services and is exploring further opportunities to work together for the sake of providing better service and cost savings. It is possible, based on the City's desire to collaborate with the City of Berkeley for departmental training services that this could include shared facilities as a cost-saving measure.

There is a paved area that is anticipated to be constructed as part of a capital improvement for Police Department storage needs. This paved area would be shared for use by the City's Fire Department.[187]

The Department also indicated the need to continue ongoing collaborative efforts with regional providers to ensure support for efficient service adequacy.

Infrastructure Needs

The City of Albany Fire Department has indicated both short- and long-term capital facility needs. Near-term needs include new vehicles and equipment and technological upgrades to the 9-1-1 center and mobile dispatch terminals in emergency response apparatus. While long-term needs have been identified as increasing personnel and/or mutual aid agreements as the City

[187] City of Albany, CIP FY2018-2022, project #50104.

continues to grow. This growth would correlate to replacing emergency vehicles and supplies more often.[188]

Presently, the City's Capital Improvement Plan for FY 22 indicates the addition of a paved area in front of the Police Department's new storage area for use by the Fire Department was budgeted for in FY 20. Installing a new air conditioning HVAC unit for the Fire Department was also a recent improvement. One of the most significant capital improvements planned for 2022 is the replacement of the Department's fire fleet. This project would not only result in a longer life cycle of its current apparatus but also enable the Department to reserve vehicles for service response sufficiently.

Challenges

The Department indicated that its most significant challenge is financial limitations due to the COVID-19 pandemic. This event exacerbated an existing fiscal strain on the Department, mainly due to personnel costs outpacing the revenue rate, primarily from property taxes.[107]

The other challenges are said to be the lack of water supply and pressure needed to meet fire flow requirements and insufficient space on roadways that inhibits emergency vehicles from accessing areas for effective response.[108]

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) that likewise establish an agency's level of service.

The Department's response time goals are four minutes 90 percent of the time for initial unit response and eight minutes 90 percent of the time for full structure fire alarm response. Per the City's contract with the Alameda County EMS Agency, emergency medical call response is to be no longer than eight minutes and 30 seconds from the time of the call for 90 percent of calls.[189]

Figure 9-8: City of Albany Response Time Policy

[188] City of Albany, 2035 General Plan, p. 9-14.
[189] City of Albany, 2035 General Plan, p. 9-12.

RESPONSE TIMES FOR THE CITY OF ALBANY		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Albany	Arrive within 4 minutes from the time the Company is first dispatched for 90 percent% of incidents.	The arrival of first company on the scene within 8 minutes for 90 percent% of all incidents. Remaining units should arrive on the scene of an incident within 10 minutes from when the first due company begins responding for 90 percent% of all incidents.

The City indicated its response times for FY 21 met its goal with an initial response time of 3 minutes and 38 seconds to single unit incidents within the City of Albany.

Fire services in the communities are classified by the Insurance Service Office (ISO) as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. The City of Albany's most recently posted ISO rating is 2 as of August 2015.

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

City of Albany Fire Department MSR Determinations

Growth and Population Projections

9-1: The City of Albany had a population of 21,648 as of 2022 based on Department of Finance estimates. Population growth has increased at a more rapid pace since 2019 and has already exceeded ABAG predictions for 2022.

9-2: The anticipated population of the City by 2040 is projected to be 20,425. The current population has already surpassed this number, however, and several major development projects are already planned.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

9-3: The City of Albany does not have any areas the meet the Alameda LAFCO-adopted definition of a DUC within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

9-4: Without response time information, it is difficult to assess whether Albany FD has sufficient existing capacity to meet current levels of demand. Financial constraints have resulted in reduced staffing of the Department, which may have affected capacity to staff stations and respond to calls for service.

9-5: With the help of mutual and automatic aid services, the Department is adequately meeting its fire and emergency response services. There should, however, be continued reevaluation of the service area and response times, consideration for increased revenue to support growth, and efforts to increase fire flow to areas in need in order to ensure service levels are maintained.

9-6: Albany Fire Department infrastructure needs are currently being met by the City as planned and budgeted for in its capital improvement plans. No significant unfunded infrastructure needs were identified. Ancillary infrastructure needs impacting fire and emergency service provision are the lack of water supply and pressure needed to meet fire flow requirements and insufficient space on roadways that inhibits emergency vehicles from accessing areas for effective response.

Financial Ability of Agencies to Provide Services

9-7: The City of Albany Fire Department has the financial ability to continue to provide services. Continued fire service and EMS expenditure growth has been increasingly funded by the City's General Fund.

Status of, and Opportunities for, Shared Facilities

9-8: Albany Fire Department is collaborating with the adjacent City of Berkley Fire Department to provide training services and is exploring further opportunities to work together for the sake of providing better service and cost savings. The Department also indicated the need to continue ongoing collaborative efforts with regional providers to ensure support for efficient service adequacy.

9-9: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

9-10: The City of Albany abides by all legislative obligations for accountability and governance practices.

9-11: The City of Albany demonstrated transparency when sharing information for the creation of this report. There were, however, documents and information not provided or readily available online or in reports.

9-12: No governance structure alternatives specific to the City of Albany Fire Department were identified over the course of this review; however, it is recommended that the Department continue to seek ways to collaborate and enhance service levels on a regional level with other providers.

10. CITY OF BERKELEY FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

The City of Berkeley is among the oldest cities in California. It was founded in 1864, incorporated as a town in 1878, and incorporated as a City in 1909. At the geographic midpoint of the Greater Bay Area, Berkeley is 20 minutes from San Francisco and close to population centers in Contra Costa County and Silicon Valley. According to census data, the City has the highest population density of any city in the East Bay. It is also the second most dense City of California's 51 most populated cities.

The City's first charter was adopted on March 5, 1895, and in 1923, Berkeley adopted the Council-Manager form of government.[190] The City provides a full range of services—public safety (police and fire); sanitation and sewer; waste management; leisure (parks, recreation, and marina); health, housing, and community services, including City funded health clinics and mental health services; animal control; public improvements; planning and zoning; general and administrative services; and library services. [191]

The City of Berkeley is home to the founding campus of the University of California. With 42,327 students (fall 2021) and approximately 12,944 employees, the University provides a high degree of economic stability for the City and has spurred growth in the high technology and biotechnology sectors.

During FY 22, the City of Berkeley's economic base consisted of approximately 12,653 active licensed businesses operating in the City, including 904 new applications. These businesses include private manufacturing, technology research, retail and service businesses, educational services, healthcare and social assistance, cannabis clubs, consulting, arts and entertainment, and hospitality services, along with several state, federal, and non-profit institutions.[192]

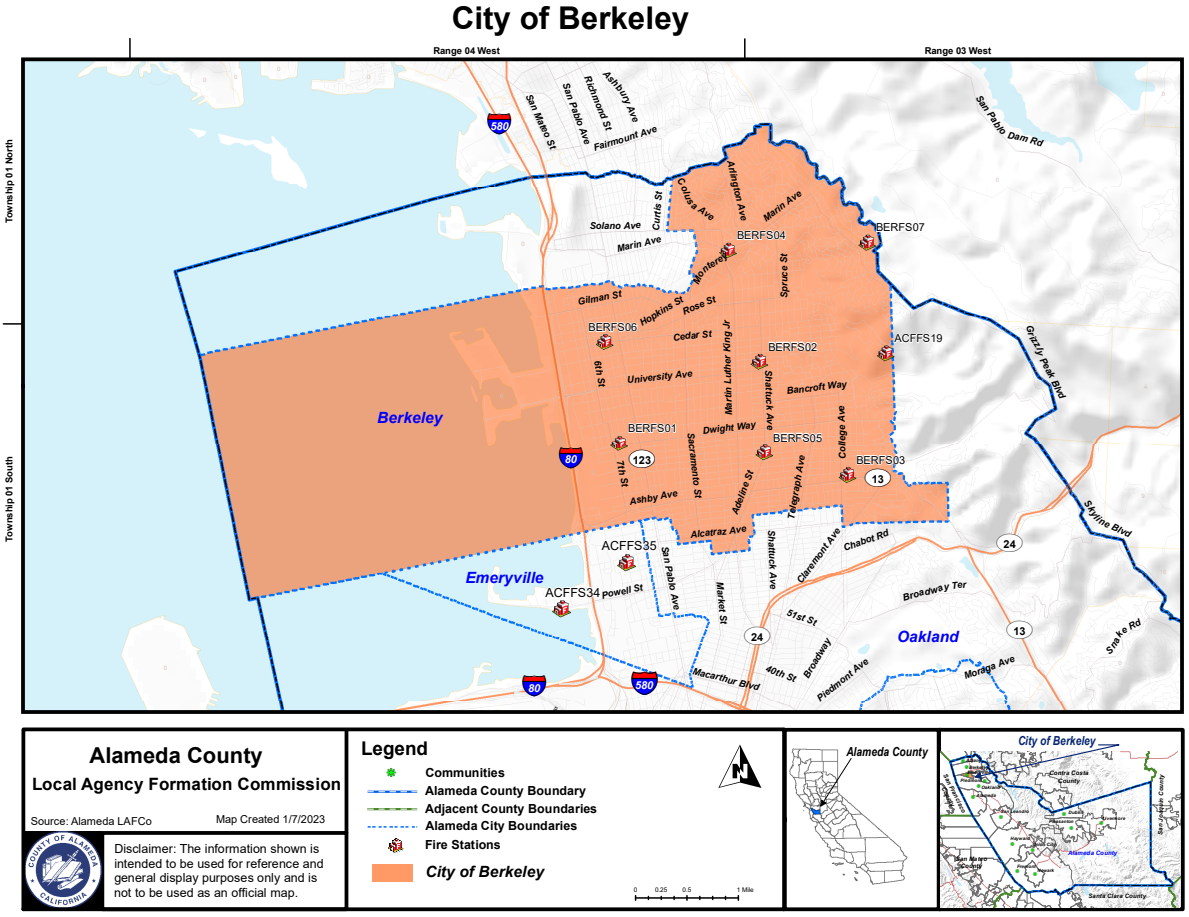
[190] City of Berkeley City Clerk Home. https://web.archive.org/web/20160623182312/http://www.ci.berkeley.ca.us/Clerk/Home/Structure_of_Berkeley_Government.aspx.
[191] Annual Comprehensive Financial Report. https://berkeleyca.gov/sites/default/files/documents/annual-comprehensive-financial-report-fy2022.pdf. June 30, 2022. Page vii.
[192] Annual Comprehensive Financial Report. https://berkeleyca.gov/sites/default/files/documents/annual-comprehensive-financial-report-fy2022.pdf. June 30, 2022. Page viii.

The City of Berkeley was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. This MSR is focused on the City's fire and emergency medical services.

Boundaries

The City of Berkeley encompasses a total area of approximately 19 square miles, 10.5 square miles on land. The City is located in Alameda County on the east side of the San Francisco Bay about 10 miles east of San Francisco.[193] Figure 10-1 depicts the City's boundaries.

Figure 10-1: City of Berkeley Boundaries and SOI



[193] Annual Comprehensive Financial Report. https://berkeleyca.gov/sites/default/files/documents/annual-comprehensive-financial-report-fy2022.pdf. June 30, 2022. Page viii.

Extra-territorial Services

The City provides fire and emergency services outside its municipal boundary and SOI via automatic aid and mutual aid agreements with the City of Albany, City of El Cerrito, the Town of Kensington, and the Moraga-Orinda Fire Protection District .[194]

Unserved Areas

There are no unserved areas identified in the City of Berkeley. The City is able to provide service throughout its bounds. In addition, Alameda County Fire Department staffs one station that serves Lawrence Berkeley National Laboratory, which is within Berkeley's city limits.

Sphere of Influence

The City of Berkley's Sphere of Influence (SOI) was originally established by LAFCO in 1983 and is mostly coterminous with its boundaries except for a portion of the SOI that extends into Oakland in the Panoramic Hill area, based on LAFCO's recommendation for the Cities of Berkeley and Oakland to work together to resolve service issues in the Panoramic Hill area. The current SOI for the City of Berkeley was last reaffirmed on January 11, 2018.[195]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents, and on a website.

The City of Berkeley has a Council-Manager form of government with a City Manager, a citywide Mayor, and eight Councilmembers elected by district for four-year terms. Current council member names, positions, and term expiration dates are shown in Figure 10-2.

[194] Alameda Local Agency Formation Commission Municipal Service Review Update. https://alamedaLAFCO.org/wp-content/uploads/2021/11/2018-04-Berkeley-Reaffirm-SOI.pdf. January 11, 2018. Page 4-11
[195] Alameda Local Agency Formation Commission Municipal Service Review Update. https://alamedaLAFCO.org/wp-content/uploads/2021/11/2018-04-Berkeley-Reaffirm-SOI.pdf. January 11, 2018. Page 4-15

The governing body meets two Tuesdays of each month at 6:00 pm except during recess periods, and the Council establishes the official schedule annually. The in-person meetings are held at the Berkeley Unified School District Boardroom at 1231 Addison Street in Berkeley. Agendas are available 12 days before each meeting online or in person at the City Clerk Department. Meeting minutes are not available on the City's website; however, per the Berkeley City Council Rules of Procedure and Order, minutes must be maintained and made available upon request. Through the City website, the public can access live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings.

Additionally, to participate in a City Council meeting virtually, constituents can join by phone or online using Zoom. The meeting is also available to watch on Cable B-TV (Channel 33) on Wednesdays at 9:00 am and the following Sunday at 9:00 am. The live stream on the City's website and Cable B-TV viewing does not allow public comment.

Figure 10-2: City of Berkeley Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large for Mayor & by-district for Councilmembers.
Length of Term	4 years for both Councilmembers and Mayor.
Meetings	Two Tuesdays of the month at 6:00 pm Berkeley Unified School District Boardroom 1231 Addison Street Berkeley, CA 94702
Agenda Distribution	Posted online or in person at the City Clerk Department.
Minutes Distribution	Available upon request.

COUNCIL MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Jesse Arreguín		Councilmember / Mayor	2024	Elected	4 Years
Rashi Kesarwani	1	Councilmember	2026	Elected	4 Years
Terry Taplin	2	Councilmember	2024	Elected	4 Years
Ben Bartlett	3	Councilmember	2024	Elected	4 Years
Kate Harrison	4	Councilmember	2026	Elected	4 Years
Sophie Hahn	5	Councilmember	2024	Elected	4 Years
Susan Wengraf	6	Councilmember	2024	Elected	4 Years
Rigel Robinson	7	Councilmember	2026	Elected	4 Years
Mark Humbert	8	Councilmember	2026	Elected	4 Years

CONTACT	
Contact	Dee Williams-Ridley, City Manager
Mailing Address	2180 Milvia Street, Berkeley, CA
Phone	510-981-6903
Email/Website	manager@cityofberkeley.info

The City of Berkeley participates in community outreach events, including annual virtual community events such as Mental Health Month, workshops and seminars, and city festivals. The City also maintains several commissions to advise the City Council on various city functions, such as the Environment and Climate Commission, Disaster and Fire Safety Commission, Civic Arts Commission, and Police Accountability Board.

All City of Berkeley's City Council members have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through the City, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required and by which the City of Berkeley must abide.

All complaints concerning the Berkeley Fire Department (BFD) or any of its employees are investigated, and a response is provided to the complainant. Constituents can file complaints in several ways, including utilizing specific forms provided on the City of Berkeley's website. If none of the available forms match a request, constituents can submit a general request for service or information form available on the City's website. Constituents can also phone the City or visit the fire administration office.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Berkeley complies with this regulation.

The City of Berkeley demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance,

prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts and plans for its fire and emergency services in a number of its planning and management documents, particularly in the biennial budget, Comprehensive Annual Financial Report, and General Plan.

The BFD was staffed by approximately 153 full-time personnel in FY 20-21. Due to an undertaking of reorganizational effort to enhance services, the adopted FY 23-24 budget indicates an increase in the Department's full-time equivalent (FTE) positions by 50 positions or 35 percent compared to FY 20-21. The Fire Chief, appointed by the City Manager, leads the Department in all areas of fire protection and overall management including overseeing all department divisions. According to the FY 23-24 proposed budget, the Berkeley FD is organized into five divisions that report to the Office of the Fire Chief—Administrative & Fiscal Services, Fire Operations, Fire Prevention, Wildland Urban Interface (WUI), and Special Operations. The Operation Division represents four distinct sub-divisions in the Fire Department: Fire Suppression and the Division of Training and Safety, Emergency Medical Services (EMS), and Support Services. Additionally, the Special Operations division manages the Office of Emergency Services. [196]

Regular performance reports are made annually by Company Officers and Assistant Chiefs on all members of the Berkeley FD below the rank of Fire Chief. Probationary performance reports are made every six months on new firefighters during their two-year probationary period, every four months on all probationary appointees to promotional positions that have one-year probationary periods, and every two months for probationary employees with a six-month probationary period. [197] The Department's performance measurement criteria for its overall services consist of call response times and fire prevention inspections. The Berkeley FD monitors its workload through performance reviews, which identify staffing and resource deficiencies.

The City's various planning documents provide the framework for goals and policies relating to fire protection and emergency response. The Berkeley FD aims to provide 24-hour response to emergencies including fires, medical emergencies, hazardous material events, water rescue,

[196] The City of Berkeley Adopted Budget Fiscal Years 2023-2024.https://berkeleyca.gov/sites/default/files/documents/FY-2023-2024-Adopted-Budget-Book.pdf, page 157-158, 245.
[197] Manual of Procedures. Rev. February 96.

disaster response, and other life-threatening situations to the Berkeley community, including the University of California Berkeley.

The City of Berkeley's General Plan (GP) originally adopted in 2002, identifies protecting local and regional environmental quality as one of the major goals. The GP also has a Disaster Preparedness and Safety Element which provides the policy framework to support the City's mitigation, emergency preparedness, disaster response, and recovery efforts. Additionally, the plan identifies fire as one of the major potential hazards confronting the Berkeley community. The areas that are most vulnerable include hillside residential areas near and adjacent to wildland areas, structures built with combustible materials, areas of heavy or unmanaged vegetation, circulation and utilities, and the water delivery system. The policies and actions outlined from S-21 to S-25 in the Disaster Preparation and Safety Element are geared toward fire—Fire Prevention Design Standards, Fire Fighting Infrastructure, Property Maintenance, Mutual Aid, and Fire Education.[198]

Berkeley FD's finances are managed by the City. The City of Berkeley employs a two-year budget process, and an annual financial audit is required by the City Charter. City financial planning documents include a biennial budget and Annual Comprehensive Financial Report (ACFR). In conjunction with the biennial budget process, the City of Berkeley prepares a Capital Improvement Plan (CIP) that identifies anticipated project expenditures over a five-year time frame. The CIP provides a roadmap of the projected infrastructure improvement needs of the City of Berkeley. The City does not compile a long-term financial plan with fiscal projections.

The City of Berkeley's Strategic Plan identifies the city government's long-term goals on behalf of the Berkeley community. The City Council approved the plan in January 2018.[199] The City's strategic goals include an EMS redesign project led by Berkeley Fire and Emergency Services. The project involves meeting and conferring, developing job classifications, funding sources, and program design to allow for the expansion of EMS operations in a more efficient cost and response model, including Basic Life Support ambulances, Advanced Life Support ambulances, code 3 equipped vehicles, equipment for operations in austere environments and prioritized dispatching. Additional projects led by the Berkeley Fire and Emergency Services include the Wildfire Safety and Public Education Program, Standards of Coverage and Infrastructure Needs Study, Fire Prevention, Property Acquisition, Fire Department Communications, and

[198] The Berkeley General Plan. https://berkeleyca.gov/your-government/our-work/adopted-plans/general-plan#:~:text=The%20Berkeley%20General%20Plan%20is,are%20essential%20for%20responsive%20government. April 23, 2002 (Page I-4, S-12, S-13).
[199] The City of Berkeley's Strategic Plan. https://berkeleyca.gov/your-government/our-work/strategic-plan. January 2018.

more. The status of Strategic Plan projects can be found in the City's Strategic Plan Quarterly Report. [200]

The City of Berkeley also has a Climate Action Plan that sets forth a vision of a more sustainable, livable, equitable, and economically vibrant community. The plan was written through a community-wide process and was adopted by the City Council on June 2, 2009, after voters issued a call to action on the climate change challenge to reduce the community's greenhouse gas emissions by 80 percent~~%~~ below 2000 levels by 2050. This is beyond the State's Climate Change Scoping Plan, which encourages local governments to adopt goals to reduce greenhouse gas (GHG) emissions by 80 percent~~%~~ below 1990 levels by 2050. The plan outlines the severe economic, health, social, and economic impact climate change has including threats to coastal infrastructure due to a rising San Francisco Bay, increased incidence of large wildfires, serious public health threats, and water shortages. [201] Some of the policies and goals relevant to fire services are:

- Installing solar thermal systems on Berkeley Fire Stations to offset natural gas consumed for water heating to continue to actively identify and implement cost-effective opportunities to utilize renewable energy systems in public buildings.
- Develop a vegetation and fuel management plan in parts of the City designated as high-fire hazard areas. The plan would reduce the risk of catastrophic wildfires, thereby protecting homes, wildlife, and air quality as well as mitigating the impact on GHG emissions of the loss of trees due to wildfire.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Berkeley encompasses a total area of approximately 19 square miles. According to the General Plan (GP), the Land Use Element policies are closely related to the Transportation Element, Urban Design and Preservation Element, and Citizen Participation Element policies. The basic land use pattern of Berkeley was established by the early 1900s.

[200] The Strategic Plan Quarterly Report. https://berkeleyca.gov/sites/default/files/documents/Strategic-Plan_Q2-2022_Report.pdf. July 2022. Appendix-11.
[201] The City of Berkeley's Climate Action Plan. https://berkeleyca.gov/your-government/our-work/adopted-plans/berkeley-climate-action-plan, June 2, 2009.

According to the GP, at the time of its adoption, the general distribution of land uses in the City did not change significantly in the 40 years prior to 2001. Residential uses (48 percent) and streets (24 percent) occupied almost three-quarters of the overall city land area. Institutional uses, such as the University of California, schools, churches, public facilities, and hospitals, occupied approximately nine percent of the total land area. The area of land occupied by commercial activity was estimated at approximately seven percent of the City's total acreage. Only two percent of the City's land area was vacant and most of that land was in the area that was purchased by the East Bay Regional Park District for the Eastshore State Park.[202] Land uses have not significantly changed since that time.

The Housing Element of the GP has since then been updated every eight years as mandated by State law, to serve as the City of Berkeley's housing plan, with the most recent update covering the years 2023-2031. The plan contains goals, policies, and programs that will guide the City's decision-making around the development and rehabilitation of housing.

The Housing Element includes an inventory of sites that can accommodate new housing sufficiently to meet the City's Regional Housing Needs Allocation (RHNA) obligation at each income level. More than 50 percent of the sites identified to accommodate the City's low-income RHNA obligation are non-vacant. However, the City specifically finds that the existing uses on such non-vacant parcels identified in the sites inventory to accommodate the lower income RHNA are likely to be integrated with new residential uses or discontinued during the planning period, and therefore will not constrain development or redevelopment of additional residential units during the 2023-2031 planning period, and so such sites can meet their development potential.[203]

The Housing Element provides an analysis of barriers that restrict access to opportunity, and a commitment to specific meaningful actions to affirmatively further fair housing.[204]

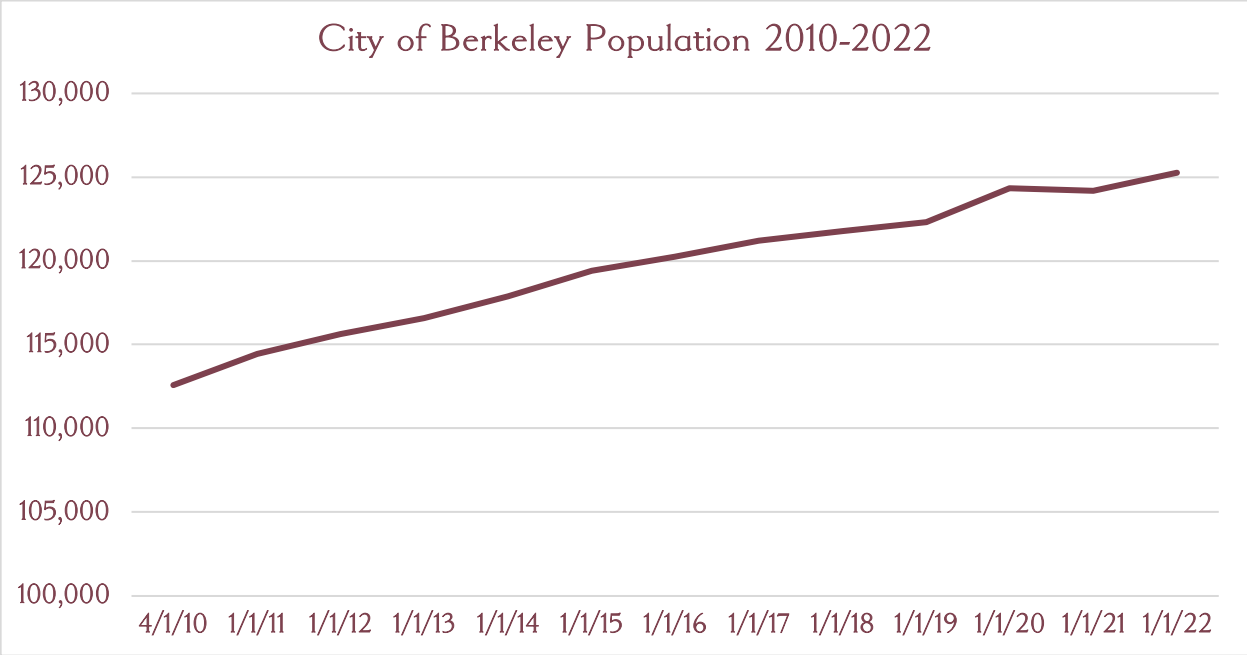
Current Population

Since 2000 the City's population has grown steadily, increasing approximately nine percent each decade. According to the 2020 Census, the City's population was estimated to be around 124,000. Between 2010 and 2022, the City's population increased slightly from 112,580

[202] Land Use Element of General Plan. https://berkeleyca.gov/sites/default/files/documents/02_Land%20Use%20Element-FINAL.pdf.Page LU-2.
[203] Housing Element Update 2023-2031. https://berkeleyca.gov/construction-development/land-use-development/general-plan-and-area-plans/housing-element-update.Page 5.
[204] Housing Element Update 2023-2031. https://berkeleyca.gov/construction-development/land-use-development/general-plan-and-area-plans/housing-element-update.Page 7.

to 125,266 or by approximately 0.1 percent. The City's population trend over the last 12 years is shown in Figure 10-3.

Figure 10-3: City of Berkeley Population Growth, 2010-2022



Projected Growth and Development

The Association of Bay Area Governments (ABAG) Plan Bay Area 2040 projections indicate that the City of Berkeley's population is anticipated to continue to grow steadily between 2020 and 2040 and is anticipated to increase to 136,000 by 2030 and 141,000 by 2040.[205] The Average Annual Growth Rate (AAGR) from 2020 through 2030 is 0.9 percent and is projected to slow to 0.4 percent AAGR from 2030 through 2040.

In terms of growth effects on fire and emergency services provided to the City by BFD, increases in population and density are expected to be a source of increased demand. Taller buildings and added density increase the complexity of the department's emergency response. Increased population, including increased UC Berkeley student population, translates into increased calls for service. Additionally, increased demand translates to a need for additional facilities. Also, the impending closure of some of Berkeley's Alta Bates Summit Medical Center services, coupled with the aging of Berkeley's population, will likely translate to the need for an expansion of ambulance transport services.

According to the City of Berkley's Planning Commission (PC) work plan, for FY 22-23 the focus is mainly on issues of housing supply and affordability as dictated by City Council

[205] City of Berkeley Housing Element Update 2023- 2031 https://berkeleyca.gov/sites/default/files/documents/Berkeley_2023-2031%20Housing%20Element_02-17-2023v2_1.pdf. Page 20-

referrals, changes to State law, and planning requirements from the State Department of Housing and Community Development (HCD).

There are several significant development projects in various stages of planning and construction within the City of Berkeley.[206] Some of these projects are outlined in Figure 10-4. These developments are aligned with the City's planning and land use documents such as the neighborhood-specific area plans and the General Plan.[207]

Figure 10-4: City of Berkeley Planned or Proposed Development Projects, 2023

CITY OF BERKELEY DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
African American Holistic Resource Center		4,000
BART Sites- Ashby and North Berkeley Bart Station	2,400	125,000
Berkeley Unified School District (BUSD) Workforce Housing Development	110-120	
Berkeley Pier with Ferry Access Project		32,560
Frances Albrier Community Center Replacement Project		3,301
MLK Jr. Youth Services Center/ Y.A.P. Seismic Retrofit and Renovation		
Waterfront Specific Plan		
TOTAL	2,510+	164,861+61

Growth Strategies

The FY 23-24 Proposed Budget explores the increased demands for the City of Berkeley Fire Department as the Department's basic structure has stayed the same since the 1980s, but the demand and need for services have greatly increased, growing from two services (structure fires and fire prevention) to 16. There is a further expected increase in relation to the expected expansion of services at Berkeley Marina.

In addition to expanding ambulance transport services to address the growing need, the BFD is also working in partnership with other departments and the community to plan a model of care and transport for mental health patients.

[206] City of Berkeley Capital Projects. https://berkeleyca.gov/your-government/our-work/capital-projects.
[207] General Plans and Area Plans. https://berkeleyca.gov/construction-development/land-use-development/general-plan-and-area-plans.

Furthermore, the Department has partnered with Public Works to begin work on a landmark Fire Facilities Master Plan that will provide a clear needs assessment and plan for the next 20 years.[208]

The Department budget increased due to the passing of Measure FF—funding for fire services, emergency response, 9-1-1 communication, hazard mitigation, and wildfire prevention, as well as UC Settlement funds that will be appropriated in the FY 23-24 budget cycle. These funds will support the Department's proposed reorganization as well as support the several mandated programs, projects, and services that have begun.[209]

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within the City of Berkeley.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Berkeley Fire Department has the financial ability to continue to provide services. Voters recently approved funds to maintain and increase services. Growth in fire-related revenues helped to reduce the need for contributions from the General Fund, which has been adversely affected by COVID-19. The General Fund drew down its reserves in FY2020-21 to maintain City services.

Over the longer term, the City is concerned that "the City's pension plans are underfunded" and the City's current pensions liability is approximately $751.1 million.[210] The City's pension pensions contributions are anticipated to grow significantly over the next ten years. The City is taking steps, including establishing a pension trust fund to help pre-fund pension obligations.

Revenues and Expenditures

Since FY2017-18 the Fire Department's expenditures increased a rate greater than inflation; at the same time, revenues augmented by recent voter-approved funds have kept pace and Net

[208] City of Berkeley Proposed Budget Fiscal years 2023- 2024 https://berkeleyca.gov/sites/default/files/documents/FY-23-24-Proposed-Budget.pdf. Page 157.
[209] City of Berkeley Proposed Budget Fiscal years 2023- 2024 https://berkeleyca.gov/sites/default/files/documents/FY-23-24-Proposed-Budget.pdf. Page 159.
[210] Proposed Annual Budget Fiscal Year 2022, Health of General Fund Reserves, pg. 16.

General Fund contributions consequently grew slightly slower than total fire expenditures. Fire Department finances have been significantly affected by COVID-19 – programs and hiring were deferred, however, this resulted in significant increases in overtime costs and also adversely affected employee morale.[211]

A number of voter approved measures provide funding. Measure FF, approved by more than two-thirds of voters in 2020, authorized an annual parcel tax of $0.1047 per square foot per parcel, thereby generating an estimated $8.5 million per year for fire services, emergency response, 9-1-1 communication, hazard mitigation and wildfire prevention.[212] The City also funds services using its Emergency Medical Services Tax (Paramedic Tax), which adjusts annually to keep pace with inflation. Measure GG was approved in 2008 and establishes a parcel tax to "to enable the City to keep fire stations open and improve emergency medical response and disaster preparedness.[213] These measures have an inflation adjustment and no sunset date.

FY2017-18 through FY2021-22 City General Fund revenues averaged minimal growth, largely due to significant shortfalls in FY2020-21 due to COVID-19. General Fund expenditures continued to grow over that period at an average 4.8 percent annual rate requiring the use of City reserves to maintain services.

The City has identified a number of cost containment strategies including 1) a "risk analysis" – the City is preparing its first standards of coverage analysis; 2) a fiscal impact analysis of development to project service cost and revenue impacts of new development; 3) the City is working on a Master Fire Facilities Study to address needs for major facility renovations and replacements due to disrepair and inadequate capacities; and 4) improvements in the current system for planning the maintenance and replacement of apparatus.[214]

Revenue strategies include increases in fire prevention staffing to handle a significant amount of new development; these staff costs will be covered by fees. The Fire Department is evaluating its ambulance billing process in anticipation of potential new revenue. Increased vegetation management inspections are expected to generate more revenue to cover costs of the program.[215] The Department continues to apply for and receive grant funding (e.g., Regional Leadership Academy; Active Shooter Training and Equipment).

[211] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[212] See website: https://ballotpedia.org/Berkeley,_California,_Measure_FF,_Emergency_Response_and_Preparedness_Parcel_Tax_(November_2020).
[213] https://ballotpedia.org/City_of_Berkeley_parcel_tax,_Measure_GG_(November_2008).
[214] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[215] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.

Reserves

As a percentage of total revenues, as of FY 2020, General Fund Reserves (Catastrophic Reserve and Stability Reserve), are 13.48 percent%. This is below the 2020 target of 20 percent% of total revenues, and significantly below the 2027 target of 35 percent% of total revenues.[216] The City's FY 2020-21 budget drew down $11.4 million of its General Fund Stabilization and Catastrophic Reserves.[217]

The City's budget strategy includes a strategy to "manage use of, and replenish, reserves. In drawing on reserves, the City will adopt a long-term orientation to ensure that funds are available for the duration of the economic downturn" and the City will look to its existing policies to ensure that any reserves that are utilized are restored when the economy improves.[218]

Fire Services

Service Overview

The Berkeley Fire Department has served the Berkeley community since 1904. The Department provides comprehensive fire protection, emergency medical, disaster preparedness, rescue, and other related services efficiently, effectively, and caring to the diverse Berkeley community. Figure 10-5 details the services provided by the City of Berkeley Fire Department. If another agency offers a service, it is indicated in the figure.

Figure 10-5: City of Berkeley Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Berkeley Fire Department
Wildland Fire Protection	City of Berkeley Fire Department
Vehicle Fire Protection	City of Berkeley Fire Department
Ladder Truck Capabilities	City of Berkeley Fire Department
Fire Suppression Hand Crew	City of Berkeley Fire Department
Fire Suppression Dozer	Mutual Aid
Helicopter Services – Fire Suppression	Mutual Aid
Boat With Fire Suppression Capabilities	City of Berkeley Fire Department

[216] Proposed Annual Budget Fiscal Year 2022, Health of General Fund Reserves, pg. 16.
[217] Proposed Annual Budget Fiscal Year 2022, Summary of FY 2022 Proposed Budget by Funding Source, pg. 57.
[218] Proposed Annual Budget Fiscal Year 2022, Budget Strategies, pg. 12.

EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	City of Berkeley Fire Department
Advanced Life Support – Non-Transport Provider	City of Berkeley Fire Department
Advanced Life Support Transport Provider	City of Berkeley Fire Department
Continuing Education Provider – Medical	City of Berkeley Fire Department
Air Ambulance Transport Helicopter Services	Mutual Aid
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	City of Berkeley Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Not Occurring
Fire Safety Education – Adults/Seniors	Not Occurring
Juvenile Firesetter Prevention Program	City of Berkeley Fire Department
Fire and Life Safety Business Inspection Program	City of Berkeley Fire Department
Fire Protection Planning	City of Berkeley Fire Department
New Commercial Construction Plan Reviews	City of Berkeley Fire Department
Public Education Provider (CPR, First Aid, etc.)	Private Business
Home Fire/Safety Inspections	Only multi family occupancies
Fire Origin and Cause Investigations	City of Berkeley Fire Department
Fuel Reduction/Weed Abatement Program	Developing now
Smoke Detector Giveaway/Installation Program	City of Berkeley Fire Department
Address Sign Installation Program	Not Occurring
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Mutual Aid
Water Rescue Program	City of Berkeley Fire Department
Ice Rescue Program	Not a hazard
Dive Rescue Program	Mutual Aid
Low angle Rope Rescue Program	City of Berkeley Fire Department
Helicopter Short/Long Haul Rescue Capabilities	Mutual Aid
Response to Boating Accidents	City of Berkeley Fire Department
Rescue Dog Services	City of Berkeley Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Berkeley Fire Department
Hazardous Materials Response Team	City of Berkeley Fire Department
SUPPORT SERVICES	

Firefighter Incident Support Unit	City of Berkeley Fire Department
Mobile Incident Command/Communications Unit	Mutual Aid
Fill Station for Self-Contained Breathing Apparatus	City of Berkeley Fire Department
Mobile Breathing Support Unit	City of Berkeley Fire Department
Community Emergency Response Team	City of Berkeley Fire Department
Chaplain Services	City of Berkeley Fire Department
Training Academy	City of Berkeley Fire Department, ALA
Emergency Operations Center Capabilities	City of Berkeley Fire Department
MISCELLANEOUS	
Public Service Assists	City of Berkeley Fire Department
Motor Vehicle Accident Response	City of Berkeley Fire Department
Welfare Checks	City of Berkeley Fire Department
Public Safety Answering Point	City of Berkeley Police Department
Fire/EMS Dispatch	ACRECC
Fundraising Activities	Through IAFF 1227
Firefighters Association – Non-Profit	City of Berkeley Fire Department
Auxiliary Association	N/A

Collaboration

The City of Berkeley Fire Department works closely with other agencies locally, regionally, countywide, and statewide to provide sufficient fire and emergency response services to the community. Various collaborations reported by the Department include:[219]

- Alameda County Fire Chief's Association—to better Operations, Training, EMS, Special Operations, Communications
- Hills Emergency Forum—for emergency preparation relating to wildfire
- California Fire Chiefs—for statewide coordination, planning, and advocacy
- International Society of Fire Service Instructors—for instructor development and networking

[219] City of Berkeley, SoCo Survey Responses, November 2021.

The Department also stated it is evaluating its ambulance billing process in coordination with California Fire Chiefs and California Professional Firefighters (CPF) and plans to take advantage of new opportunities that it anticipates will raise additional revenue.

The City also takes part in aid agreements with the following agencies to support and expand its fire, hazmat, and EMS resources for incidents such as wildland fires, emergencies, and events that take place outside of the City:

- City of Albany Fire Department
- City of Alameda City Fire Department
- City of Fremont City Fire Department
- City of Hayward City Fire Department
- City of Livermore Pleasanton Fire Department
- City of Oakland Fire Department
- City of Piedmont Fire Department

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE has responsibility for wildland areas defined as State Responsibility Areas (SRA). For the City of Berkeley, the area within the city limits is a Local Responsibility Area (LRA). Some immediate territory to the east, outside the bounds of the City is designated as very high and high fire hazard severity zones, which are State Responsibility Areas.[220]

ACFD provides contract services to the Lawrence Berkeley National Laboratory within the city limits.

Existing Demand

The Berkeley Fire Department indicated it received 13,412 service calls in FY 20, of which 54 were mutual aid calls. EMS incidents account for most calls with 8,064 calls or 60 percent of all calls. In comparison, motor vehicle accounts for the lowest number of calls (30).[221] Figure 10-6 shows calls received by type.

[220] Alameda County State Responsibility Area Fire Hazard Severity Zones. November 21, 2022.
[221] City of Berkeley, SoCo Survey Responses, November 2021.

From 2013-2020, the highest number of service calls was received in 2017 (15,944), while 2020 had the lowest number of service calls (13,412). Figure 10-7 illustrates the total number of service calls received in the City of Berkeley from 2013-2020.[222]

Figure 10-6: City of Berkeley Service Calls by Type

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE							
	EMS	Motor Vehicle	False Alarm	Fire / Hazardous Materials	Misc. Emergencies	Misc. Non-Emergencies	Total Calls
City of Berkeley	8,064	30	1,796	527	397	2,598	13,412

Figure 10-7: City of Berkeley Service Calls (2013-2020)

FIRE AND EMERGENCY SERVICE CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Berkeley	14,403	14,511	14,610	15,028	15,944	15,329	15,720	13,412

Staffing

As mentioned, the BFD staffed 153 full-time equivalent personnel in FY 21, of which 134 worked in firefighting while 19 were administrative personnel. According to the FY 21 adopted budget, this is a slight increase from 148 FTEs budgeted fire and EMS staff positions for FY 19.

Regarding staff training, BFD requires six hours of training per month for paid firefighters. Additionally, according to the Department's job postings, by the end of the probation period, firefighters must complete the City of Berkeley Firefighter written and psychomotor examinations and acquire a certificate of completion for various required courses.[223] Furthermore, the Department's Rules and Regulations indicate that all members must be thoroughly familiar with all training material and participate in all scheduled drills and other activities as required. [224]

The Department did not indicate minimum staffing requirements; however, due to recruiting and retention challenges since the pandemic, the Department initiated a reorganizational effort

[222] FY23, Berkeley Fire Department Quarterly Report (Q1). https://berkeleyca.gov/sites/default/files/documents/Berkeley%20Fire%20Department%20Quarterly%20Report.pdf. Page 14, September 2022.
[223] City of Berkeley Careers. https://www.governmentjobs.com/careers/berkeley/jobs/3897896/firefighter-paramedic-entry?keywords=FIRE&pagetype=jobOpportunitiesJobs.
[224] Berkeley Fire Department Rules and Regulations. Page 20. May 17, 2021.

to enhance services and meet demand by increasing the FTE positions by 50 in FY 24 compared to the previous year.[225]

Facilities and Capacity

The City of Berkeley's Fire Department indicates it has seven stations. In addition, the Department has the following facilities[226]:

- Fire Administration—houses the Office of the Fire Chief, Division of Fire Prevention, Administrative Support Staff, and Office of Emergency Services.
- Division of Training—Training Tower & Classroom, Division of Training, and Division of Emergency Medical Services (EMS)
- Fire Warehouse—storage of fire response equipment, including Above Ground
- Water Rescue—"Confidence" Fireboat and rescue watercraft

The facilities are shown in further detail in Figure 10-6.

Figure 10-8: City of Berkeley Fire Facilities

CITY OF BERKELEY FACILITIES					
Facility	Address	Owner	Year Built	Condition	Apparatus Assigned
Fire Administration	2100 Martin Luther King Jr. Way, Berkeley, CA 94704	City of Berkeley	Not provided	Good	10 Staff Vehicles
Division of Training	997 Cedar Street, Berkeley, CA 94710	City of Berkeley	Not provided	Fair	4 Staff Vehicles
Station 1	2442 Eighth Street, Berkeley, CA 94710	City of Berkeley	1966	Fair	Engine 1, Ambulance (Medic 1), Ambulance (Reserve)
Station 2	2029 Berkeley Way, Berkeley, CA 94704	City of Berkeley	1965	Fair	Battalion Chief, Truck 2, Engine Two, Ambulance (Medic 2), Type VI 4x4, Hazardous Materials Vehicle, Reserve Truck, Reserve Ambulance, Utility Vehicle

[225] City of Berkeley Adopted Budget Fiscal Years 2023 & 2024. Page. 157.
[226] City of Berkeley Fire Stations. https://berkeleyca.gov/safety-health/fire/fire-stations.

Station 3	2710 Russell Street, Berkeley, CA 94705	City of Berkeley	1961	Poor	Engine 3, Ambulance (Medic 3), Reserve Ambulance
Station 4	1900 Marin Avenue, Berkeley, CA 94707	City of Berkeley	1959	Poor	Engine 4, Reserve engine
Station 5	2680 Shattuck Avenue, Berkeley, CA 94704	City of Berkeley	1962	Poor	Engine 5, Truck 5, Type III Engine, Reserve Engine, Ambulance (Medic 5)
Station 6	999 Cedar Street, Berkeley, CA 94710	City of Berkeley	1960	Poor	Engine 6, Reserve Engine
Station 7	3000 Shasta Road, Berkeley, CA 94708	City of Berkeley	2006	Good	Engine 7, Reserve Engine, Quick Response Vehicle, EBRPD Engine (Seasonal)
Fire Warehouse	1011 Folger Ave, Berkeley, CA 94710	City of Berkeley	Not provided	Good	Above Ground Water System, Utility Vehicles
Water Rescue	Berkeley Marina, Berkeley, CA	City of Berkeley	Not provided	Not provided	For "Confidence" Fire boat and rescue watercraft

According to the 2022 Standards of Cover Risk Assessment, service demand by station has been consistent since FY 19. Except for Station 7, all Stations have unit hour utilization (UHU) that nears or significantly exceeds the 20 percent threshold, which indicates a strained workload. Station 5 specifically faces high demand during the day, with unit hour utilization from 7:00 am until 11:00 pm ranging from 26 percent to 58 percent. Stations 1, 2, and 6 also have a significantly high demand for 12 to 15 hours of a day, where they exceeded the unit hour utilization 20 percent threshold. Additionally, engine and ambulance crew hourly utilization is at excessive saturation. Overall, Department capacity appears insufficient and indicates a strained workload, which suggests the Department should reevaluate service and staffing

levels.[227] In order to address this significant capacity concern, the Department added 50 personnel in FY 24.

Dispatch and Communications

The City of Berkeley communicates with residents in a few ways to transmit important health and safety information. These methods include broadcasting emergency messages over real-time evacuation maps available at Zonehaven, Wireless Emergency Alert (WEA), television and radio channels, the City of Berkeley website, and utilizing its social media outlets: Twitter, Instagram, and Nextdoor. The City also utilizes AC Alert, a unified system for Alameda County residents, which provides critical information quickly in various situations, such as earthquakes, fires, severe weather, unexpected road closures, missing persons, and evacuations of buildings or neighborhoods.[228]

The Berkeley Police Department Communications Center serves as Berkeley's 9-1-1 Public Safety Answering Point (PSAP), receiving all emergency and non-emergency police, fire, and medical calls in the City and dispatching public safety personnel to respond as appropriate.[229] The City collaborates with the Alameda County Regional Emergency Communications Center (ACRECC), which is equipped to receive all 9-1-1 calls for EMS ambulance services within the County (except for the City of Oakland) that originate from a PSAP.

The Berkeley Fire Department indicated that they are evaluating the feasibility of joining several other departments in Alameda County and dispatching from one center.[230]

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while effectively providing needed services. The Berkeley Fire Department collaborates with the City of Albany Fire Department on training exercises. Additionally, the BFD works with ACRECC for its fire and EMS dispatch services.

BFD also identified opportunities for collaboration in the following areas that could improve efficiency and service delivery:

[227] City of Berkeley Fire Department, Standards of Cover and Community Risk Assessment Study. https://berkeleyca.gov/sites/default/files/2022-04/2022-04.19%20WS%20Item%2001%20Fire%20Department%20Standards%20of%20Cover.pdf. Page 15-18. April 6, 2022.
[228] City of Berkeley Emergency Notifications. https://berkeleyca.gov/safety-health/disaster-preparedness/emergency-notifications
[229] Berkeley City Auditor, 9-1-1 Dispatchers: Understaffing Leads to Excessive Overtime and Low Morale. https://berkeleyca.gov/sites/default/files/2022-01/Dispatch-%20Workload-Fiscal-%20Year-2018.pdf. Page 2. April 25, 2019.
[230] City of Berkeley, SoGo Survey Responses, November 2021.

- Shared Services — the Department is working with regional partners to evaluate the feasibility of a shared service model and whether this concept would enhance service to the region and its communities, increase responder safety, and improve efficiency.
- Training — the Department is working with regional partners in Northern Alameda County and Western Contra Costa County to design and build a regional training coalition that provides initial and ongoing training to the region's responders.
- Dispatch — the Department has contracted with a vendor that is evaluating how to increase the level of services provided by the City's dispatch center. This analysis is expected to be completed in early 2024.
- Apparatus Maintenance — the City has struggled to meet its needs for large fire vehicle maintenance and is working to repair internal systems while exploring regional partnerships for vehicle maintenance.

Infrastructure Needs

The City of Berkeley Fire Department reported the need for two additional facilities. First, the Department indicated they needed a larger, appropriately configured, and located division of training that could provide the space to conduct realistic training for employees. The current facility is undersized, under-resourced, and immediately adjacent to single-family homes. Second, they indicated the need for a larger headquarters and an ambulance deployment center for a department that has added a Wildland Urban Interface Division and expanded staffing across all other divisions to meet the current risk and service demands. The Department also reported various facility upgrades are undergoing, including roof placement in Station 3, roof work, solar and electrical upgrades, HVAC in Station 2, and roof work and dry rot in Station 6.[231]

At the time, these upgrades were expected to be financed with the T1 Bond, which is an Infrastructure Bond Measure that authorizes the City to sell General Obligation Bonds to repair, renovate, replace, or reconstruct the City's aging infrastructure, including sidewalks, streets, storm drains, parks, community centers, and other essential City facilities.[232]

According to the City's FY 23-~~FY~~ 27 Capital Improvement Plan (CIP), the facilities upgrade projects for Measure T1 Phase 2 include upgrades at Stations 2, 3, 4, 5, and 6.[233]

[231] City of Berkeley, SoCo Survey Responses, November 2021.
[232] Measure T1 Update. www.cityofberkeley.info/MeasureT1.
[233] City of Berkeley FY 2023 - 2027 Capital Improvement Plan. https://berkeleyca.gov/sites/default/files/documents/FY-23-27-Capital-Improvement-Program.pdf. Page 40.

Additionally, the Department indicated a need for new vehicles, including a number of staff vehicles, three Braun ambulances, and one water tender due to new staff, increased demand, and enhanced focus on emergency preparedness.[234]

Challenges

The Department faces the most significant recruitment and retention challenges in over 100 years, including struggling to find qualified firefighters and permanent staff changing departments. Minimum staffing creates a need for overtime, this can fluctuate greatly depending on the vacancy rate, and the Department is looking for better tools to predict and know what the ideal vacancy rate should be. According to the 2022 Berkeley Fire Department Quarterly Report, between FY 20 and FY 21, forced overtime increased by over 275 percent due to increased vacancies resulting from the hiring freeze, increased number of temporary vacancies because of COVID-related quarantine and COVID-related leave, and fatigued workforce disinterested in overtime work.[235] However, the Department is undertaking a reorganizational effort to enhance services, and the adopted FY 24 budget indicates an increase in the Department's full-time equivalent positions by 50 compared to FY 21.

Another challenge the Department noted was their inability to provide adequate training to personnel, especially leadership and management training to current and aspiring supervisors, which places the organization at significant risk.

Ongoing infrastructure and equipment needs, including fire stations, office space, and training grounds, many of which are in fair or poor condition, undersized, and need significant maintenance or replacement. [236]

With anticipated growth throughout the City, each area poses an ongoing concern in providing services. However, significant changes from the previous year's budget, including the passing of Measure FF and the UC Settlement funds, will be appropriated in the FY 23/24 budget cycle, ~~will~~ resulting in an increase in the Department's budget by $3,025,829 or 5 percent compared to the FY 22 adopted budget. These funds are essential in supporting the Department's proposed reorganization as well as supporting mandated programs, projects, and services that have begun, including creating the WUI Division, completing an analysis of Fire/EMS

[234] City of Berkeley, SoCo Survey Responses, November 2021.
[235] FY23, Berkeley Fire Department Quarterly Report (Q1). https://berkeleyca.gov/sites/default/files/documents/Berkeley%20Fire%20Department%20Quarterly%20Report.pdf. P. 10-11. September 2022.

[236] City of Berkeley Adopted Budget Fiscal Years 2023 & 2024. p. 157.

dispatching, initiating a Fire Facilities Master Plan (FMP), creating a training division, and creating two new classifications, Paramedic and EMT, which will replace firefighters on the City's ambulances so staffing is more efficient.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) that likewise establish an agency's level of service. The applicable response time policy for the City of Berkeley is shown in Figure 10-9.[237]

Figure 10-9: City of Berkeley Response Time Policy

RESPONSE TIMES FOR THE CITY OF BERKELEY	
Agency Name	Single Unit Incident
City of Berkeley	Call processing/ dispatch (which does not include 9-1-1 call answered to first data entry keystroke) is 1:30 minutes. While crew turnout is 2 minutes, first-due travel 4 minutes, and first unit to arrival is 7:30 minutes. Additionally, the best practice for 1st alarm travel and 1st alarm call to travel are 8 minutes and 11:30 minutes, respectively.

As of FY 21, the Department's response time from call processing/dispatch to the first unit call to arrival is 9:32 minutes, which exceeds the best practice goal of 7:30 minutes by a little over two minutes. Station 7 experienced the longest call-to-arrival response time average at 8:05 minutes, followed by Station 4 at 6:51 minutes.

A best-practice-based travel time goal from NFPA 1710 for career fire departments in urban areas is that the last unit arrives within an 8:00-minute travel time to 90 percent of the First Alarm incidents. Residential first alarm response, otherwise known as the Effective Response Force, has a goal of eight minutes of travel time or 11:30 minutes total response time. Only some areas of each urban core are accessible within this timeframe, and the situation worsens with the addition of congestion throughout the coverage area. In the City of Berkeley, as of FY

[237] City of Berkeley Fire Department, Standards of Cover and Community Risk Assessment Study. https://berkeleyca.gov/sites/default/files/2022-04/2022-04 19%20WS%20Item%2001%20Fire%20Department%20Standards%20of%20Cover.pdf. Page 22. April 6, 2022.

21, the Department's travel time was 15:24 minutes, and the first alarm call to arrival time was 17:28. [238]

The Insurance Service Office (ISO) classifies fire services in the communities as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. As of 2015, the Berkeley Fire Department was the only city in Alameda County to obtain a Class 1 rating, the highest possible classification for fire suppression efforts.[239]

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

[238] City of Berkeley Fire Department, Standards of Cover and Community Risk Assessment Study. https://berkeleyca.gov/sites/default/files/2022-04/2022-04.19%20WS%20Item%2001%20Fire%20Department%20Standards%20of%20Cover.pdf. p. 22-23. April 6, 2022.
[239] The Daily Californian. https://www.dailycal.org/2015/08/17/berkeley-fire-department-receives-highest-rating-for-fire-suppression-efforts. August 25, 2015.

City of Berkeley Fire Department MSR Determinations

Growth and Population Projections

10-1: The City of Berkeley had a population of 124,000 according to the 2020 Census. The City's population has increased steadily since 2000, approximately nine percent each decade. Between 2010 and 2020, the City's population increased by 10 percent.

10-2: According to ABAG projections, the City's population will continue to grow steadily, increasing nine percent between 2020 and 2030 to a population of 136,000 and four percent between 2030 and 2040 to a population of 141,000. The City of Berkeley should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service demand adequately.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

10-3: The City of Berkeley does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

10-4: The City of Berkeley Fire Department (BFD) has experienced significant capacity constraints primarily attributable to insufficient staffing levels and recruitment and retention challenges, which have resulted in significantly increasing forced overtime for existing staff and Unit Hour Utilization rates for engines, trucks, and ambulances that greatly exceed industry standard thresholds for consecutive hours throughout the day. To address these concerns, enhance services, and meet demand, BFD has initiated a department reorganization, increasing department personnel, deploying alternate response units, and is exploring efficiencies in how it triages calls and assigns resources.

10-5: While the level of services provided by BFD is strained by existing capacity constraints, the Department continues to provide adequate services based on its ISO rating. There is potential for improvement in the Department's response times to meet the City's identified standard. Ideally, with the Department's additional staffing, units will be more available throughout the day, which will accelerate responses.

10-6: In addition to regular maintenance needs, identified station-specific deficiencies, and vehicle needs, BFD reported the need for two additional facilities—a larger and appropriately configured and located division of training that could provide the space to conduct realistic training for employees and a larger headquarters and an ambulance deployment center for a department that is experiencing a substantial expansion to meet risk and demand. The City's FY 23-~~FY~~-27 CIP plans for upgrade projects at Stations 2, 3, 4, 5, and 6 using Measure T1 funding.

Financial Ability of Agencies to Provide Services

10-7: The City of Berkeley Fire Department has the financial ability to continue to provide services. Voters have recently approved additional funding measures to help maintain and improve services. Over the longer term, the City is concerned about its unfunded pension liabilities and growing pension expenditures which will reduce funding available for other services.

Status of, and Opportunities for, Shared Facilities

10-8: BFD collaborates with the City of Albany Fire Department on training exercises and works with ACRECC for its fire/EMS dispatch services.

10-9: The Department indicated that it is working with regional partners to explore the feasibility of a shared services model, apparatus maintenance, and building a regional training coalition has contracted with a vendor that is evaluating how to increase the level of service provided by the City's dispatch center.

10-10: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

10-11: The City of Berkeley abides by all legislative obligations for accountability and governance practices.

10-12: The City of Berkeley demonstrated transparency when sharing information to create this report.

10-13: To improve efficiency and service delivery, the BFD is working to develop a regional JPA for personnel training and development with other departments in Northern Alameda County and Western Contra Costa County.

10-14: No governance structure options specific to BFD were identified over the course of this review; however, it is recommended that the Department continue to participate in regional planning and coordination efforts to the greatest extent possible and continue to seek ways to collaborate and enhance service levels on a regional level with other providers.

10-15: As stated previously, the Department is working with regional partners to evaluate the feasibility of a shared service model and whether this concept would enhance service to the region and its communities, increase responder safety, and improve efficiency.

11. CITY OF DUBLIN FIRE SERVICES

AGENCY OVERVIEW

BACKGROUND

The City of Dublin is one of five cities that contracts with the Alameda County Fire Department for fire suppression and emergency medical services.

Incorporated in 1982, the City of Dublin is located in the East Bay region of the San Francisco Bay area, roughly 30 miles east of San Francisco and 30 miles northeast of Silicon Valley.[240] It has a total population of 72, 589 according to 2020 US Census data.

Considered part of the Tri-Valley area along with the cities of Livermore, Pleasanton, and San Ramon in Alameda County as well as the Town of Danville in Contra Costa County, Dublin is known as the "crossroads" of the Bay area due to its positioning at the intersection of Interstates 580 and 680. This is a prosperous area, in part due to its proximity to employment opportunities at acclaimed international businesses based in the region. In 2011, the National Civic League named the City of Dublin an "All-America City".[241]

This is a general law city served by a City Council and City manager. The City of Dublin provides a variety of services including parks and recreational services and public transportation.

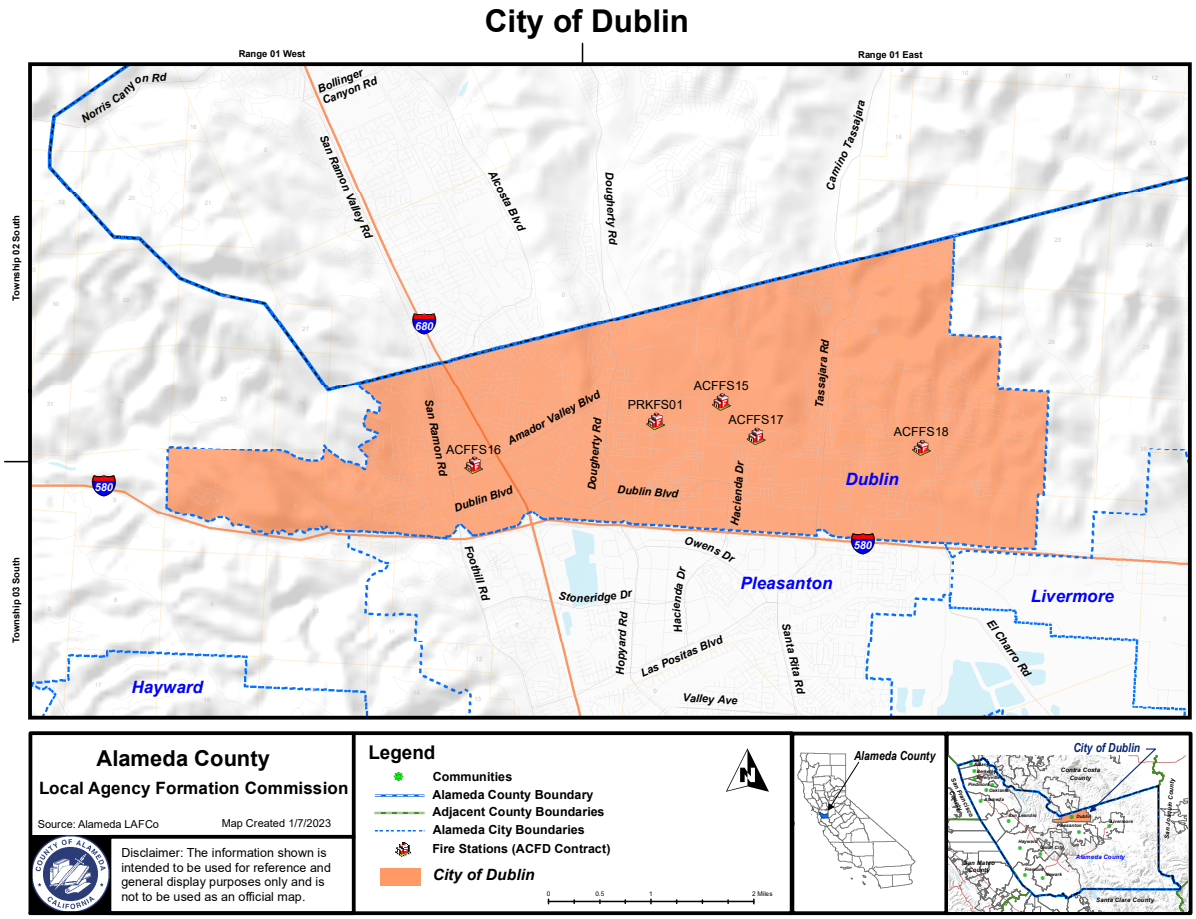
The City of Dublin was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

BOUNDARIES

The City of Dublin is comprised of 22.84 square miles situated south of the City of San Ramon, east of Castro Valley, north of the City of Pleasanton, and west of the City of Livermore.[242][243] Figure 11-1 depicts the City's boundaries, which is also the contract service area for services provided by ACFD by contract.

[240] City of Dublin, Adopted Budget, FY20-21 and FY21-22, p. C-1.
[241] City of Dublin, Adopted Budget, FY20-21 and FY21-22, p. C-2.
[242] City of Dublin, Adopted Budget, FY20-21 and FY21-22, p. J-3.
[243] City of Dublin, https://dublin.ca.gov/1811/Demographics, accessed 4/22/22.

Figure 11-1: City of Dublin Boundaries and SOI



Extra-territorial Services

The City of Dublin does not provide services outside of its boundaries but does contract with ACFD, which is responsible for the execution of fire and emergency medical services within the city limits. ACFD's fire stations that serve the City of Dublin, may also provide services outside of the city limits based on auto and mutual aid agreements.

Unserved Areas

There are no unserved areas in the City of Dublin. ACFD is able to provide services throughout the bounds of the City of Dublin with its access to three staffed fire stations and one reserve station located throughout the city limits.

Sphere of Influence

The City of Dublin's SOI extends outside of the city limits to the west. The current SOI for the City of Dublin was last reaffirmed January 12, 2018.[244]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Dublin has a government structure with a City Manager and an elected mayor and four council members who serve staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 11-2.

The City Council meets every first and third Tuesday of the month at 7pm at the Civic Center in Dublin, CA. Agendas for each weekly meeting are posted at the kiosk in front of the Civic Center and online. Board actions and meeting minutes are available online. Through the City's website, the public has access to live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience.

Figure 11-2: City of Dublin Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large
Length of Term	Four years for board members with a two-term limit, two-year terms for appointments
Meetings	First and third Tuesday of each month at 7pm Closed sessions held at 6:30pm Civic Center 100 Civic Plaza Dublin, CA 94568 Streamed online and broadcast on TV

[244] Alameda LAFCO, https://alamedaLAFCO.org/wp-content/uploads/2021/11/2018-05-Dublin-Reaffirm-SOI.pdf, accessed 4/22/22.

Agenda Distribution	Posted at the civic center and online
Minutes Distribution	Posted online

CITY COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Melissa Hernandez	Mayor	2024	Elected	4 Years
Michael McCorriston	Vice Mayor	2024	Elected	4 Years
Jean Josey	Councilmember	2026	Elected	4 Years
Sherry Hu	Councilmember	2024	Elected	4 Years
Kashef Qaadri	Councilmember	2026	Elected	4 Years

CONTACT	
Contact	Linda Smith, City Manager
Mailing Address	100 Civic Plaza, Dublin, CA
Phone	925-833-6650
Email/Website	Linda.smith@dublin.ca.gov, www.dublin.ca.gov

The City of Dublin participates in community outreach events such as annual city festivals, holiday activities, job fairs, and community educational programs. ACFD has specific fire prevention and emergency safety programs available to Dublin residents as well.

All five members of the City of Dublin's City Council have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in with their economic interests.

There is also a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Dublin or any of its employees are investigated, and a response is provided to the complainant. Constituents are able to file complaints in a number of ways, including online and by phone. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Dublin is in compliance with this regulation.

The City of Dublin demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the annual budget and General Plan. Additionally, being that the City contracts with ACFD for services, ACFD also abides by its own planning and management practices as outlined below.

ACFD's FY 21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year since FY 19. Of these 559 positions, 511.42 are considered full-time equivalents for both management and non-management positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfil the variety of services offered.[245] The Fire Chief oversees four branches—Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch, the EMS, Information Technology, and Special Operations divisions are part of the Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides the leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology, Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

[245] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page, April 19, 2022.

ACFD, as a component of the Alameda County government, is required to conduct value-based budgeting. The goals of this process involve funding agreed-upon service levels, identification of revenues and expenditures as one-time or continuing, and maintenance of adequate contingency and reserve funds.

ACFD battalion chiefs evaluate operations of their respective battalions on an on-going basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through the chief officer performance reviews, which identify staffing and resource deficiencies.

To ensure fire service efficiency and effectiveness, ACFD has set policy goals and objectives. ACFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and disasters to all Alameda County citizens and to ensure that local, State and federal mandated and discretionary service levels are maintained within the communities served.

ACFD's finances are managed by the County. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The District's capital needs are included in the County's Capital Improvement Plan (CIP). ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for the years 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.[246]

The City of Dublin cooperates with ACFD to forecast staffing needs as necessary based on population growth and development plans and analyze employee turnover and attrition in order to meet hiring demands. Response times and response levels are indicated in the City's contract with ACFD and are tools for measuring satisfactory service levels. The Fire Chief is designated to act as the direct liaison to the City Manager and is obligated to attend, or provide a representative to attend, meetings as requested including City Council meetings, and to discuss the budget, operations, and other topics as necessary. The ACFD Fire Marshall is obligated to attend all necessary meetings relating to the City's ability to meet its fire prevention needs.[247]

A critical component of the City of Dublin planning is its Climate Action Plan, which serves as a guiding document to identify ways in which the community and City can reduce greenhouse

[246] Alameda County Fire Department, Survey Response, July 2021.
[247] Alameda County Fire Department, ACFD and City of Dublin Contract Agreement, Beginning July 1, 1997

gas emissions, meeting Dublin's long-term climate action goals, and promoting a healthy, prosperous community. The City's current Climate Action Plan was adopted in 2020 and outlines greenhouse emission goals for 2030 (reduction of emissions by 65,090 million tons of CO2e by 2030) and 2045 (carbon neutrality). Additional strategies and measures will need to be adopted following Climate Action Plan 2030 implementation to achieve full carbon neutrality by 2045. Increased wildfire hazard, as a result of climate change, was identified as a very serious concern by the residents of Dublin during the project process.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Dublin consists of approximately 14,616 acres and is primarily a residential community with some mixed use and commercial properties throughout its boundaries and extended planning areas. These areas are identified in the General Plan as the Eastern Extended Planning Area, the Western Extended Planning Area, the Dublin Crossing Planning Area, and Doolan-Collier Canyons, which is outside of the City's planning area and largely considered to be open space.[248] Through a series of annexations, mostly in the late 1980s and early 1990s, the Dublin territory grew rapidly and Urban Limit Lines were established to limit development of Doolan-Collier, in particular, as part of the Dublin Open Space Initiative.[249]

The General Plan guides the development of this land while the safety element specifically indicates goals and policies for the land area as it relates to fire and emergency services. Currently, the plan lists continued efforts to enforce wildland interface regulations and the requirement for fire protection measures in development in extended planning areas that interfere with open spaces.[250]

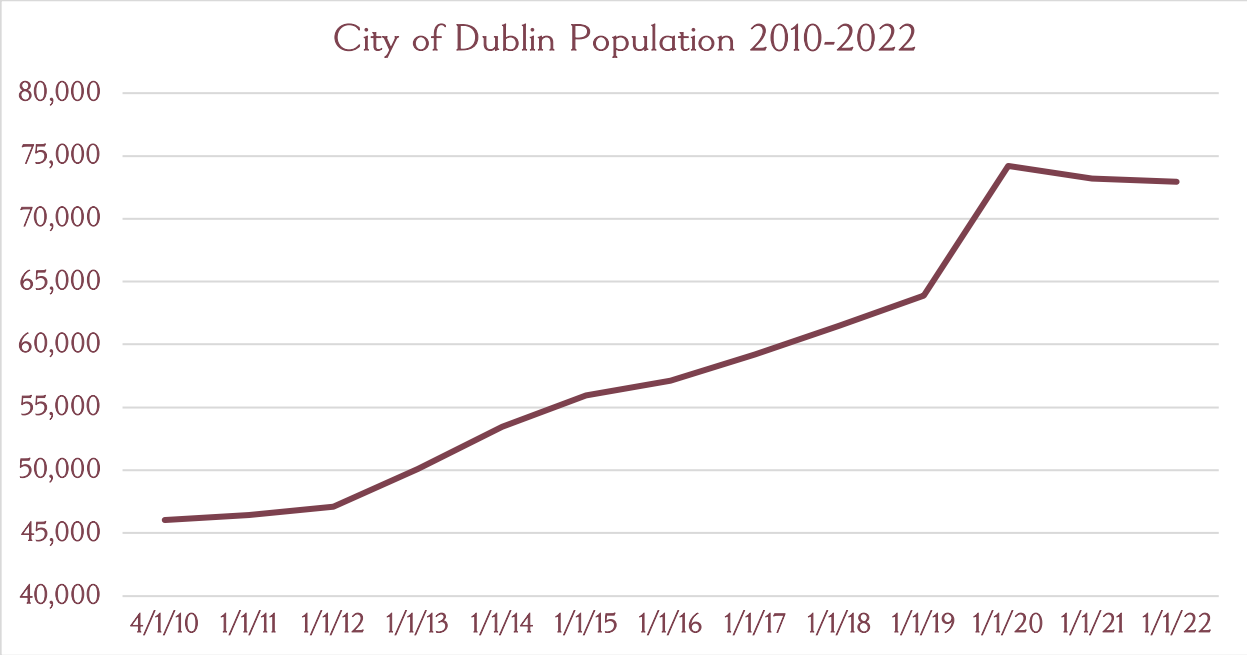
Current Population

The 2020 US Census data lists the City of Dublin population at 72,589. The California Department of Finance (DOF), however, shows a slight increase in population to 72,932 as of 2022 and an increase of nearly 27,000, or roughly 63 percent, since 2010, as shown in Figure

[248] City of Dublin, General Plan, Amended 2/15/22, p. 1-3.
[249] City of Dublin, General Plan, Amended 2/15/22, p. 1-2.
[250] City of Dublin, General Plan, Amended 2/15/22, p. 8-4.

11-3. According to the DOF, the City of Dublin has the second fastest growing population in Alameda County next to the City of Oakland.

Figure 11-3: City of Dublin Population Growth, 2010-2022



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Projected Growth and Development

Alameda County household growth projections are anticipated to climb 54 percent by 2050 along with a 36 percent increase in jobs during the same time frame, as stated by the Association of Bay Area Governments (ABAG).[251] For the City of Dublin specifically, the total population is expected to increase by 35 percent between 2020 and 2035 to approximately 97,995. The total amount of jobs are forecasted to increase by 30 percent over that same time frame.

The City of Dublin indicates that current residential development plans are targeted in a few planning areas such as the Dublin Crossing Specific Plan Area for the multi-phased Boulevard

[251] Association of Bay Area Governments, https://www.planbayarea.org/sites/default/files/FinalBlueprintRelease_December2020_GrowthPattern_Jan2021Update.pdf, accessed 4/27/22.

project. Nearly 25 additional project applications or permit and zoning reviews are also underway for other residential and commercial developments throughout the City, including affordable senior housing, an IKEA retail center, schools, restaurants, and car dealerships.[252]

In terms of fire and emergency services provided to the City by ACFD, ACFD reports that these rapidly changing growth patterns will affect service demand.[253]

There are a number of significant developmental projects in various stages of planning and construction within the City of Dublin. Several of these projects are outlined in Figure 11-4. These developments are aligned with the City's planning and land use documents such as the Downtown Dublin Specific Plan and the General Plan. Many of these projects have been ongoing over several years and largely include commercial, mixed use, and residential facilities.

Figure 11-4: City of Dublin Planned or Proposed Development Projects, 2023

CITY OF DUBLIN DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
SCS Dublin	650	265,000
H Mart		11,739
Nissan Commercial Car Wash		3,574
Moller Ranch/Tassajara Hills	370	
Dublin Family Affordable Apartments	176	
Branaugh Property	97	
Infiniti Dealership		10,461
Hacienda Crossings Drive-Through Restaurant (Chick-fil-A)		2,781
Dublin Senior Living	152	
Dublin Crossing Phase 2 & 3	1,995	200,000
Dublin Crossing Phase 1	453	
Dublin Crossing Phase 4 & 5	510	

[252] City of Dublin, https://dublin-development.icitywork.com/, accessed 4/27/22.
[253] Alameda County Fire Department, SoGo Survey Response, July 2021.

East Ranch SDR NH 1, 2, 4 and Zero Lot Line Product	298	
East Ranch (Croak Property)	573	
McDonald's SDR		4,394
St. Patrick Way (Avalon West)	499	
Amador Station	300	
Regional Street Senior Affordable Housing	113	
Grafton Plaza Daycare & Retail		31,860
Ashton at Dublin Station	220	
Westin Hotel		163,133
Kaiser Commercial – Nissan		35,000
Cambria Hotel		89,700
TOTAL	6,406	817,642

Growth Strategies

ACFD stated that collaboration with the City of Dublin, as well as the other cities in its service area, will be vital to be able to meet demand through continued periods of growth. This will include communicating forecasted needs based on analysis of the City's population projections, development plans, and employee turnover and attrition, in order to estimate staffing needs.[254]

When development plans are processed, ACFD reviews plans and works with planning staff from the County or affected city to ensure that fire codes are met, and fire access and other issues are addressed as conditions of approval. The impacts of emergency fire and medical services are also addressed as part of any environmental review prepared for a development project. ACFD utilizes a collaborative process with local jurisdictions to forecast fire service needs so that local needs and trends can be identified, and service trends developed.

[254] Alameda County Fire Department, SoGo Survey Response, July 2021.

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUC) that meet the basic, State-mandated criteria within ACFD's service area, including the City of Dublin.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Dublin Fire Department has the financial ability to continue to provide services. Although the Fire Department has funded growing expenditures, the majority of the funding has come from City General Fund contributions. These contributions have been growing faster than average City revenue growth, affecting funding for other services. The City's revenues, like most agencies, experienced a substantial adverse impact from COVID-19; the City responded with reductions in various expenditures. The City has expressed concerns that "...if financial markets remain volatile because of the pandemic, it is likely that pension costs will rise, and unfunded liability will grow."[255]

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures have grown at a four percent average rate, slightly higher than inflation. The need for City General Fund contributions has grown as Fire Department charges for services decreased with reduced development due to the pandemic.

Reserves

The City's fund balances had shown growth prior to the pandemic, then dropped by ten percent or more as revenues declined and reserves were required to help maintain services. The City has maintained reserves that exceed its policies; as of June 30, 2021 the cash flow reserves, which are part of the Unassigned Fund Balance, were above the minimum at approximately nine months, which were over the desired target of four months.[256]

[255] City of Dublin Fiscal Years 2020-21 and 2021-22 Budget, p. J-10.
[256] City of Dublin, Notes to Basic Financial Statements For the year ended June 30, 2021, p. 76.

Fire Services

Since 1997, the City of Dublin has contracted with ACFD to provide numerous fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. There are also three specialized response teams available to the City through ACFD: the hazardous materials unit, the urban search and rescue unit, and the water rescue team unit. Figure 11-5 details the services provided by ACFD. If a service is not provided by ACFD, but is offered by another agency, it is indicated in the figure.

Figure 11-5: City of Dublin Fire Service Structure

SERVICE	AGENCY
Fire Suppression Services	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department
Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Provider	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department

Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department
Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department
Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department

Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

Collaboration

The City of Dublin works closely with neighboring cities and Alameda County to provide needed services to the community. The most extensive collaborative efforts are concentrated on fire and emergency services and law enforcement services. The City is one of five agencies that contract with ACFD. In addition to contracting with the cities of Newark, Emeryville, San Leandro and Union City for fire suppression and emergency services, ACFD has an automatic aid agreement with the City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department. ACFD's agreement with Oakland and Berkeley includes a mutual aid response that covers the Berkeley-Oakland Hills area. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680. There is also a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

Additionally, ACFD, as a component of the County, receives a variety of administrative services, and works in conjunction with the Alameda County Sheriff's Department, and Alameda County Emergency Medical Services. An agreement also exists between ACFD and California's Office of Emergency Services for dispatch needs.[257]

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. Also, ACFD firefighters who are specially trained can be dispatched nationwide to assist with disaster response.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Much of the territory outside of the developed municipal areas within the County is categorized as SRA. The area to the east of the City of Dublin is

[257] City of Dublin, Adopted Budget FY20-21 and FY21-22, p. J-15.

identified as SRA. Unusually, some territory within the city limits to the north is designated as Federal Responsibility Area (FRA), where the federal government is responsible for combating wildland fires. This area is where the Camp Parks Army base is located, where base personnel would be responsible for fire protection services.

In conjunction with ACFD, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

ACFD indicated it received a total of 42,363 service calls in FY 20.[258] This was an increase of roughly 19 percent since 2013. Of the service calls in 2020, 3,698 (8.7 percent) were for the City of Dublin. The call types are broken down in Figure 11-6. Previously, the City recorded 3,245 fire service calls for FY 19 in addition to conducting 5,722 inspections and completing 1,180 plan checks.[259] The most recent publication of the AFCD standards of coverage review in 2017 indicated that as of 2016, Station 17 had the sixth highest number of incidents that year amongst all of the Department's stations with 169.[260]

Figure 11-6: City of Dublin Fire and Emergency Medical Service Calls by Type, 2020

2020 Fire and Emergency Service Calls by Type									
	Structure Fires	Other Fires	EMS/ Rescue	Haz. Cond.	Service Calls	Good Intent	False Call	Cancelled Enroute	Total Calls
City of Dublin	34	55	2,458	73	344	146	333	255	3,698

Staffing

Of the City's budgeted, full-time equivalent positions for FY 22, 39.56 are for the Fire Department, yet only one of these is a city held position whereas the rest are contracted with ACFD. ACFD is responsible for staffing its department to directly provide services to the City of Dublin. The City is responsible for a portion of positions shared by the department at-large, which include fire and deputy fire chiefs, division chiefs, battalion chiefs, and administrative staff.

[258] Alameda County Fire Department, Sogo Online Survey Response, July 2021.
[259] City of Dublin, Adopted Budget FY20-21 and FY21-22, p. F-54.
[260] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 43, 9/1/17.

Minimum staffing per unit per day is considered three firefighters per each engine and truck company.[261] In the City of Dublin, Station 16 houses one engine company, Station 17 houses an engine company and a truck company, and Station 18 has an engine company and a patrol.

Objectives set by ACFD include personnel that are trained and ready for emergency response 100 percent of the time and respond to all calls for service within the service area. The Department states that newly hired paid firefighters are required to have Firefighter Recruit Academy training although the monthly training hours for firefighters varies.[262] ACFD provides education that meets State mandated requirements for Emergency Medical Technicians and Paramedics and enforce State and local fire codes and standards through the review and approval of building and facility plans. Community service objectives include coordination of public education, events and disaster operation activities within the communities served.

Facilities and Capacity

The following information is specific to ACFD's operations within the City of Dublin. For more details about ACFD's facilities, see Chapter Four.

The City of Dublin is home to three of the 29 ACFD fire stations throughout the District as well as a reserve station (Station 15) that houses apparatus and equipment for ACFD's Reserve Firefighters. These stations are shown in Figure 11-7. There is also a fire prevention bureau within the City of Dublin, as there is within each agency that contracts with ACFD. The Dublin Fire Prevention Bureau is located in City Hall. The City is also home to administrative offices for the Department and serves as the office representing unincorporated areas of Alameda County including Ashland, Castro Valley, Cherryland, Livermore, San Lorenzo, and Sunol.

Figure 11-7: City of Dublin Fire Facilities

CITY OF DUBLIN ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 15 (Reserve)	5325 Broder Rd., Dublin, CA 94568	Alameda County	Not provided	Not provided
Station 16	7494 Donohue Dr., Dublin, CA 94568	Alameda County	Not provided	Not provided
Station 17	6200 Madigan, Dublin, CA 94568	Alameda County	2003	Not provided

[261] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 19, 9/1/17.
[262] Alameda County Fire Department, SoGo Survey Responses, July 2021.

Station 18	4800 Fallon Rd., Dublin, CA 94568	Alameda County	2003	Not provided
Dublin Fire Prevention Bureau	City Hall, 100 Civic Plaza, Dublin, CA 94568	City of Dublin	1966	Not provided
ACFD Vehicle Maintenance Facility	5777 Scarlett Court, Dublin, CA 94568	Alameda County	Not provided	Not provided
Fire Administration & Alameda County Unincorporated Areas	6363 Clark Ave., Dublin, CA 94568	Alameda County	Not provided	Not provided

In addition to its engine company, Station 16 houses a patrol, a water tender, and an air support unit. Due to the type of apparatus it holds, the stations focus is on coverage areas in the western and central portions of the City. These areas contain commercial, residential and wildland interface areas. Station 17 has an engine company and a truck company as well as a Type 3 engine and a water rescue boat. This station's coverage area is focused on the central portion of the City, but it also responds to calls in Dublin's western, central core, and eastern sections. The coverage area for Station 17 also consists of commercial and residential land uses and a major entertainment center. Station 18 has an engine company, one patrol, and one bulldozer. This station's response area is primarily in the eastern portions of the City and its response is concentrated on residential, high density housing, urban wildland interface areas, and Highway 580.[263]

Of the City's three fire stations, the 2017 Standards of Cover Risk Assessment shows that none of the stations have unit-hour utilization that nears the 20 percent threshold, which indicates a strained workload.[264] Overall, Department capacity appears sufficient, however, service should be continually reevaluated to ensure all sections of the City are receiving adequate response due to access issues, particularly on the west side.

Dispatch and Communications

There are a few ways the City of Dublin communicates with residents to transmit important health and safety information. These methods include broadcasting emergency messages over local radio, online, and utilizing its social media channels: Twitter, Facebook, Instagram, Youtube, Linkedin, Nextdoor, and Nixle.

[263] ACFD, https://fire.acgov.org/stations-and-facilities/, accessed 5/13/22.
[264] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 52-53, 9/1/17.

ACFD is responsible for coordinating dispatch communications for the City's service calls. The regional 9-1-1 dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore and Pleasanton, and the County EMS transport provider Paramedics Plus ambulance service. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire or medical emergency, the calls are first routed by the telephone provider to the Public Safety Answering Point (PSAP). The first-response dispatcher immediately determines the type or need of the call and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches ACFD and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while still effectively providing needed services. As previously mentioned, ACFD provides contract services to four agencies in addition to the City of Dublin for fire and emergency response services. To do this, it shares personnel, dispatching services, and facilities resources as necessary, not specifically in relation to the City of Dublin. Consolidating facilities and shifting personnel is not uncommon, for instance, Station 8 firefighters having been relocated to Station 20, which is the Lawrence Livermore National Laboratory site. Another example is that Station 15 currently houses ACFD Reserve Firefighters, apparatus and equipment even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.[265]

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

[265] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22.

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would particularly improve efficiencies in service delivery, especially EMS delivery.[266]

Infrastructure Needs

For the City of Dublin, fire station maintenance is outlined in its annual budget. Most of the budgeted needs are for routine maintenance and repairs. Identified improvements for FY 22 include implementing GPS Enabled Traffic Preemption and the Zone Haven Emergency Evacuation System.[267] There are capital improvement projects specific to ACFD in the County's Annual Capital Improvement Plan (CIP). For more information, refer to chapter 4.

Challenges

The most significant challenge facing the City of Dublin appears to be financial limitations as a result of the COVID-19 pandemic and its overall impact on the economy due to shelter-in-place restrictions that kept revenues limited, including many tax revenue streams, not including property taxes.[268]

Coupled with rapid population growth in the region, limited financing will continue to be a concern as it relates to staffing and development.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

Each of ACFD's contract cities maintains individualized performance measures according to its agreement. The applicable response time measure for City of Dublin is shown in Figure 11-8.

In contrast, the Department's response time goals are six minutes, exceeding those of the City by one minute from dispatch to arrival. The Department, however, gives a baseline goal of 7:30

[266] Alameda County Fire Department, SoGo Survey Responses, July 2021.
[267] City of Dublin, Adopted Budget FY20-22, p. F-54.
[268] City of Dublin, CAFR, 6/30/20, p. xi.

minutes total, including call processing.[269] Based on this measurement, as of 2016, the Department exceeded both standards across all three Dublin fire stations. Station 16 experienced the longest call to arrival response time average at 8:10, followed by Station 18 at 7:58 and Station 17 at 7:41.[270]

Figure 11-8: City of Dublin Response Time Policy

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
AGENCY NAME	SINGLE UNIT INCIDENT	MULTIPLE UNIT INCIDENT
City of Dublin	Arrive within 5 minutes from the time the Company is first dispatched for 90 percent~~%~~ of incidents.	Arrival of first company on the scene within 5 minutes for 90 percent~~%~~ of all incidents. Remaining units should arrive on the scene of an incident within 10 minutes from when the first due company begins responding for 90 percent~~%~~ of all incidents.

Residential first alarm response, otherwise known as the Effective Response Force, has a goal of eight minutes travel time or 11:30 minutes total response time for a minimum of three engine companies, one truck company, and one Battalion Chief to arrive. Only some areas of each urban core are accessible within this timeframe and the situation worsens with the addition of congestion through the coverage area. This is particularly noticeable in the City of Dublin where units cannot reach the outer edges within eight minutes.[271] Despite these response times, a majority of fire stations in ACFD provide service in less than 8:00 minutes within the most urbanized areas. Any time that is gained by adding stations would not be cost effective.[272]

Fire services in the communities are classified by the Insurance Service Office (ISO), as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. ACFD's most recent ISO rating was done in 2015, and it was given an ISO PPC rating of 01/1Y, which is the top classification available. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, Y, refers to the properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[273]

ACFD has not provided information as to whether any complaints regarding fire service for the City of Dublin were received in FY 21.

[269] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 44, 9/1/17.
[270] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 49, 9/1/17.
[271] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 32, 9/1/17.
[272] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 50, 9/1/17.
[273] Alameda County, Public Protection Classification Summary Report, p. 7, July 2015.

City of Dublin Fire MSR Determinations

Growth and Population Projections

11-1: The population of the City of Dublin was 72,932 in 2022. Its growth rate has been increasing rapidly, having increased more than 63 percent between 2010 and 2022.

11-2: Growth in the City is projected to increase by 35 percent~~%~~ between 2020 and 2035 to a total of roughly 97,995.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

11-3: The City of Dublin does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

11-4: Overall, Department capacity appears sufficient, however, service should be continually reevaluated to ensure all sections of the City are receiving adequate response due to access issues, particularly on the west side. Additionally, the City should monitor population projections and development plans to ensure they align with city planning efforts to adequately accommodate growth and the related increase in demand for fire and emergency medical services.

11-5: The City of Dublin has its fire and emergency response service needs adequately met by ACFD, with three staffed fire stations throughout its boundaries. There should, however, be continued reevaluation of the service area and response times to ensure areas outside of the city center, particularly in the west, are receiving adequate services.

11-6: Infrastructure needs are currently being met by the City of Dublin as planned and expensed in its budget for capital improvements. A majority of identified needs are addressed with regular maintenance.

Financial Ability of Agencies to Provide Services

11-7: The City of Dublin Fire Department has the financial ability to continue to provide services. Continued expenditure growth has been increasingly funded by the City's General Fund. The City is concerned about continued pandemic impacts on its revenues and fund balances, and financial instability, which could worsen pension liabilities and adversely affect services.

Status of, and Opportunities for, Shared Facilities

11-8: The City's fire service structure relies heavily on facility and resource sharing with ACFD, the County, and other providers in the region.

11-9: The City contracts with ACFD and one of the Department's goals is to consolidate facilities and resources. One possibility for collaboration that should be pursued is between regional transport companies, other fire agencies, and municipalities in order to provide more efficient service delivery, especially EMS delivery.

11-10: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

11-11: The City of Dublin abides by all legislative obligations for accountability and governance practices.

11-12: The City of Dublin demonstrated transparency when sharing information for the creation of this report.

11-13: No governance structure alternatives specific to the City of Dublin were identified over the course of this review, however, ACFD, in contract with the City, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

12. CITY OF EMERYVILLE FIRE SERVICES

AGENCY OVERVIEW

BACKGROUND

The City of Emeryville is one of five cities that contracts with the Alameda County Fire Department (ACFD) for fire suppression and emergency medical services.

The City of Emeryville is located in the San Francisco Bay Area of Alameda County, bordered by the City of Berkeley to the north and the City of Oakland to the south and east.

The City of Emeryville was initially incorporated in 1896 as a general law city. In 2014, however, voters passed Measure U establishing Emeryville as a charter city. Since 1984, the local government has been served by a City Council and City Manager form of government and provides a full suite of services from development services to community and general administrative services.[274] While the City of Emeryville provides many municipal services, the focus of this review is on fire protection, emergency medical, and other related services offered by the City.

The City of Emeryville was last included in an MSR Update that was adopted in 2018 and was part of a Public Safety Services MSR by Alameda LAFCO that was adopted in 2004. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

BOUNDARIES

As part of Alameda County, the City of Emeryville rests along the eastern shore of the San Francisco Bay, opposite of the City of San Francisco, and bordered by the City of Berkeley to the north and the City of Oakland to the east and south.[275] With an area of 1.2 square miles in size, the City is small; however it is strategically located in the center of the Bay Area near the convergence of many major transportation access points including Interstates 80, 880, and

[274] City of Emeryville, CAFR, FY20, p.i.
[275] City of Emeryville, CAFR, FY20, p.ii.

580, as well as the east landing of the Bay Bridge.[276] Figure 12-1 depicts the City's boundaries, which is also the service area for services provided by ACFD by contract.

Extra-territorial Services

The City of Emeryville does not provide services outside of its boundaries but does contract with ACFD, which is responsible for the execution of fire and emergency medical services within the city limits. ACFD's fire stations that serve the City of Emeryville, may also provide services outside of the city limits based on auto and mutual aid agreements.

Unserved Areas

There are no unserved areas in the City of Emeryville. ACFD is able to provide services throughout the bounds of the City of Emeryville with access to its two fire stations (34 and 35) centrally located within the city limits.

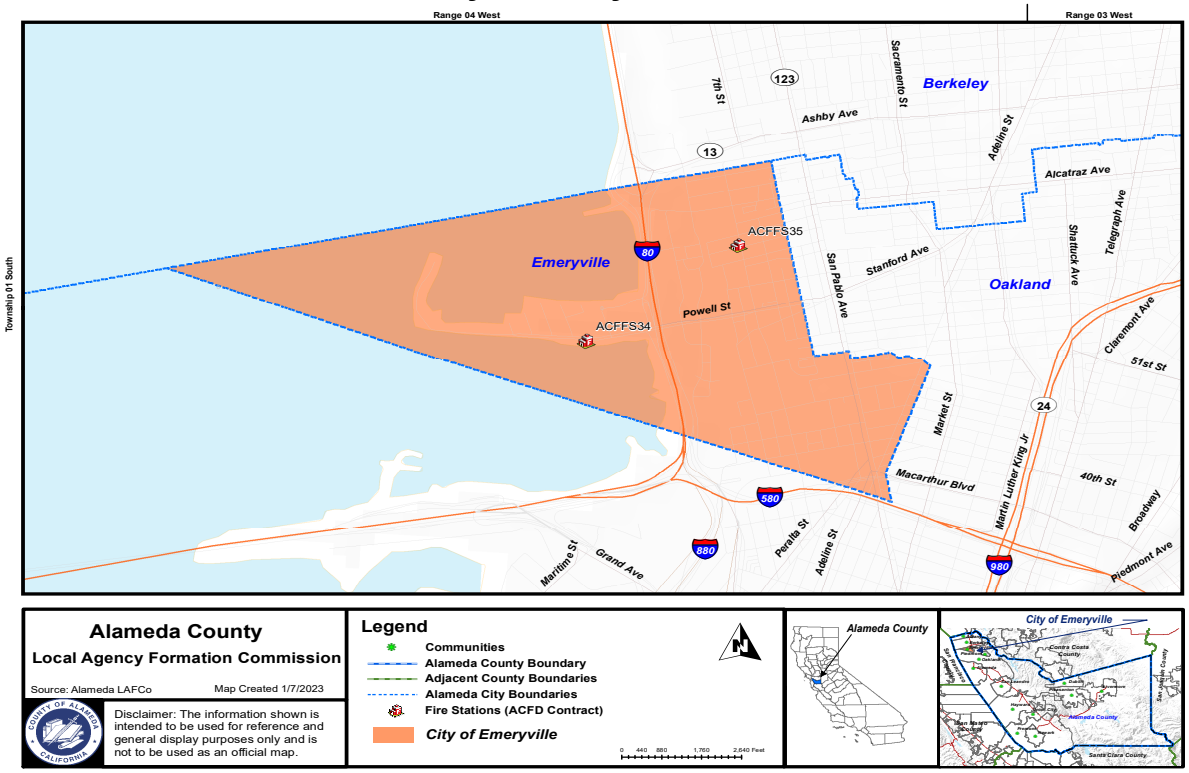
Sphere of Influence

The City of Emeryville's sphere of influence is coterminous with its city limits, as the City is surrounded by the incorporated territory of the cities of Berkeley and Oakland and the Bay on all sides with no potential for expansion. The current SOI for the City of Emeryville was last reaffirmed on January 12, 2018.

Figure 12-1: City of Emeryville Boundaries and SOI

[276] City of Emeryville, https://www.ci.emeryville.ca.us/68/Emeryvilles-History, and https://www.ci.emeryville.ca.us/69/Location, accessed 5/5/22.

City of Emeryville



Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Emeryville has a Council-Manager government structure. Five councilmembers are elected at large to four-year staggered terms. The councilmembers then select a Mayor and Vice-Mayor amongst themselves. The City Manager is appointed by the City Council. The City Council and the City Manager also serve as the Successor Agency and Executive

Director of the Emeryville Redevelopment Agency. Current board member names, positions, and term expiration dates are shown in Figure 12-3.

The governing body meets every first and third Tuesday of the month (except for the first Tuesdays in January and August) at 7:156pm in the Council Chambers at City Hall located at 1333 Park Avenue in Emeryville. Agendas for each weekly meeting are posted online, with each live streaming video broadcast, and through the City Clerk's office. Board actions and meeting minutes are available online through the City's website. The public has access to live audio/visual broadcasts via City of Emeryville TV channel 27, live streaming video, and archived audio and/or visual webcasts of Council meetings for viewing online.

Figure 12-2: City of Emeryville Governing Body

GOVERNING BODY				
Manner of Selection	Elections at large			
Length of Term	4 years, staggered terms			
Meetings	First and third Tuesday of each month at 7:15pm Emeryville City Hall 1333 Park Avenue Emeryville, CA 94608 Streamed online and broadcast on TV			
Agenda Distribution	Posted online and available through the City Clerk			
Minutes Distribution	Posted online			
COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
John Bauters	Mayor	2024	Elected	4 Years
Courtney Welch	Vice Mayor	2024	Elected	4 Years
David Mourra	Councilmember	2026	Elected	4 Years
Kalimah A. Priforce	Councilmember	2026	Elected	4 Years
Ally Medina	Councilmember	2024	Elected	4 Years
CONTACT				
Contact	Christine Daniel, City Manager			
Mailing Address	1333 Park Avenue, Emeryville, CA			
Phone	510-596-4371			
Email/Website	cdaniel@emeryville.org, https://www.ci.emeryville.ca.us/			

The City of Emeryville participates in community outreach such as city festivals, educational and enrichment activities, guidance for businesses and sustainability efforts, and crime prevention and emergency preparedness programs. The City also promotes engagement through its website and social media, apps such as SeeClickFix, and a subscription newsletter. Additionally, ACFD has specific fire prevention and emergency safety programs available to City of Emeryville residents as well.

All complaints concerning the City of Emeryville or any of its employees are handled by the appropriate department and escalated as needed.

In accordance with the California Fair Political Practices Commission, Form 700 should be filed by the City's councilmembers. In the case of the City of Emeryville, all councilmembers have current filings for Form 700, indicating transparency of their economic interests.

The City has adopted and regularly updates its Conflict-of-Interest code as required by law.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Emeryville is in compliance with this regulation.

The City of Emeryville, and ACFD on the City's behalf, demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the annual budget and General Plan. Additionally, being that the City contracts with ACFD for services, ACFD also abides by its own planning and management practices as outlined below.

ACFD's FY 21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year since FY 19. Of these 559 positions, 511.42 are considered full-time equivalents for both management and non-management positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfil the variety of services offered.[277] The Fire Chief oversees four branches—Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch, the EMS, Information Technology, and Special Operations divisions are part of the Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides the leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology, Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

ACFD, as a component of the Alameda County government, is required to conduct value-based budgeting. The goals of this process involve funding agreed-upon service levels, identification of revenues and expenditures as one-time or continuing, and maintenance of adequate contingency and reserve funds.

ACFD battalion chiefs evaluate operations of their respective battalions on an on-going basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through the chief officer performance reviews, which identify staffing and resource deficiencies.

To ensure fire service efficiency and effectiveness, ACFD has set policy goals and objectives. ACFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and disasters to all Alameda County citizens and to ensure that local, State and federal mandated and discretionary service levels are maintained within the communities served.

[277] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page, April 19, 2022.

ACFD's finances are managed by the County. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The District's capital needs are included in the County's Capital Improvement Plan (CIP). ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for the years 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.[278]

The City of Emeryville has a collaborative relationship with ACFD via a contractual agreement. Together, the agencies work to forecast staffing needs as needed based on population growth and development plans and analyze employee turnover and attrition in order to meet hiring demands. Response times and response levels are indicated in the City's contract with ACFD and are tools for measuring satisfactory service levels. The Fire Chief is designated to act as the direct liaison to the City Manager and is obligated to attend, or provide a representative to attend, meetings as needed including City Council meetings, and to discuss the budget, operations, and other topics that may arise. ACFD is directed to maintain records sufficient for fulfilling reporting obligations and to undergo an independent, yearly audit of ACFD's financial performance. ACFD must also adhere to community complaints guidelines and inform the City Manager of complaints relating to the services provided by ACFD. Per the contract, the City is entitled to a representative on the ACFD Fire Advisory Commission as well as the Executive Management Oversight Committee, which meets quarterly. [279]

A critical planning tool for the City of Emeryville affecting wildfire hazards resulting from climate change is its Climate Action Plan 2.0 adopted in 2016. In accordance with the State of California targets, the City of Emeryville aims to reduce greenhouse gas emissions to 40 percent below baseline levels by 2030 and 80 percent below baseline levels by 2050. The plan consists of 17 mitigation goals, five adaptation goals, and over 100 combined initiatives for 2030, and five long-term strategies for 2050. The plan indicates at there is limited exposure to wildfire hazards from climate change due to Emeryville's location along the urbanized area of the San Francisco Bay.

[278] Alameda County Fire Department, Survey Response, July 2021
[279] Alameda County Fire Department, ACFD and City of Emeryville Contract Agreement, updated June 30, 2018.

Existing Demand and Growth Projections

Land Use

The City of Emeryville consists of approximately 768 acres or 1.2 square miles. Development goals primarily must be met through redeveloping existing land and rehabilitating older buildings since the City is nearly entirely built out.[280] The City of Emeryville is presently focused on mixed use land space that will balance employment opportunities with residential availability.[281] Most of the current land space is designated for planned unit developments that are centrally located within the City's planning area. A majority of these developments are located south of Powell Street between Shell Mound Street on the west and Hollis Street on the East.

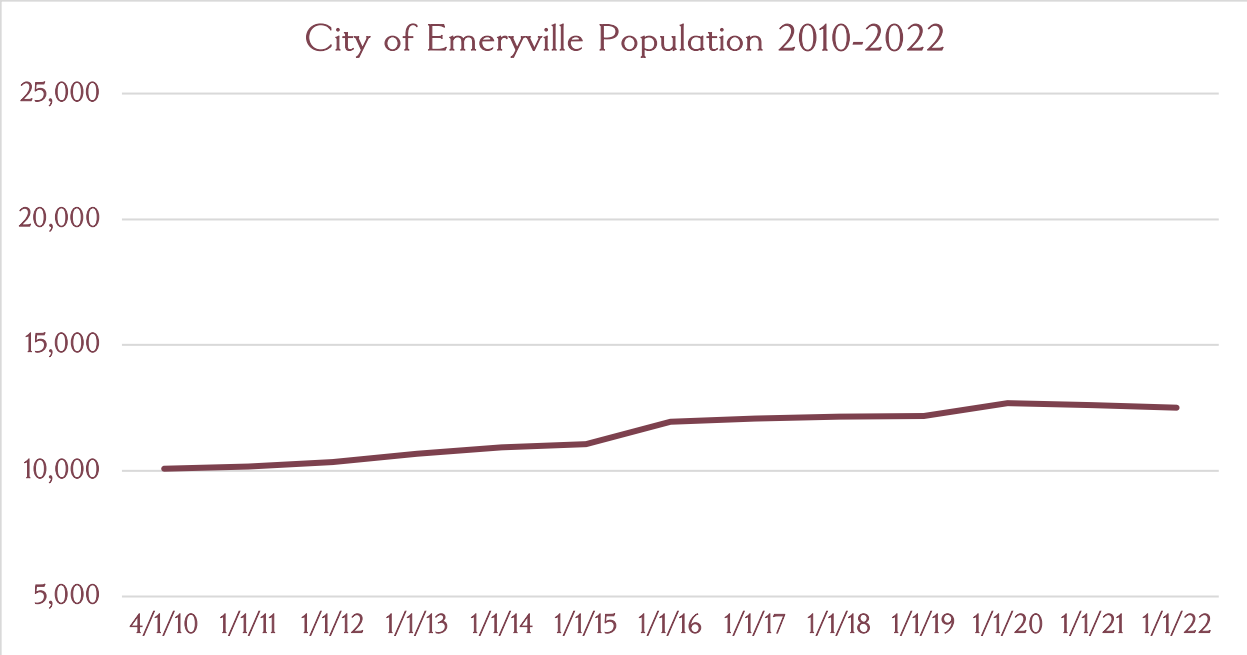
The General Plan guides the development of this land, while the Safety Element specifically indicates goals and policies for the land area as it relates to fire and emergency services. Currently, the plan lists urban fires as the primary threat to the Emeryville area, especially urban fires resulting from an earthquake. Continued efforts are, therefore, outlined to ensure evacuation routes, regulations of roadway widths to accommodate emergency vehicles and equipment, and sufficient water flow in the event of fire.[282]

Current Population

The 2020 US Census estimates the City of Emeryville's population for April 2020 as 12,905 residents, which is 28 percent growth from a population of 10,080 in 2010. More recently, annual population estimates by the California Department of Finance (DOF) indicate a slight decrease in the City's population with an estimated population of 12,497 as of January 1, 2022 or a decrease from 2020 of 3.2 percent. The City's population trend over the last 10 years is shown in Figure 12-3.

Figure 12-3: City of Emeryville Population Growth, 2010-2022

[280] City of Emeryville, General Plan, 2-2, Amended through 9/3/2019.
[281] City of Emeryville, General Plan, 2-2, Amended through 9/3/2019.
[282] City of Emeryville, General Plan, 6-19, Amended through 9/3/2019.



Projected Growth and Development

Based on Association of Bay Area Governments (ABAG) growth projections, the total population of the City of Emeryville is expected to increase by approximately 51 percent between 2020 and 2035. In contrast, the entire area within ACFD is anticipated to grow by an average annual growth rate of 0.8 percent by 2035.[283] Increases in the number of multifamily housing units and jobs is also expected. ABAG data shows multifamily housing is projected to grow by 62 percent between 2020 and 2035, whereas single family dwelling units are anticipated to stay stable. Employment is projected to grow marginally by approximately two percent over the same time period.

In terms of growth effects on fire and emergency services provided to the City by ACFD, the City expects vertical growth as a majority of land within the city limits is built out. Coupled with the aforementioned anticipated increases in jobs and population, there is potential for growth patterns to affect service demand. In particular, the City has outlined 1) the potential need for equipment that is better able to accommodate the City's urban environment, 2) the impact traffic congestion would have on response times, and 3) the potential for urban fires to have a greater effect on people due to the City's high population density.[284]

[283] Association of Bay Area Governments, http://projections.planbayarea.org/, Projections 2040 by Jurisdiction download, accessed 6/13/22.
[284] City of Emeryville, General Plan, 2-2, Amended through 9/3/2019.

A significant number of major development projects are underway in the City of Emeryville as shown in Figure 12-4. Largely, these plans are for residential facilities, although there are mixed use spaces included as well. This type of development reflects the City's anticipated population growth expected over the next ten years, as mentioned above.

Figure 12-4: City of Emeryville Planned or Proposed Development Projects, 2023

CITY OF EMERYVILLE DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Christie Sites	367	
9 Anchor Drive	54	
3637 Adeline Supportive Housing	90	
5801 Christie Mixed Use Project	94	
Intergenerational Affordable Housing	68	
Life Sciences Tower	30	
Multi-Unit Residential Project	24	
Nellie Hannon Gateway	90	
Bay Street Grocery Store		48,500
Baker Metal Live/Work	17	
The Emery Building D	184	
The Emery Building C	122	944
Bayview Emeryville Apartments	186	
The Emery Building B1	64	2,241
The Emery Building B2	130	3,025
TOTAL	1,520	54,710

Growth Strategies

ACFD stated that collaboration with the City of Emeryville, as well as the other cities in its service area, will be vital to be able to meet demand through continued periods of growth. This

will include communicating forecasted needs based on analysis of the City's population projections, development plans, and employee turnover/attrition, to estimate staffing needs.[285]

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the State-mandated criteria within ACFD's service area, including Emeryville.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Emeryville Fire Department has the financial ability to continue to provide services. The City has continued to increase funding to the Fire Department from the City's General Fund despite City revenues declining 20 percent from their peak in FY2018-19. A number of pro-active measures enabled the City to maintain its reserve targets.

Revenues and Expenditures

Since FY2017-18 the Fire Department's expenditures have grown at a 5.7 percent average rate, but slowed to 2 percent in the FY2021-22 budget. As noted in the City's budget, "...the City's primary revenue streams (sales tax, hotel tax, business license tax and cardroom tax), were all negatively affected by the pandemic. While all are recovering, industries are reacting differently to the recovery and each will take a different amount of time."[286] Fire Department fees and permits revenue declined substantially with reduced development, and net General Fund contributions continued to grow.

Fund Balances and Reserves

The City has taken steps to defer costs and capital projects and maintain a number of positions vacant. Although unrestricted funds have declined, the City has continued to maintain its minimum General Fund reserve requirements equal to 50 percent of operational costs.

[285] Alameda County Fire Department, SoGo Survey Response, July 2021.
[286] City of Emeryville City Budget Fiscal Year 2021-2022, pg. v.

Fire Services

Service Overview

Since 2012, the City of Emeryville has contracted with ACFD to provide numerous fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. There are also three specialized response teams available to the City through ACFD: the hazardous materials unit, urban search and rescue unit, and the water rescue team unit. Figure 12-5 details the services provided by ACFD. If a service is not provided by ACFD, but is offered by another agency, it is indicated in the figure.

Figure 12-5: City of Emeryville Fire Service Structure

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department
Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Driver	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department

Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department
Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department
Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department
Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	

Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department
Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

Collaboration

The City of Emeryville is one of five agencies that contract with ACFD. In addition to contracting with the cities of Dublin, Newark, San Leandro and Union City for fire suppression and emergency services, ACFD has an automatic aid agreement with the City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department. ACFD's agreement with Oakland and Berkeley includes a mutual aid response that covers the Berkeley-Oakland Hills area. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680. There is also a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

Additionally, ACFD collaborates with the County to receive a variety of administrative services, and to work in conjunction with the Alameda County Sheriff's Department, and Alameda County Emergency Medical Services. An agreement also exists between ACFD and California's Office of Emergency Services for dispatch needs.[287]

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. Also, ACFD firefighters who are specially trained can be dispatched nationwide to assist with disaster response.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). A majority of the territory outside of the developed municipal

[287] Alameda County Fire Department, SoCo Survey Responses, July 2021.

areas within the County is categorized as SRA. None of the territory immediately adjacent to or within the vicinity of the City of Emeryville is categorized as SRA.

In conjunction with ACFD, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

For FY 20, ACFD stated there were a total of 42,363 service calls overall. This is an increase of 19 percent since FY 13. Of those calls, 2,336, were for the City of Emeryville, which accounts for 5.5 percent of the total. The call types are broken down in Figure 12-6.

Figure 12-6: City of Emeryville Calls for Service, 2019-2020

2019-2020 Fire and Emergency Service Calls by Type									
	Structure Fires	Other Fires	EMS/ Rescue	Hazardous Conditions	Service Calls	Good Intent	False Call	Cancelled Enroute	Total Calls
City of Emeryville	24	36	1,370	26	148	110	332	290	2,336

Staffing

ACFD is responsible for staffing its department to directly provide services to the City of Emeryville. The City, however, is also responsible for a portion of positions shared by the department at-large. These positions include fire and deputy fire chiefs, division chiefs, battalion chiefs, and administrative staff. Minimum staffing per unit per day is considered three captains, three engineers, and three firefighters. Two staffed engine companies are primarily responsible for the City of Emeryville's emergency response. Each engine company has three firefighters, including a minimum of one paramedic. Battalion 4 also has a battalion chief on duty 24/7 to cover assigned territory, including the City of Emeryville.[288]

Objectives set by ACFD include personnel that are trained and ready for emergency response 100 percent of the time and respond to all calls for service within the service area. The Department states that newly hired paid firefighters are required to have Firefighter Recruit Academy training, although the monthly training hours for firefighters varies.[289] ACFD provides

[288] City of Emeryville, Adopted Budget FY21-22, p. 144.
[289] Alameda County Fire Department, SoCo Survey Responses, July 2021.

education that meets State-mandated requirements for Emergency Medical Technicians and Paramedics. Community service objectives include coordination of public education, events and disaster operation activities within the communities served.

Facilities and Capacity

The following information is specific to ACFD's operations within the City of Emeryville. For more details about ACFD's facilities, see Chapter Four in this report.

ACFD operates out of two fire stations within the City: Station 34 and Station 35. There is also a fire prevention bureau, as there is within each agency that contracts with ACFD. The Emeryville Fire Prevention Bureau is located in City Hall.

Major repairs were completed on Station 34 in 2015 and included energy efficient upgrades, such as solar panels, and upgrades to appliances as well as the heating and ventilation system.[290] Station 35 is considered the City's Emergency Operations Center (EOC). Capital improvements are currently being reviewed for Station 35 and include seismic upgrades as well as upgrades to increase energy efficiency and cosmetic improvements. Fuel tank and emergency generator improvements are also underway for both stations.

While ACFD did not outline any specific facility or capacity issues in relation to services provided to the City of Emeryville, it does echo the General Plan's concern for continuing to serve a rising number of residents at current staffing and facility levels.

Figure 12-7: City of Emeryville Fire Facilities

CITY OF EMERYVILLE ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 34	2333 Powell St., Emeryville, CA 94608	Alameda County	1989	Not provided
Station 35	6303 Hollis St., Emeryville, CA 94608	Alameda County	Not provided	Not provided
Emeryville Fire Prevention Bureau	City Hall, 1333 Park Ave., Emeryville, CA 94608	City of Emeryville	Not provided	Not provided

[290] Alameda County Fire Department, https://fire.acgov.org/stations-and-facilities/, accessed 5/2/22.

Dispatch and Communications

There are a few ways the City of Emeryville communicates with residents to transmit important health and safety information. These methods include sharing information on its website, on social media, and through the City's cable access channel 27.

ACFD is responsible for coordinating dispatch communications for the City's emergency service calls. The regional 9-1-1 dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore and Pleasanton, and the County EMS transport provider Paramedics Plus ambulance service. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire or medical emergency, the calls are first routed by the telephone provider to the public safety answering point (PSAP) dispatcher. The first-response dispatcher immediately determines the type or need of the call and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches ACFD and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

As previously mentioned, ACFD contracts with four agencies in addition to the City of Emeryville for fire and emergency response services. To do this, it shares personnel, dispatching services, and facilities resources as necessary. Consolidating facilities and shifting personnel is not uncommon, for instance, Station 8 firefighters having been relocated to Station 20, which is the Lawrence Livermore National Laboratory site. Another example is that Station 15 currently houses ACFD Reserve Firefighters, apparatus and equipment even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.[291]

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

[291] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22.

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would particularly improve efficiencies in service delivery, especially EMS delivery.[292]

Infrastructure Needs

Reliable infrastructure is crucial in fostering an efficient safety and emergency response in any city. To that end, there are several proposed projects and projects in development that address a variety of infrastructure needs throughout the City of Emeryville. Current plans are outlined in detail in the FY 19-24 Capital Improvement Program.

Some notable capital improvement projects listed in the program are currently in various stages of development and have a direct impact on fire and emergency response in terms of the ability to accommodate the number of residents these projects will support and navigate present and future traffic patterns throughout the City. These projects include:

- McLaughlin Eastshore State Park/Powell Street Bioswale—to improve stormwater drainage and prevent chronic flooding that negatively impacts eastbound vehicular traffic as well as the Powell Street bicycle lanes.
- Hollis Street Fire Station (Station 35)/Emergency Operations Center Upgrade—intended to complete building code and seismic structural upgrades, facility enhancements such as paint, parking lot slurry seal, and solar panels, communication and IT improvements, and various deferred maintenance projects.
- Police Administration Building—needed to accommodate growth and operational demands.
- Emergency Generator and Fuel Tank Upgrades—upgrades needed to keep the Police Station and Fire Stations 34 and 35 in proper working order for emergency use.
- Geographic Information Systems (GIS) Development—needed for updating location data for analysis as well as use by 9-1-1 dispatch.

Challenges

A significant challenge facing the City of Emeryville will be creative ways to foster safe and efficient development in a city that is nearly completely built-out.[293] As with other cities that receive fire and emergency services from ACFD, advanced planning to address rapid

[292] Alameda County Fire Department, SoGo Survey Responses, July 2021.
[293] City of Emeryville, General Plan, p.2-2, amended through 9/3/19.

population growth in the region will continue to be a priority to ensure adequate capacity to provide services.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

Each of ACFD's contract cities abides by individualized performance measures according to its agreement. See Figure 12-8 for agreed upon response times between ACFD and the City of Emeryville.

Figure 12-8: City of Emeryville Response Time Policy

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Emeryville	Arrive within 7 minutes from the time the Company is first dispatched for 90 percent~~%~~ of all incidents.	Arrival of first due company within 7 minutes from when they are first dispatched for 90 percent~~%~~ of incidents. Remaining units should arrive on the scene of an incident within 11 minutes from when the first due company begins responding for 90 percent~~%~~ of all incidents.

ACFD response times are based on NFPA 1710 standards for fire departments, and it reports response times to the County, the fire commission, and its contract cities. The City of Emeryville has its own response benchmarks per its contract with ACFD. The expected response times are the same for each agency. The criteria call for the arrival of the first company in a single unit incident within 7 minutes of dispatch for 90 percent of all incidents and within 7 minutes for 90 percent of multi-unit incidents with remaining units arriving on the scene within 11 minutes as shown in Figure 12-8. The City's agreement also outlines response conditions such as responding with a minimum of one engine company, one truck company, and one chief officer and that each engine and truck company be staffed with a minimum of 3 personnel. ACFD does satisfy its response expectations 90 percent of the time.

The City of Emeryville is not close enough to the stations in the City of San Leandro to receive first alarm coverage, however, ACFD's contract with the City of Oakland is well-prepared to cover this gap with access to engines, a ladder truck, and a chief officer.[294]

Fire services in the communities are classified by the Insurance Service Office (ISO), as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. ACFD's most recent ISO rating was done in 2015, and it was given an ISO PPC rating of 01/1Y, which is the top classification available. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, Y, refers to the properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[295]

ACFD has not provided information as to whether any complaints regarding fire service for the City of Emeryville were received in FY 21.

For more specific information related to the Department's overall service adequacy, please refer to Chapter 4.

[294] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 31, 9/1/17.
[295] Alameda County, Public Protection Classification Summary Report, p. 7, July 2015.

City of Emeryville Fire MSR Determinations

Growth and Population Projections

12-1: The City of Emeryville's population was estimated to be 12,497 in 2022, which is approximately 24 percent overall growth from 2010.

12-2: With a projected 51 percent increase in population by 2035 within the City of Emeryville to approximately 18,870 residents, vertical growth is anticipated given that the current land use is mostly developed. This will impact the need for emergency equipment to accommodate this type of environment, increased traffic congestion, affect response times, and create additional staffing needs for the City of Emeryville/ACFD.

12-3: Urban fires are a primary threat to the City, in particular, as a result of an earthquake. Ongoing efforts must continue to ensure older buildings and new developments meet safety standards and offer effective evacuation routes.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

12-4: There are no DUCs within or contiguous to the City of Emeryville.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

12-5: While ACFD did not outline any specific facility or capacity issues in relation to services provided to the City of Emeryville, it does echo the General Plan's concern for continuing to serve a rising number of residents at current staffing and facility levels. Joint planning between ACFD and the City will be necessary to anticipate future service needs based on growth-induced demand.

12-6: The City of Emeryville has its fire and emergency response service needs adequately met by ACFD. The City regularly reviews the services provided by the District to ensure contract obligations are being met.

12-7: ACFD has not identified any current capacity issues for either of the fire stations located in the City of Emeryville. There are, however, capital improvements being made to both, including fuel tank improvements at both locations.

12-8: From technical needs to residential buildings, there are several infrastructure improvements that have been outlined in the City's planning documents. These projects will affect ACFD's future ability to provide adequate services amidst increased population density and the accompanying traffic burden placed on the City. It will also change the type of equipment needed to provide emergency services, as the City will experience primarily vertical growth.

Financial Ability of Agencies to Provide Services

12-9: The City of Emeryville Fire Department has the financial ability to continue to provide services. Continued expenditure growth has been increasingly funded by the City's General Fund. A number of proactive measures enabled the City to maintain its reserve targets.

Status of, and Opportunities for, Shared Facilities

12-10: ACFD currently shares its facilities, personnel, and dispatching services as a function of its contract with the City of Emeryville.

12-11: ACFD indicated there could potentially be additional opportunities for shared facilities by consolidating with other agencies or by extending contract services to additional cities.

12-12: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

12-13: The City of Emeryville follows legal requirements pertaining to its website and council structure. It participates in community outreach efforts and operates according to adopted planning documents. ACFD is included in these community outreach efforts, and the City's fire and emergency services policies and goals are being followed according to the safety element of the General Plan.

12-14: The City of Emeryville, and ACFD on behalf of the City, cooperated with efforts to obtain information during the review process.

12-15: No governance structure alternatives specific to the City of Emeryville were identified over the course of this review, however, ACFD, in contract with the City, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

13. CITY OF FREMONT FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

The City of Fremont was incorporated in 1956 upon the convergence of five area townships: Mission San Jose, Centerville, Niles, Irvington, and Warm Springs. Once home to the native Ohlones, settlement of the territory began as early as 1797.[296] Spanish priests initially founded the first inland mission in Mission San Jose, which helped establish the rich history of the land. John C. Fremont was influential in the expansion of this area as he charted a trail through Mission Pass, in turn, making the land more accessible to settlers.[297]

According to the 2020 U.S. Census, the population in the City of Fremont was 230,504. It is the fourth largest city in the Bay Area and the 96th most populated city in the nation. Located in the southeastern portion of the San Francisco Bay Area.

The City of Fremont is a general law city served by a City Council and City manager with six council districts. The City provides a variety of services including parks and recreational services, and public transportation. Although the City is a multi-service provider, this review is specific to its fire protection, emergency medical, and other related services.

The City of Fremont was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

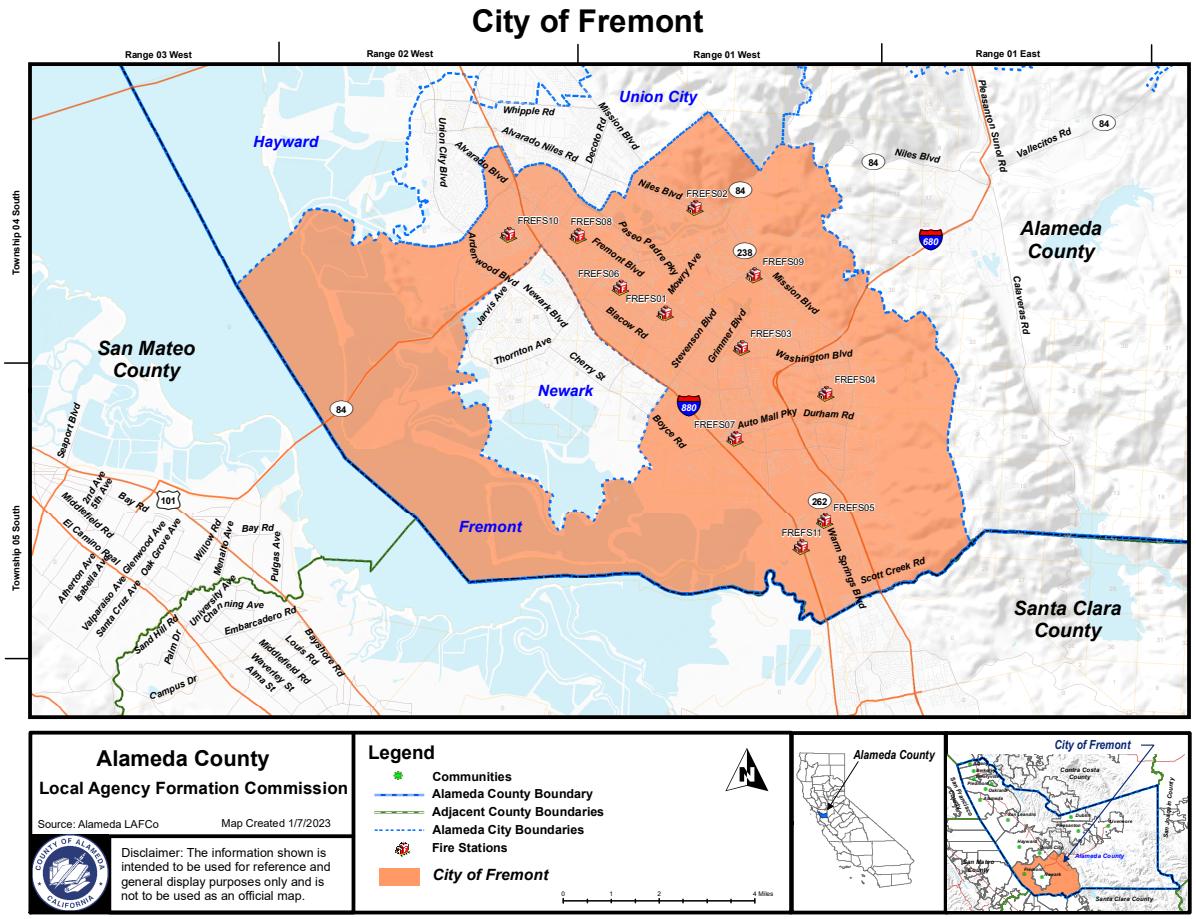
BOUNDARIES

The City of Fremont is comprised of 92 square miles, roughly 58,000 acres, and is situated in southwestern Alameda County. It abuts San Mateo County to the west and Santa Clara County to the south. Within the Alameda County border, the City of Fremont encircles the City of Newark from the Don Edwards National Wildlife Refuge along the San Francisco Bay to the City of Hayward in the northwest, the City of Union City to the north, and the City of

[296] City of Fremont, General Plan adopted December 2011, Introduction, p. i-22.
[297] City of Fremont, FY21-22 Adopted Operating Budget, p. 25.

Milpitas to the south. Unincorporated Alameda County is to the east of the City. Figure 13-1 depicts the City's boundaries sphere of influence.

Figure 13-1: City of Fremont Boundaries and SOI



Extra-territorial Services

The City of Fremont does not provide services outside of its SOI.

Unserved Areas

The City of Fremont indicates in its most recent General Plan (2011) that several residential areas were unable to be adequately serviced by the City of Fremont Fire Department (FFD) within its goal response time. While improvements to fire service were expected to correct this for most portions of the territory, the Hill Area would still be at risk. Additional residential development is also planned near the base of the hills, which poses its own threat, primarily due to the relative proximity to open brush and grassland. For this reason, these areas have designated requirements similar to a Very High Fire Hazard Severity zone.[298]

[298] City of Fremont, General Plan adopted December 2011, Safety, p. 10-30.

Sphere of Influence

The sphere of influence for the City was last reaffirmed in January 2018 and is generally contiguous with the city limits. There is one small portion of the SOI to the northwest, adjacent to the City of Union City, and two areas to the east in unincorporated Alameda County that are outside of City bounds.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Fremont has a government structure with a City Manager and an elected mayor. There are six council members based on six districts within the City who serve staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 13-2.

The City Council meets every first, second, and third Tuesday of the month at 7pm at City Hall. Agendas for each weekly meeting are posted the Thursday (or at least 72 hours) before a regularly scheduled meeting, although there are times the agenda is posted on Fridays. Agendas are posted online as are Board actions and meeting minutes. Through the City's website, the public has access to live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. Comcast subscribers are able to watch live meetings on Channel 27.

Figure 13-2: City of Fremont Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large.
Length of Term	4 years for supervisors, board president chosen every two years
Meetings	1st, 2nd, 3rd Tuesday of each month at 7pm

			City Hall, Building A City Council Chambers 3300 Capitol Ave. Fremont, CA 94538		
Agenda Distribution			Posted online.		
Minutes Distribution			Posted online.		
COUNCIL MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Lily Mei		Mayor	2024	Elected	4 Years
Teresa Cox	6	Vice Mayor	2024	Elected	4 Years
Teresa Keng	1	Councilmember	2024	Elected	4 Years
Desrie Campbell	2	Councilmember	2026	Elected	4 Years
Jenny Kassan	3	Councilmember	2026	Elected	4 Years
Yang Shao	4	Councilmember	2026	Elected	4 Years
Raj Salwan	5	Councilmember	2024	Elected	4 Years
CONTACT					
Contact			Karena Shackelford, City Manager		
Mailing Address			3300 Capitol Ave., Building A		
Phone			510-284-4000		
Email/Website			cof@fremont.gov, Fremont.gov		

The City of Fremont participates in community outreach events such as annual city festivals, holiday activities, job fairs, summer concert series, rides for seniors and disabled residents, and community educational programs. The FFD has specific fire prevention and emergency safety programs available to residents, such as a smoke alarm program, fire extinguisher demonstrations, and fire station tours.

All members of the City of Fremont's City Councilmembers have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in with their economic interests.

There is also a conflict-of-interest code and bylaws outlined in the municipal code as lawfully required.

All complaints concerning the City of Fremont or any of its employees are investigated, and a response is provided to the complainant. Constituents are able to file complaints in a number

of ways, including online, via the Fremont App, and by phone. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. Access to meeting agendas is not to be realized through a drop-down menu or as a secondary link, but as a direct link on the homepage of an agency's website. To comply with this regulation, the City of Fremont is advised to create a direct link to meeting agendas on the homepage of its website.

The City of Fremont demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the annual budget and General Plan. Other planning documents that are integral to the FFD are the City's strategic plan, local hazard mitigation plan, and climate action plan.

The FFD is comprised of the following four branches and is overseen by the Fire Chief who provides overall leadership and management to the Department overall: Administration, Operations, the Fire Prevention Bureau, and Training/Emergency Medical Services.

The City conducts value-based budgeting. The goals of this process involve funding agreed-upon service levels, identification of revenues and expenditures as one-time or continuing, and maintenance of adequate contingency and reserve funds.

Standards for measuring staff performance should also be clear, however, information on the evaluation process for FFD fire personnel was not available.

To ensure fire service efficiency and effectiveness, FFD has set policy goals and objectives. The FFD's primary mission is to prevent and minimize loss of life and property due to fire, medical, and rescue emergencies, hazardous materials, and disasters. The Department also strives to ensure that local, State and federal mandated and discretionary service levels are maintained within the communities served.

FFD's finances are overseen by the City's finance department with budgetary approval given by the City Council. The City's financial planning documents include an annual budget, a capital improvement budget, and a Comprehensive Annual Financial Report (CAFR). In addition, FFD has financial statements audited annually.

Fire department staffing needs are reviewed based on population growth, development plans, and budgetary considerations. Employee turnover and attrition is also analyzed in order to meet hiring demands. Response times and response levels are tools for measuring satisfactory service levels.

With the rise of area wildfires and drought, a critical component of the City of Fremont's planning has become its Climate Action Plan. This serves as a guiding document focused on ways in which the community and City can reduce greenhouse gas emissions, meet the City's long-term climate action goals, and promote a healthy, prosperous community. The City's current plan was adopted in 2012 and outlined the goal of reducing greenhouse gas emissions by 25 percent by 2020 based on 2005 levels.[299] An update to this plan, titled Climate Ready Fremont, is currently in the process of being drafted.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Fremont encompasses 92 square miles of mixed-use land with open space comprising the largest utilization, or roughly 45 percent of the City's area. Public and institutional spaces comprise 26.4 percent, followed by residential uses taking up 16.27 percent of the City's land according to the 2011 GP. Of that 16.27 percent of residential space, the vast majority is suburban-style single family homes.[300]

[299] City of Fremont, Climate Action Plan, Adopted 2012, p. VII.
[300] City of Fremont, General Plan, Adopted 2011, Land Use, p. 2-6.

The City of Fremont has a diverse topography with baylands in the west and hills situated to the east. There are three categories of open space within the City: conservation, agriculture, and private. Conservation accounts for the largest usage of land acreage, much of which is privately owned vacant land and limited in terms of development due to its unsuitable terrain and limited accessibility. The City's history is rooted in agricultural use, however, after its incorporation led to rapid growth, it gave way to more commercial and industrial uses which are anticipated through the 2035 planning period in the GP.[301]

In 2002, voters approved Measure T. It applies to two portions of land, one being identified as Hill Face Open Space, which is all land between Toe of the Hill and the ridgeline, while the other area is defined as Hill Open Space and is considered all land beyond (mostly east of) the ridgeline and outside of the hill face. Based on Measure T, the Hill Face Open Space allows for development with a density of one unit per 20 acres for existing parcels. Here, outdoor recreation uses are allowed as are grazing, agricultural uses, and some public and quasi-public uses. Similarly, the Hill Open Space allows for a density of one unit per 20 acres of existing parcels but also indicates future annexed parcels may hold one unit per 100 acres, mostly for limited outdoor recreation and agricultural activities.[302]

Over time, residential utilization has shifted from single family homes with an average density of 5.4 units per net acre to multi-family developments and infill sites, averaging more than 24 units per net acre. These residences are especially common near the Fremont BART station and the City center.[303]

The majority of commercial land use is for general commercial use (865 acres), followed by office use (211 acres) and mixed uses (15 acres). The largest commercial area spans from Mowry to Stevenson from east to west and Argonaut Way to the Bart station from north to south. This City center area has the most predominant mixed-use developments with ground floor retail and services with residential units above.

The City of Fremont's proximity to Silicon Valley has led to more industrial developments, particularly in the south and southwestern portions of the City. This influx of economic opportunities has brought more distribution and warehousing to the area and has led the way towards more industrial office space, known as "office-flex" which accommodates offices as well as research and development.[304]

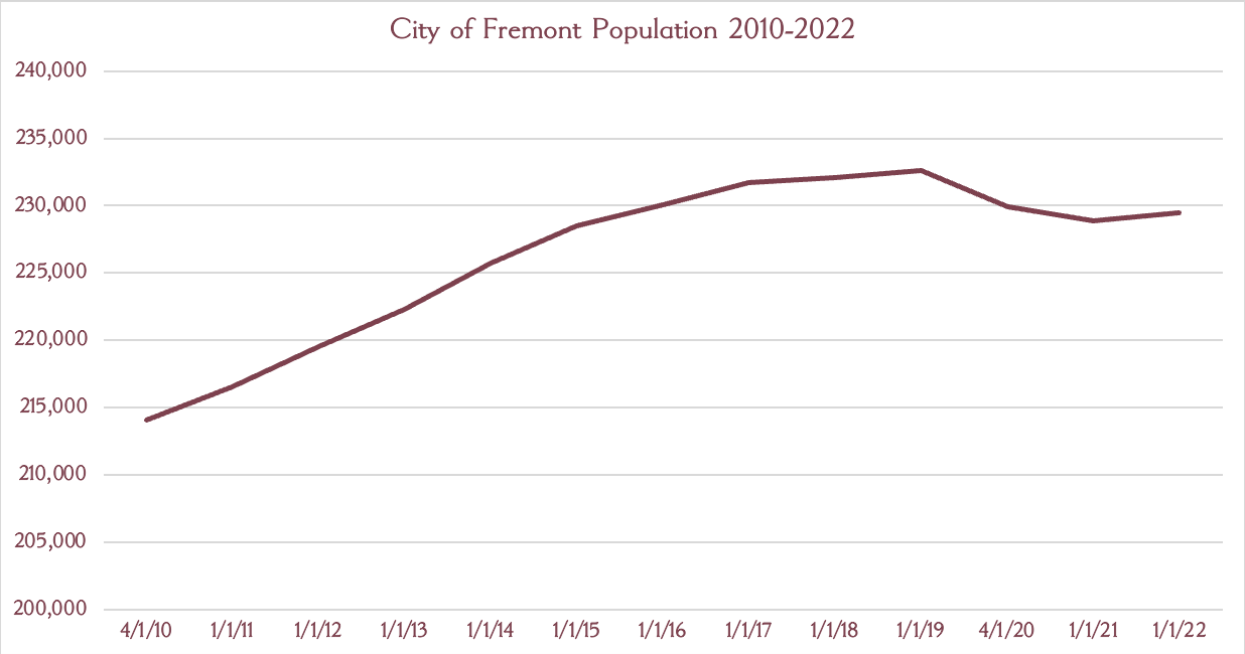
[301] City of Fremont, General Plan adopted 2011, Land Use, p.2-12.
[302] City of Fremont, General Plan adopted 2011, Land Use, p.2-30.
[303] City of Fremont, General Plan adopted 2011, Land Use, p. 2-9.
[304] City of Fremont, General Plan adopted 2011, Land Use, p. 2-11.

The General Plan guides the development of this land. The safety element indicates goals and policies relating to fire and emergency services, specifically. Currently, the plan identifies several points to manage the City's wildland interface, mitigate fire hazards in the event of an earthquake, and educate the community for preparedness in case of fire or other emergency.

Current Population

According to the California Department of Finance, the population of the City of Fremont in January 2022 was 229,476. In January of 2012, the population was 219,537, which demonstrates a ten-year increase of four percent but an overall seven percent increase since 2010, as shown in Figure 13-3. The 2020 U.S. Census shows that over 12 percent of residents are age 65 and over, while 23.7 percent are under 18 years old. The total percentage of the civilian labor force over the age of 16 is nearly 68 percent and more than 60 percent of people have a bachelor's degree, at minimum.

Figure 13-3: City of Fremont Population, 2010-2022



Projected Growth and Development

When the City of Fremont incorporated, it saw a rapid, 600 percent growth rate from 1956 until 1990. Since 1990, that rate of growth has slowed but is still steadily expected to increase. The population is projected to reach approximately 256,000 by 2035 based on a five percent

growth rate, according to the Association of Bay Area Governments (ABAG). The City is aging as well. In 2010, the population of the City that was over age 44 was roughly 35 percent. Looking forward, this demographic will have a distinct impact on community service needs, including senior housing and emergency medical response.[305]

Not only does population affect development but economic growth does as well. ABAG projects that the City of Fremont will be the sixth largest employment center in the Bay Area, adding 35,610 jobs. Due to geographical restraints such as the Baylands and hillside, however, much of the open space in the City is not capable of being developed and the remaining territory is mostly developed. For this reason, infill development will be the focus in years to come, not only for industrial and commercial needs but as a source of housing, particularly in mixed-use projects.

Two areas of concentration for development are Warm Springs and downtown Fremont along Capitol Avenue. The Warm Springs/South Fremont area is planning for multi-use growth through manufacturing and education developments, as well as the addition of parks, commercial space, and residential units. This portion of the City also boasts the Tesla factory, which employs thousands of people, and also a critical BART station that connects various Bay Area towns and employment centers. Likewise, the Downtown area is also focusing on transit-oriented development. This space consists of 110 acres and its main street will be a source of shopping, dining, entertainment, multi-family housing, and other commercial uses. The City expects development to expand from 1.25 million square feet to 5.2 million square feet.

As seen in Figure 13-4 below, the City of Fremont has a significant number of additional major development projects in various phases of planning and development. Each project would greatly expand the number of dwelling units and commercial square footage within the City. The majority of projects are residential, while there are some mixed use as well as commercial. These projects are being developed to fulfill the vision of the City's General Plan, and the projects listed are not exhaustive.

The City reports that anticipated future growth will affect service demand for the FFD.

[305] City of Fremont, General Plan adopted 2011, Introduction, p. i-24.

Figure 13-4: City of Fremont Planned or Proposed Development Projects, 2023

CITY OF FREMONT DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Capitol Avenue Mixed Use	90	14,132
3515 Walnut Apts.	275	2,245
3900 Thornton	128	2,000
501 Crystalline Drive PRP	28	
Allied Housing	54	
Harbor View	68	
Ardenwood @ Paseo Padre		450,420
Aron Townhomes	10	
Aurora Spring Townhouses	15	
Bell Street Gardens	128	
Boulevard Heights	67	
Capitol Villas Design Review	44	13,500
Centerville Junction	52	
Centerville Plaza	18	
Chase Bank		4,020
Cindy Street Homes	20	
Five Corners		7,500
Fremont Bank		34,905
Fremont Bank Residences	241	5,476
Fremont Conference/Convention Center and Banquet Facility		70,225
Fremont Habitat	13	2,268
Fremont Hub Mixed Use	314	28,170
Fremont Plaza Pad		6,535
Fremont Technology Business Center		435,600
High Town Square	10	
Homewood Suites		113,865
Innovia	290	7,200
Leighton Business Center Parking Garage		87,574
Lennar Innovation Multi-Family Market Rate Rental (Lot 3)	328	4,800
Lennar Innovation Multi-Family Market Rate Rental (Lot 4, 10)	638	8,300
Lennar Master Plan		686,070
Lennar Master Plan Innovation Phase 2	371	
Lennar Master Plan Innovation Phase 3	202	
Lennar Master Plan Innovation Phase 2 Podiums	146	
Maple Commons	11	2,820
Metro Crossing	1,000	6,000
Metro West Victoria Station Flats	77	9,350
Miltonia Townhomes	17	
Mission Chevron		4,000
Mission Falls Village 4	66	

Mission Falls Village 5	81	
Mission Falls Village 6	70	
Mission Hills Square	158	55,472
Mission Paradise	13	3,050
Mission Villas Duets	16	
Montecito Townhomes and Apt.	130	
New Horizon School Cup		3,840
Niles Gateway	75	
Old Town Lux Homes		9,500
Orchard Heights	53	
Osgood Apartments	112	
Osgood Apartments South	100	
Osgood II Residences	287	
Osgood Residences	92	
Peralta Townhomes	43	
Perlegos Historic House Relocation ad Residential Development	10	1,946
Production and Sales Plant Nursery		56,560
Residence Inn/Marriott and AC Hotel		248,000
Roberts Townhomes	36	
Sakoon Lux Homes		2,245
Serra Apartments by St. Anton	179	
Siliconsage Centerville Mixed-use Project	165	25,000
Single Cylinder Building – New Construction		5,049
State St. Center	157	21,000
The Argonaut	55	
The Cottages	37	
The Globe Parking		6,700
Theory Flats	132	
Triple E Plaza		5,440
Universal Dragon		3,028
Ursa Project	18	
Valley Oak Warm Springs Area 3 Mixed Use	184	67,013
Villa Ellsworth	17	3,500
Villas of Irvington	10	
Villas of Mission	13	
Walnut Residences	631	
Warm Springs Area 3		310,330
Winston Dev	12	
TOTAL	7,607	2,834,648

Growth Strategies

To accommodate service demand through periods of growth, the FFD will need to adhere to City planning documents, which set a variety of standards for development. Many of these strategies are listed in FFD's Strategic Plan for 2020-2025. The actions to support these plans and safeguard the community include protecting the wetlands and hillside, and carefully approving building plans and enforcing fire codes to ensure safety measures, especially with the high number of multi-family homes expected. Continually assessing departmental capacity and demand is also recommended to ensure response times, personnel, and departmental apparatus/vehicles/facilities are able to withstand the number of services based on the population growth occurring.

Disadvantaged Unincorporated Communities

There are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within the City of Fremont's service area.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Fremont Fire Department has the financial ability to continue to provide services. City expenditures, including fire services, slowed during COVID-19 as the City enforced budget reductions on all departments and a hiring freeze, but revenues are recovering faster than anticipated helped by a temporary surge in auto sales.[306] The City's diverse tax base buffered the City against major adverse impacts from COVID-19.

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 7.6 percent average rate, higher than inflation and also reflecting City economic growth. Growth slowed significantly during COVID-19. City General Fund revenues have consistently grown at a rate greater than expenditure growth. Retail sales tax, including auto sales, have continued to provide increases. During COVID-19 the City took a number of actions to minimize growth in

[306] FY2021-22 Midyear Report, 3/8/2022.

staff and related salaries and reduced one-time expenditures. The City uses a paramedic tax ($15 per household) to help fund EMS.[307]

The City is considering a sales tax measure to augment existing revenues and continues to pursue grants including grants for fire services and programs (it has received grants from FEMA and Bay Area Urban Areas Security Initiative).[308] The City has used various debt funding mechanisms (e.g., G.O. bonds, lease revenues bonds, certificates of participation) to fund (and refund prior debt) for stations and facility renovations.

Reserves

The City has managed to restore and fully fund its reserves at policy levels, helped by higher-than-expected sales tax during COVID-19 and as the economy recovers.

Fire Services

Service Overview

The City of Fremont Fire Department offers comprehensive services to the community through its eleven fire stations and in cooperation with outside agencies, when necessary. These capabilities include fire prevention and suppression, advanced life support, and services related to emergency medical and hazardous materials response. Figure 13-5 details the entirety of services provided by the FFD. If a service is offered by another agency, it is indicated in the figure.

Figure 13-5: City of Fremont Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Fremont Fire Department
Wildland Fire Protection	City of Fremont Fire Department
Vehicle Fire Protection	City of Fremont Fire Department
Ladder Truck Capabilities	City of Fremont Fire Department
Fire Suppression Hand Crew	CAL FIRE – MTZ or SRA Only
Fire Suppression Dozer	CAL FIRE/ALCO – MTZ or SRA Only
Helicopter Services – Fire Suppression	EBRPD/CAL FIRE

[307] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[308] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.

Boat With Fire Suppression Capabilities	N/A
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	City of Fremont Fire Department
Advanced Life Support – Non-Transport Provider	City of Fremont Fire Department
Advanced Life Support Transport Provider	Falck
Continuing Education Provider – Medical	City of Fremont Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services/CHP/CalStar/Lifeflight
Helicopter Landing Facilities On Site	Washington Hospital
Vehicle Extrication Tools/Equipment	City of Fremont Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Fremont Fire Department
Fire Safety Education – Adults/Seniors	City of Fremont Fire Department
Juvenile Firesetter Prevention Program	City of Fremont Fire Department
Fire and Life Safety Business Inspection Program	City of Fremont Fire Department
Fire Protection Planning	City of Fremont Fire Department
New Commercial Construction Plan Reviews	City of Fremont Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Fremont Fire Department
Home Fire/Safety Inspections	City of Fremont Fire Department
Fire Origin and Cause Investigations	City of Fremont Fire Department
Fuel Reduction/Weed Abatement Program	City of Fremont Fire Department
Smoke Detector Giveaway/Installation Program	City of Fremont Fire Department
Address Sign Installation Program	City of Fremont Fire Department
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	City of Fremont Fire Department
Water Rescue Program	City of Fremont Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	City of Fremont Fire Department
Helicopter Short/Long Haul Rescue Capabilities	CAL FIRE
Response to Boating Accidents	City of Fremont Fire Department
Rescue Dog Services	USAR
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Fremont Fire Department

Hazardous Materials Response Team	City of Fremont Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	City of Fremont Fire Department
Mobile Incident Command/Communications Unit	City of Fremont Fire Department
Fill Station for Self-Contained Breathing Apparatus	City of Fremont Fire Department
Mobile Breathing Support Unit	City of Fremont Fire Department
Community Emergency Response Team	City of Fremont Fire Department
Chaplain Services	N/A
Training Academy	City of Fremont Fire Department
Emergency Operations Center Capabilities	City of Fremont Fire Department
MISCELLANEOUS	
Public Service Assists	City of Fremont Fire Department
Motor Vehicle Accident Response	City of Fremont Fire Department
Welfare Checks	City of Fremont Fire Department
Public Safety Answering Point	City of Fremont Fire Department
Fire/EMS Dispatch	City of Fremont Fire Department
Fundraising Activities	Fremont Firefighters Benevolence Fund
Firefighters Association – Non-Profit	Fremont Firefighters Local 1689
Auxiliary Association	N/A

Collaboration

The FFD reports that it does not actively seek out collaboration and that it provides adequate service levels without service sharing. The Department does, however, engage in various mutual aid agreements with local, regional, and state providers that allow reciprocal coverage for surge services as needed. These agreements are as follows[309]:

- The City of Oakland (for partnership with their California Task Force 4-USAR, which is an urban search and rescue task force sponsored by the City of Oakland Fire Department)
- California Department of Forestry and Fire Protection (CAL FIRE)
- Alameda County Fire Department (for dispatch services)
- Alameda County Sherriff's Office (for program grant funding)

[309] City of Fremont Fire Department, SoGo Online Survey, July 2021

- Southern Alameda County GIS Authority JPA (to facilitate regional GIS systems)
- California Statewide Communities Development Authority JPA (to facilitate conduit financing for affordable housing projects)
- East Bay Community Energy Authority JPA (to help provide environmentally sound energy alternatives to residents and businesses)

Overlapping Service Providers

CAL FIRE augments fire services throughout the State. Generally, CAL FIRE services are focused on wildland areas defined as State Responsibility Areas (SRA). In the case of the City of Fremont, the eastern portion of the City that is adjacent to its border is hillside open space in unincorporated Alameda County that ranges from moderate, high, and very high risk SRAs. The western portion of the City is wetlands along the Bay, which are considered Federal Responsibility Area.

Beyond CAL FIRE, many mutual aid providers supplement fire and emergency services throughout FFD territory, as mentioned in the previous section. The most notable aid agencies are Alameda County and the City of Oakland.

Existing Demand

FFD reported a total of 14,590 calls for service in FY 20.[310] This reflects approximately an eight percent increase compared to the Department's 13,371 service calls in 2013. However, the COVID-19 pandemic was said to have reduced call volume in 2020. There was a 10 percent call decrease in 2020 compared to 2019. Peak calls for service since 2013 occurred in 2017, which saw a 19 percent increase from the total number of calls in 2013. These statistics are shown below in Figure 13-6. The types of calls received by the Department are reflected in Figure 13-7. EMS/rescue calls are the most significant type of call received, followed by miscellaneous non-emergency calls with 3,356.

Based on the most recent Standards of Coverage Assessment, which was published in 2020, with the most up-to-date incident response is shown for FY 19, Fire Station 1 consistently responds to the highest number of incidents, the vast majority of which are EMS/Rescue incidents. Over a three-year evaluation period, Fire Station 1 responded to nearly 12,000 incidents. This is over 6,000 more incidents than the volume for Fire Stations 3 and 7, which

[310] City of Fremont Fire Department, SoGo Online Survey, July 2021.

saw the next highest level of incidents, both with less than 6,000 over the same three-year period.[311]

Figure 13-6: City of Fremont Calls for Service (2013-2020)

FIRE AND EMERGENCY SERVICE CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Fremont	13,371	13,396	14,669	15,489	16,348	16,201	16,097	14,590

Figure 13-7: City of Fremont Service Calls by Type, 2020

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE							
	Motor Vehicle Accidents	EMS/ Rescue	Misc. Emerg.	Misc. Non-Emerg.	Fire/ Hazardous Materials	False Call	Total Calls
City of Fremont	564	8,707	72	3,356	841	1,050	14,590

Staffing

The City of Fremont's FY 21-22 operating budget lists 162 full-time equivalent (FTE) positions for fire department personnel, which is approximately 16 percent of the citywide total FTE positions and includes 47 firefighters.[312] The FTE number was the same for FY 19-20 as well. The Department reported that of these FTEs, 132 are sworn staff and that this number has remained the same since 2018.[313] The number of FTEs has increased by one each year since FY 14-15 when there were 157 FTEs.[314]

Minimum daily staffing is 41 total personnel as recommended by NFPA code 1710 standards for an effective response force. It is a combined staff of three firefighters per the Department's 11 engines, three firefighters per two ladder truck, and two Battalion Chiefs for command.[315]

The Department does not list reserve firefighters but does utilize volunteers for several of its programs such as the smoke alarm program, the explorer program, and the Rehabilitation Unit. The Smoke Alarm Program helps seniors, low-income, and physically challenged individuals with free smoke alarm installation. The Explorer Program is a pathway to becoming a career firefighter through training, ride-alongs and community projects, while the

[311] City of Fremont, Standards of Coverage Assessment, Vol. 1, March 23, 2020, p. 43.
[312] City of Fremont, FY21/22 Adopted Operating Budget, p. 170.
[313] City of Fremont Fire Department, SoCo Online Survey, July 2021.
[314] City of Fremont, FY19/20 Adopted Operating Budget, p. 219.
[315] City of Fremont, Standards of Coverage, March 23, 2020, p. 14.

Rehabilitation Unit is a group of volunteers dedicated to supporting firefighters at emergency incidents and disasters by providing hydration and nourishment. There is also a Community Emergency Response Team (CERT) comprised of volunteers and intended to aid with community response in the event of a major disaster.

Good performance not only comes from adequate staffing but proper training of staff. Fire Station 1 is considered the tactical training facility for the Department. FFD executes training and proficiency testing of its personnel across areas such as fire suppression, emergency medical care, hazardous materials response, water rescue operations, technical rescue, and more, satisfying federal, state, and local laws to ensure readiness in the event of an incident or emergency. Additional training is also needed to respond to wildland fires, according to the Department. Firefighters attend the fire academy for 16-18 weeks and lateral hires must have FF1 certification. An average of 36 hours of training per month are available for paid firefighters.[316]

Facilities and Capacity

The City of Fremont Fire Department operates a tactical training center and 11 fire stations located strategically throughout its service area. This is an average of one fire station per eight square miles across the City's 92 square mile area. These fire stations and locations are listed in Figure 13-7.

The following apparatus are available at each fire facility, per the Department in a July 2021 survey:

- Station 1: 1 truck, 1 engine, 1 master control unit
- Station 2: 2 engines, 1 brush truck, 1 Dodge vehicle
- Station 3: 1 engine, 1 water tender, 1 PSA Ford
- Station 4: 1 engine, 1 brush truck
- Station 5: 1 engine, 1 brush truck, 1 medical and rescue unit, 1 UTV
- Station 6: 1 engine, 1 air light unit, 1 air boat, 1 rescue boat, 4 chief officer cars, 3 Ford vehicles
- Station 7: 2 engines, 1 truck, 1 stakebed, 5 chief officer cars
- Station 8: 1 engine, 1 chief officer car
- Station 9: 1 engine, 1 brush truck, 1 prevention vehicle, 1 stakebed, 1 UTV, 1 trailer

[316] City of Fremont Fire Department, SoGo Online Survey, July 2021

- Station 10: 1 engine, 1 brush truck, 1 rescue unit, 1 rehab van
- Station 11: 2 engines, 1 hazmat rescue unit

In addition to vehicles, there is other equipment maintained by the Department including self-contained breathing apparatus, turnout suits, cardiac monitors, and CPR devices.

Figure 13-8: City of Fremont Fire Facilities

CITY OF FREMONT FIRE DEPARTMENT FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 1	4200 Mowry Ave Fremont, CA 94538	City of Fremont	2010	Excellent
Station 2	37299 Niles Blvd. Fremont, CA 94536	City of Fremont	1952	Good
Station 3	40700 Chapel Way Fremont, CA 94538	City of Fremont	1979	Good
Station 4	1000 Pine St. Fremont, CA 94539	City of Fremont	1990	Good
Station 5	55 Hackamore Ln. Fremont, CA 94539	City of Fremont	1992	Good
Station 6	4355 Central Ave. Fremont, CA 94536	City of Fremont	2009	Excellent
Station 7	43600 South Grimmer Blvd. Fremont, CA 94538	City of Fremont	1964	Good
Station 8	35659 Fremont Blvd. Fremont, CA 94536	City of Fremont	2008	Excellent
Station 9	39609 Stevenson Pl. Fremont, CA 94539	City of Fremont	1992	Good
Station 10	5001 Deep Creek Rd. Fremont, CA 94555	City of Fremont	1991	Good
Station 11	47200 Lakeview Blvd. Fremont, CA 94538	City of Fremont	2010	Excellent
Tactical Training Center	7200 Stevenson Blvd. Fremont, CA 94538	City of Fremont	1963	Good

Dispatch and Communications

The City of Fremont communicates with residents in a variety of ways to transmit important health and safety information. These methods include posting on its website, utilizing social media, a newsletter, texts and emails, and through the Community Alert System, AC Alert. This enables subscribers to receive location-based notifications in the event of emergency alerts or non-emergency announcements.

For fire dispatch services specifically, the FFD contracts with the Alameda County Regional Communication Center (ACRECC) as its unified dispatch center. The City of Fremont Police Department initially answers 9-1-1 calls, as it is considered the City's Public Safety Answering Point (PSAP). Fire, medical, rescue, and emergency calls are then routed to ACRECC as

appropriate. ACRECC is an accredited Emergency Medical Dispatch Center that uses a Medical Priority Dispatch System that allows staff to immediately address caller needs.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City, while still effectively providing needed services. The Department has indicated they do not share vehicles, equipment, personnel, or similar resources. The FFD does, however, share the City of Fremont's City Hall for fire administrative services and coordinates with the ACRECC for dispatch services, as previously stated. According to the FY 19-24 CIP, there is also an opportunity to share the Tactical Training Center with other agencies for training exercises, which would result in a source of revenue for the City.[317]

Infrastructure Needs

The FFD's infrastructure needs are outlined in its various planning documents, primarily the operating budget, and the capital improvement plan. No specific facility maintenance needs were reported in these documents; however, there is an ongoing project geared towards expanding fiber optic cable networking throughout the City. This would benefit the Tactical Training Center and fire stations in general through increased communications abilities. Likewise, there is an ongoing project to design better energy systems for police and fire facilities through solar energy, energy storage systems, and electric vehicle supply equipment.[318] These actions would create more sustainable facilities that are in line with the climate action plans for the City.

The Department also states that developing an internal dispatching center would have an overall positive effect for the FFD. It would reduce PSAP times while increasing dispatcher familiarity with the service area and the City's fire policies.[319]

Challenges

The City has described a number of challenges for its Department that are not unique to the City of Fremont. For instance, projected population growth and economic expansion will need to be addressed in terms of future development that is built to fire code standards, accessibility

[317] City of Fremont, Capital Improvement Program FY19-24, p. 90.
[318] City of Fremont, Capital Improvement Program FY19-24, p. 183.
[319] City of Fremont Fire Department, SoGo Online Survey, July 2021.

of response vehicles with increased traffic, and the threat of increased wildfires. The COVID-19 pandemic also affected the Department due to limited revenues.

The Department also states that high unit workloads limit service response. There are two changes that would significantly improve FFD response in and around District 1. The first goal would be to relocate a ladder truck from Station 1 to Station 6. Secondly, adding a paramedic company with three personnel to Station 1 would increase citywide coverage from 13 to 14 companies.

As mentioned in the infrastructure needs section, the Department indicates, per studies conducted through the Standards of Coverage Assessment, that utilizing an external dispatching center causes inefficiency. Creating an internal dispatching center would allow for more effective, streamlined calls to action.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

FFD maintains individualized performance measures. The applicable response time measure for City of Fremont according to the SOC is shown in Figure 13-9.[320] Although the City indicates service is adequate, the SOC recommends ways in which response can be improved.

Figure 13-9: City of Fremont Response Time Policy

RESPONSE TIMES FOR CITY OF FREMONT		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Fremont	Arrive within 7 minutes 30 seconds from the time the company is first dispatched for 90 percent~~%~~ of incidents.	Arrival of first company on the scene within 11 minutes 30 seconds for 90 percent~~%~~ of all incidents. Remaining units should arrive on the scene of an incident within 10 minutes from when the first due company begins responding for 90 percent~~%~~ of all incidents.

[320] City of Fremont, Standards of Coverage Assessment, March 23, 2020, p. 1-2.

In addition to the SOC response standards, the single unit incident goals the City set for itself differ, according to its General Plan and operating budget. The City's expectations are to arrive within 6:40 from the time the company is dispatched for 90 percent of all incidents below Toe of the Hill.[321] Of nine measurements the City tracks for effective response, only three met the 90 percent response goal in FY 19-21. These categories include 9-1-1 calls that are processed within 1:30, vegetation fires being contained to one acre or less, and extricating a patient from a vehicle collision within 30 minutes, which was achieved 100 percent of the time.[322]

It is recommended that engine companies not exceed a workload unit-hour utilization of 30 percent and while this number was not surpassed, engine 51, based out of Station 1, nears this during peak evening rush hour times. Station 1, as described in the Existing Demand section, consistently responds to significantly more incidents than any other station.

There is a four minute first due travel time goal according to NFPA 1710. The Department has only met this goal, at most, 79 percent of the time since 2004, and this response has only deteriorated. By FY 18-19, the response was 62.7 percent. The SOC explains that these goals were established before mapping technology could better model geographic challenges that places like the City of Fremont face (with hills and Baylands). In order to meet the goal as it is presented, additional fire stations would be necessary; however, that is not recommended at this time.[323]

Fire services in the community are classified by the Insurance Service Office (ISO) as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. FFD's most recent ISO rating was done in October 2020, and it was given an ISO PPC rating of Class 02/2X. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, X, refers to the properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[324]

The City did not provide information regarding any complaints for fire service received.

[321] City of Fremont, General Plan Adopted December 2011, Safety, p. 10-39.
[322] City of Fremont, Adopted Operating Budget FY21-22, p. 45.
[323] City of Fremont, Standards of Coverage Assessment, March 23, 2020, p. 3.
[324] City of Fremont, Public Protection Classification Summary Report, October 2020, p. 7.

City of Fremont Fire Department MSR Determinations

Growth and Population Projections

13-1: The City of Fremont has a population of 229,476 which is a seven percent increase since 2010. A five percent rate of growth is expected through 2035.

13-2: The City of Fremont should monitor population projections and development plans to ensure they align with city planning efforts to adequately accommodate growth and the related increase in demand for fire and emergency services.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

13-3: The City of Fremont does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

13-4: The City of Fremont adequately meets its fire and emergency response facility needs. There are 11 fire stations and one tactical training center that are fully staffed and strategically placed throughout the City. There should, however, be continued reevaluation of the service area and response times to ensure areas in and near Station 1, in particular, are receiving adequate services, as the station nears response capacity lengthening response times.

13-5: Fire-related infrastructure needs are currently being met by the City of Fremont as planned and expensed in its capital improvement plan.

Financial Ability of Agencies to Provide Services

13-7: The City of Fremont Fire Department has the financial ability to continue to provide services. While COVID-19 slowed growth in City services, the City's diverse economic base buffered the City against major adverse impacts. The City has been able to restore and maintain its reserves at policy levels.

Status of, and Opportunities for, Shared Facilities

13-6: Sharing the Tactical Training Center with other agencies is an opportunity to increase revenue for the City.

13-7: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

13-8: The City of Fremont abides by legislative obligations for accountability and governance practices. However, the City's website should be updated to reflect agendas can be linked to directly from the home page of the website rather than using the link labeled "council meetings".

13-9: The City of Fremont demonstrated transparency when sharing information for the creation of this report.

14. CITY OF HAYWARD FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

The City of Hayward is the Bay Area's sixth-largest municipality and ranks among the most diverse in California. Incorporated in 1876, the City of Hayward is in Alameda County, California, on the eastern shore of the San Francisco Bay, 25 miles southeast of San Francisco, 14 miles south of Oakland, 26 miles north of San Jose, and 10 miles west of the Livermore Valley.[325] The City lies in the western portion of Alameda County, bordered by the cities of Union City and Fremont to the south, with unincorporated Alameda County surrounding the remainder of the City.

Hayward has been ranked the third most ethno-racially and linguistically diverse city in America. Known as the "Heart of the Bay," it has a thriving regional center of commerce, manufacturing activity, and trade.[326] The City's thriving economy has over $19 million in annual sales tax revenue and houses over 10,000 businesses with over 79,000 local jobs. Hayward also has several cultural amenities including the Hayward Arts Council's Green Shutter Gallery, Sun Gallery, and the Hayward Area Center for History & Culture.

The City of Hayward adopted its first charter on March 7, 1956. The City of Hayward provides animal control, fire and emergency response, law enforcement, library, lighting, parks and recreation, planning/building, and streets. Other services, such as solid waste, are provided under contract with other service providers.[327] Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

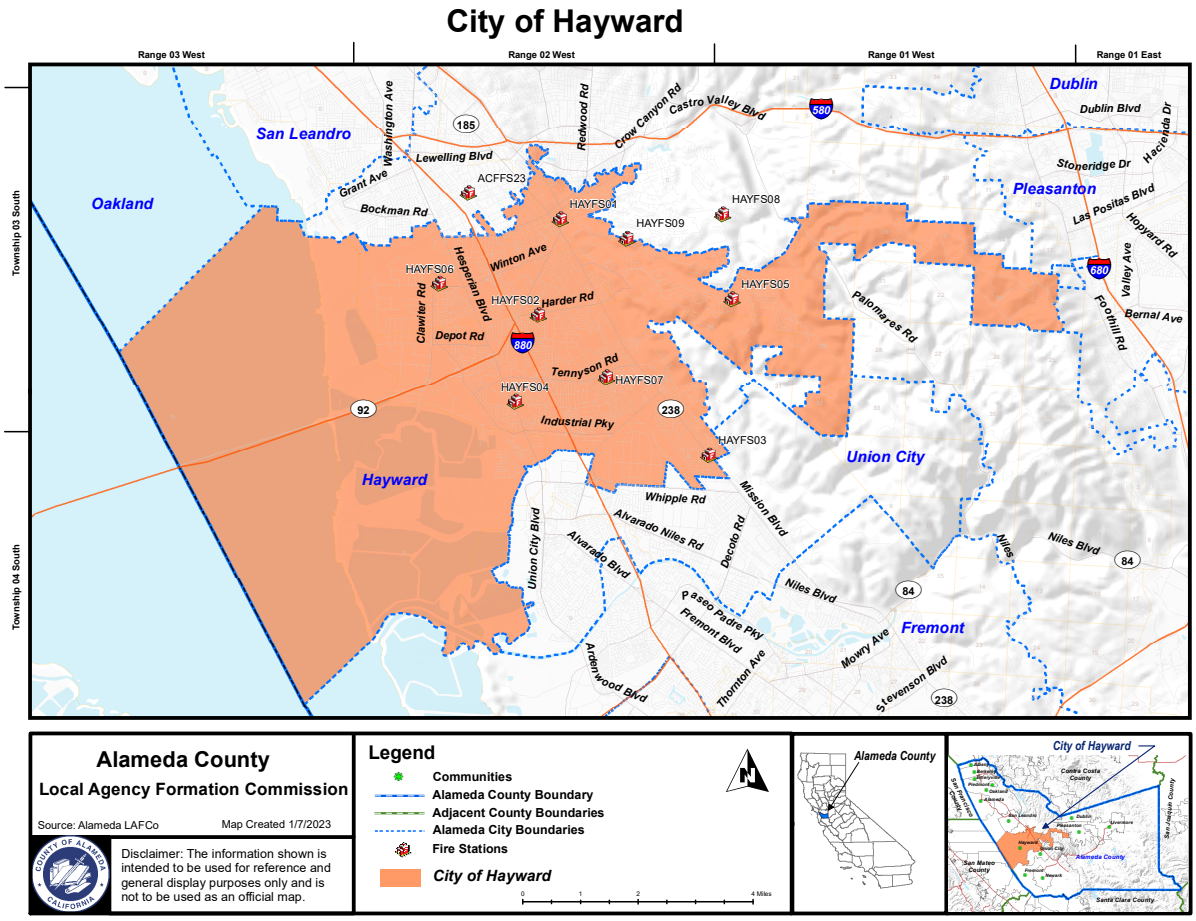
The City of Hayward was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

[325] The City of Hayward's budget Proposed FY 2022 Operating Budget. https://www.hayward-ca.gov/sites/default/files/documents/FY-22-Proposed-Operating-Budget.pdf. p. 9.
[326] City of Hayward History. https://hayward-ca.gov/discover/hayward-history.
[327] Alameda Local Agency Formation Commission Resolution No. 2018-08. https://alamedaLAFCO.org/wp-content/uploads/2021/11/2018-08-Hayward-Reaffirm-SOI.pdf.

Boundaries

The City of Hayward covers an area of approximately 63.7 square miles; 45.3 square miles are land, and 18.4 square miles are covered by water of the San Francisco Bay.[328] Figure 14-1 depicts the City's boundaries.

Figure 14-1: City of Hayward Boundaries and SOI



Extra-territorial Services

The City of Hayward provides fire protection and emergency response services in the unincorporated Fairview area via a contract with the Fairview Fire Protection District. [329] The City also participates in geographical areas of mutual aid with Alameda County, Adjacent Counties, and the State of California for fire protection and emergency service response.

[328] Hayward 2040 General Plan Policy Document. https://www.hayward-ca.gov/sites/default/files/Hayward_2040_General_Plan_FINAL.pdf. July 2014. p. 2-2.
[329] Alameda Local Agency Formation Commission Municipal Service Review Update, Adopted January 11, 2018, p.8-10.

Additionally, the City has mutual aid agreements with the Fire Chiefs Association of Alameda County and is part of the California Master Mutual Aid Agreement.[330]

Unserved Areas

There are no unserved areas identified in the City of Hayward. HFD is able to provide service throughout its bounds.

Sphere of Influence

The City of Hayward's Sphere of Influence (SOI) was established by LAFCO in 1978 and was amended in subsequent years. The current SOI for the City was last reaffirmed on January 11, 2018. [331] The SOI extends beyond the municipal boundary toward I-238/I-538 to the north and toward Union City to the South. The SOI does not include territory within Hayward's city limits where it extends to the east toward Pleasanton.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Hayward is a charter city operating under the Council-Manager form of government. The City Council consists of seven members, including the elected Mayor; members serve four-year terms. Current council member names, positions, and term expiration dates are shown in Figure 14-2.

The City Council meets on the first, third, and fourth Tuesday of each month at 7:00 p.m. on the second floor of Hayward City Hall Council Chambers. Meeting details, agendas, and actions minutes for each meeting are available online and at the City Clerk's office.

[330] City of Hayward, SoGo Survey Responses, November 2021.
[331] Alameda Local Agency Formation Commission Municipal Service Review Update, Adopted January 11, 2018, p.8-10.

Constituents can also register with the City of Hayward or send a request to the City Clerk's office to receive council agendas via e-mail on a regular basis. The public can watch the City Council meeting live on the City's website, YouTube, Zoom, and Comcast Cable Local Channel 15. Archived visual webcasts of regular Council meetings are also available for viewing online.

Figure 14-2: City of Hayward Governing Body

GOVERNING BODY				
Manner of Selection	Elections at large.			
Length of Term	4 years			
Meetings	On the first, third, and fourth Tuesday of each month at 7:00 p.m. 2nd floor of Hayward City Hall 777 B Street Hayward, CA 94541			
Agenda Distribution	Posted online, Office of the City Clerk located at City Hall, and email by registration.			
Minutes Distribution	Posted online and at the Office of the City Clerk located at City Hall.			
COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Mark Salinas	Mayor	2026	Elected	4 Years
Angela Andrews	Mayor Pro Tempore	2024	Elected	4 Years
Ray Bonilla Jr.	Councilmember	2024	Elected – *appointed to the council in April. 11, 2023, to complete the remainder of the term of the Council seat vacated by Elisa Marquez	4 Years
Dan Goldstein	Councilmember	2024	Elected – *appointed to the council on Jan. 9, 2023, to complete the unexpired term of the council seat vacated by Mark Salinas	4 Years
Julie Roche	Councilmember	2026	Elected	4 Years
George Syrop	Councilmember	2026	Elected	4 Years

Francisco Zermeño	Councilmember	2024	Elected	4 Years
CONTACT				
Contact	Dustin Claussen~~Kelly McAdoo~~, City Manager			
Mailing Address	777 B Street, 4th Floor, Hayward, CA			
Phone	510-583-4300			
Email/Website	dustin.claussen@hayward-ca.gov~~Kelly.McAdoo@hayward-ca.gov~~			

The City of Hayward participates in community outreach events such as annual city festivals and free hot meals food trucks provided by the Hayward Public Library in partnership with Cal State East Bay on the first and third Wednesday of each month. The City also has several community educational programs, including literacy and education opportunities, sustainable and community appearance opportunities, and public safety and emergency response opportunities. As part of the public safety and emergency response program, the Hayward Fire Department provides Community Emergency Response Team (CERT) volunteer training so members can assist others in their community following a disaster when professional responders are not immediately available to help.

The City of Hayward's online tool and mobile app, Access Hayward, allows residents to file a complaint on various topics. For HFD-specific complaints, residents can utilize the Fire-Hazardous Materials-Emergency Services topic area or utilize the miscellaneous option to file a specific complaint.

All of the City's elected officials have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through the City, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required and by which the City of Hayward must abide.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Hayward complies with this regulation.

The City of Hayward demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in several of its planning and management documents—principally in the annual budget, comprehensive annual financial report, and General Plan.

The City of Hayward's Fire Department (HFD) was staffed by approximately 146.5 full-time personnel in FY 21. According to the adopted budget for FY 22 and FY 23 staffing levels are expected to stay the same.

The Fire Chief, appointed by the City Manager, leads the Department in all areas of fire protection and overall management including overseeing all three divisions— Fire Administration, Operation, and Special Operations. The Fire Administration Division provides direction, leadership, financial oversight, and administrative support services for the Fire Department. This Division also administers the Fairview Fire Protection District (FFPD) agreement, with the Hayward Fire Chief serving as the FFPD Chief.

The Operation Division is housed in nine fire stations throughout the community and the Fairview Fire District, along with a Training Center located adjacent to Fire Station 6 and encompasses all suppression/EMS personnel and provides various services including firefighting, both structural and wild land, vehicle extrication, high and low angle rescue, hazardous materials response, and First Responder Advanced Life Support (FRALS) delivery system with Firefighter-Paramedic.

The Special Operations Division includes the Emergency Services Office, the Fire Prevention and Hazardous Materials programs, the Emergency Medical Services program, and the Training program. [332]

HFD did not provide the performance review process, and it is currently not available on the website.

[332] City of Hayward, Adopted FY 2021 Operating Budget. p. 171 – 173.

To ensure fire service efficiency and effectiveness, HFD has set policy goals and objectives. HFD aims to provide fire suppression and emergency medical services (EMS), supported by prevention through responsible regulatory and educational programs.

HFD's finances are managed by the City. City financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). Additionally, every year the City adopts a ten-year Capital Improvement Program (CIP). The CIP budget is separate from the City operating budget and funds public infrastructure projects. The City does not compile a long-term financial plan with fiscal projections.

Hayward's 2040 General Plan is the City's overarching planning document that provides a blueprint for growth and development by setting land use policy citywide. The General Plan has a Community Safety element that includes goals and policies geared towards enhancing the fire protection and emergency medical services of the Hayward Fire Department.

A critical component of the City of Hayward's planning documents is its Climate Action Plan, which outlines strategies, policies, and programs for addressing climate change by reducing the community's greenhouse gas (GHG) emissions. Hayward's original CAP was adopted by the City Council on July 28, 2009, and then updated and incorporated into the City's General Plan in 2014.[333] Hayward's current GHG emission targets are 30 percent below 2005 emissions levels by 2025, 55 percent below 2005 emissions levels by 2030, and Carbon neutrality by 2045. Some policies in the Climate Action Plan relevant to fire services are water conservation standards, a recycled water program, and an urban forest management plan.[334]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

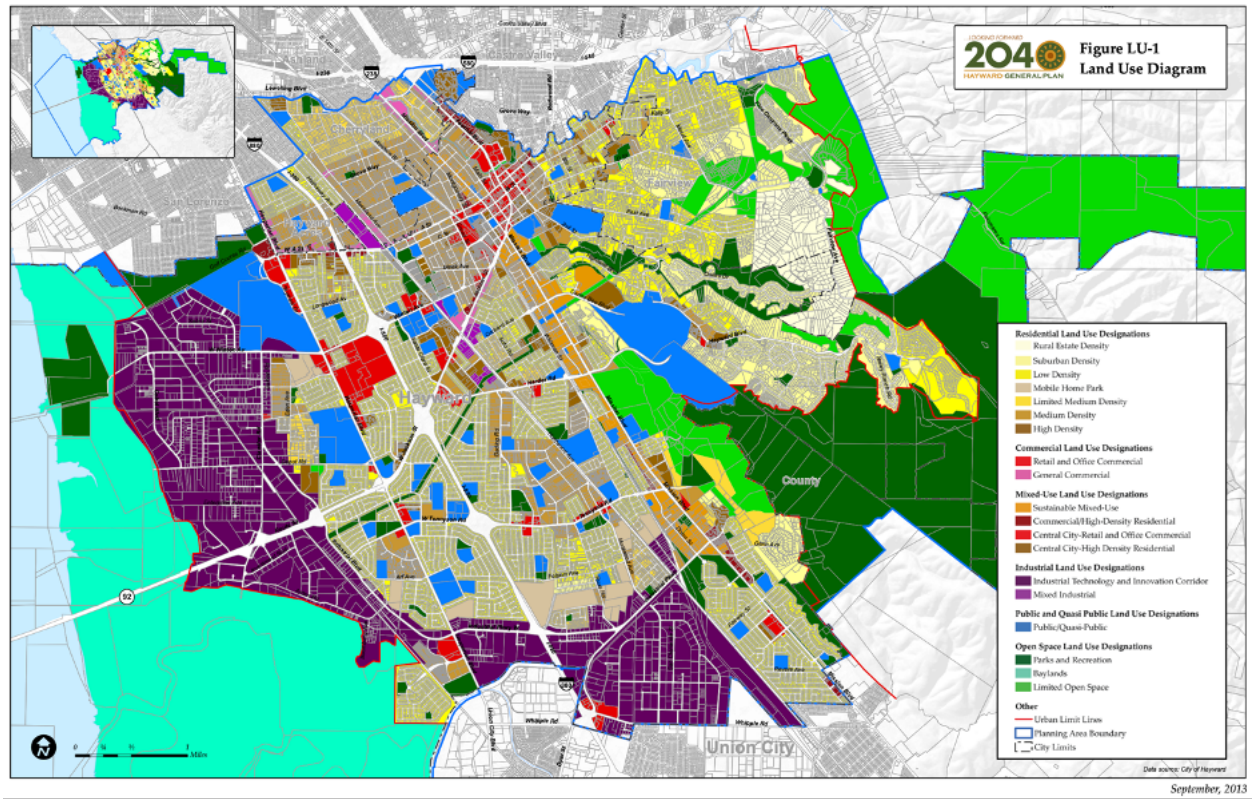
Land Use

The City of Hayward is comprised of approximately 40,768 acres or 63.7 square miles. According to the City's General Plan, a total of 19 land use designations are identified including seven residential designations, two commercial designations, four mixed-use

[333] City of Hayward Climate Action Plan Update. https://haywardhousingandclimateupdate.com/.
[334] City of Hayward, Summary of Climate Action Plan Policies & Programs. https://www.hayward-ca.gov/sites/default/files/documents/Climate%20Action%20Plan%20-%20Policies%20and%20Implementation%20Programs.pdf.

designations, two industrial designations, three open space designations, and one public and quasi-public designation.[335] Figure 14-3 shows the land use designations in the city.

Figure 14-3: The City of Hayward Land Use Diagram



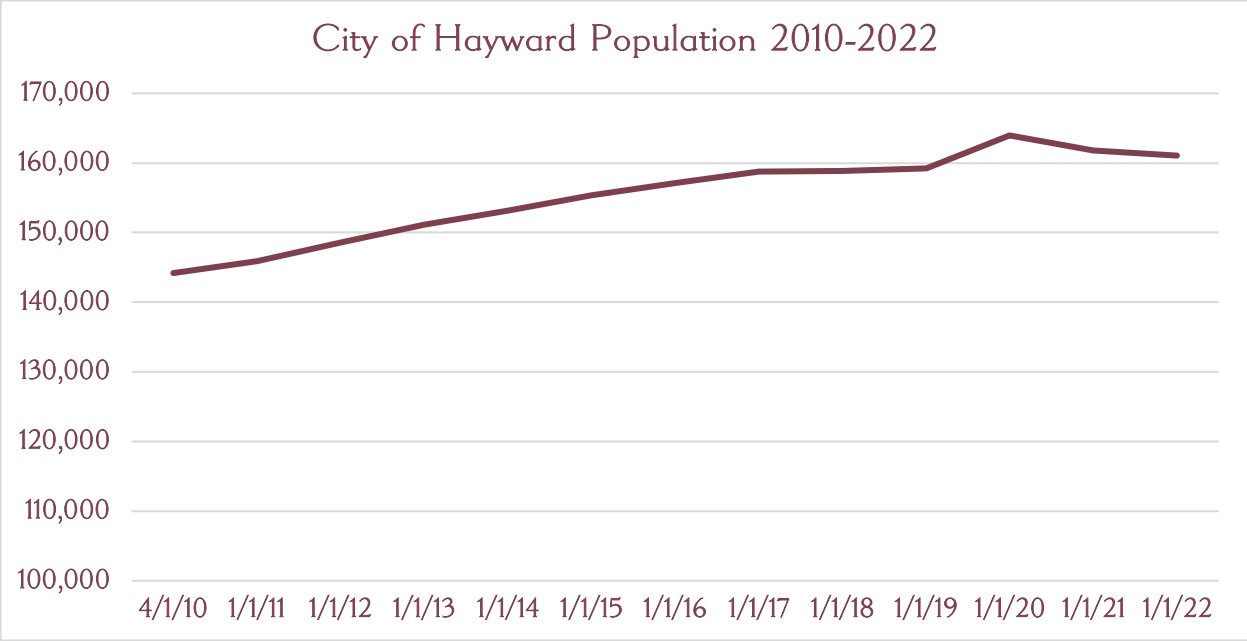
The General Plan guides the development of this land while the Community Safety element specifically addresses the land area as it relates to fire and emergency services.

Current Population

According to the 2020 Census, the City of Hayward has a total population of 162,948. The California Department of Finance (DOF) reports a slight decrease in population to 161,081 as of 2022 and an increase of nearly 16,859, or roughly 12 percent, since 2010, as shown in Figure 14-3. The City's population trend over the last 12 years is shown in Figure 14-4.

[335] Hayward 2040 General Plan Policy Document. https://www.haywardca.gov/sites/default/files/Hayward_2040_General_Plan_FINAL.pdf. July 2014. p. 3-3.

Figure 14-4: City of Hayward Population Growth, 2010-2022



Projected Growth and Development

Association of Bay Area Governments (ABAG) projections show that the City of Hayward's total population is expected to increase by nine percent between 2020 and 2040. The City of Hayward's population is anticipated to be approximately 160,295 by 2030 and 178,270 by 2040. The Average Annual Growth Rate (AAGR) from 2020 through 2030 is -0.23 percent, while from 2030 through 2040, it is projected to rise to 1.07 percent.

Regarding fire and emergency services provided to the City, HFD reports that these changing growth patterns, including an increase in population, an aging population, and higher-density housing, will affect service demand.

According to Hayward's Strategic Roadmap for FY 21- ~~FY~~ 23, the City is primarily focused on affordable housing options, with many new high-density developments located near transit to reduce the displacement of existing residents.[336] The City's 2021 Let's House Hayward! Homelessness Reduction Strategic Plan outlines several strategies to increase the supply of affordable housing, including units in various stages of development, such as 1,026 rental units providing housing for extremely low to moderate-income households and 70 ownership units

[336] City of Hayward Strategic Roadmap FY2021 to FY2023 Project Listhttps://www.hayward-ca.gov/sites/default/files/Updated%20Strategic%20Roadmap%20Document.pdf.Revised June 1, 2021.

providing housing to moderate-income households. Additionally, the City indicated prioritizing the development of affordable housing on public land as another strategy.[337]

The City of Hayward has several significant development projects, as shown in Figure 14-5, that are in various phases of development. Many of these projects are mixed (527 units) and residential facilities (2,076 units) although there are several industrial (11 projects) and commercial facilities (4 projects) incorporated in the developmental plans as well. Additionally, there are a few hotels and public facilities in various stages of development as per the City's development dashboard.[338] Largely, these developments are located along highly trafficked roadways and designed to complement access to transit options.

Figure 14-5: City of Hayward Planned or Proposed Development Projects, 2023

CITY OF HAYWARD DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Allied Housing Depot Road	125	
22872 Main St	12	
Bunker Hill	74	2,400 - 3,500
21339 Oak St	40	
24764 & 24656 Mohr Dr	12	
Sohay	472	20,000
Lincoln Landing	476	80,500
27287 Patrick Avenue	10	
22810 Atherton St	14	
Bellara	157	
1190 Russell Way		
603 A Steet	80	475 - 885
La Playa Commons	47	1,549 - 2,019
Hayward Mission Family Apartments	140	3,888
Truelife - Moreau	55	
Pimental Place	57	
Mission Paradise	76	
Sequoia Grove	10	
22422 Rockaway Ln	30	
Mirza - True Life	189	10,800
Legacy@Hayward	97	1637
Maple & Main	314	7,100
32513 Mission Blvd	14	

[337] Let's House Hayward! City of Hayward Homelessness Reduction Strategic Plan. https://www.hayward-ca.gov/sites/default/files/documents/Let%27s%20House%20Hayward%21%20Strategic%20Plan%202021.06.25.pdf. 2021. p.52.
[338] City of Hayward Development Dashboard. https://maps.hayward-ca.gov/devsvcdash/.

238 Parcel group 3 & 4		
966 B St	30	
Mission Village	72	6,313
1441 Industrial Pkwy		
U-Haul		113730
Dermody Logisticenter at Enterprise		223583
31161 San Antonio St		86000
Logisticenter At Hwy 92		
First Industrial Realty - Depot Rd		37000
1190 Zephyr Ave		48980
Hayward Exchange @ 92		
29469 Ruus		103406
First Industrial Realty - Whitesell St		37051
Prologis Hayman 37		93515
La Vista Park	179	
The Stack Center		
Hayward Retail Center		
Duke Realty		157725
Arthur Mac's		
El Pollo Loco		
Hyatt Place Hotel		
Holiday Inn Express	82	
TOTAL	2,864+	1,033,252+

Growth Strategies

To accommodate growth throughout the City of Hayward, the 2040 General Plan (2014) summarizes several long-range strategies that would allow for the increased demand on the Fire Department. First, due to an aging stock of residential, commercial, and industrial buildings, structural fires are expected to increase in the City, as such fire prevention efforts such as minimizing fire risks through education, routine inspections, and requiring building renovations and new construction to comply with fire access and building codes are highlighted. Another goal highlighted in the City's General Plan is to enhance the fire protection and emergency medical services of the Hayward Fire Department. This involves addressing issues around staffing levels, emergency response times, training, fire facilities and equipment, and coordination with ambulance service providers and hospitals. Finally, the disaster preparedness, response, and recovery goal on the General Plan are designed to prepare residents and

businesses for disasters and to ensure that the City of Hayward and other government agencies are ready to respond to protect lives and property during an emergency. [339]

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within or adjacent to Hayward's city limits or SOI.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Hayward Fire Department has the financial ability to continue to provide services. However, the Department has required increasing Net General Fund contributions at the same time that City General Fund balances have been declining. The City and the Fire Department face ongoing challenges from pension liabilities that are funded at a "low" level,[340] in addition to pandemic impacts on revenues.

The Fire Department pursues technological improvements, for example, installing alert devices on its vehicles; although these expenditures impose budget costs in the short-term, longer-term benefits are anticipated. The City addresses the risk of structural budget imbalances by voter-approved tax measures, cautious staffing increases, and strategic fiscal forecasts and planning.

Revenues and Expenditures

Over the past five years, the Fire Department's revenue growth has been relatively static, requiring an increasing share of General Fund contributions to keep pace with expenditures growing at approximately the rate of inflation. In FY2021-22 the Net General Fund contribution was expected to account for about 82 percent of total expenditures, up from 80 percent in FY2017-18.

The City's total General Fund revenues have generally kept pace with inflation of about 3 percent annually over the past five years; however, expenditures have grown at a faster pace 4.5 percent rate, contributing to annual shortfalls and declining fund balances. In response to

[339] Hayward 2040 General Plan Policy Document. https://www.haywardca.gov/sites/default/files/Hayward_2040_General_Plan_FINAL.pdf. July 2014. p. 3-113 - 3-118.
[340] City of Hayward Adopted Budget Fiscal Year 2022, Table 7, valuation as of 6/30/2019. Pension levels funded at less than 70 percent indicate "low" funding and increased risk (see State Auditor's Risk Factors).

COVID-19, the City instituted hiring freezes, reduced expenditures, and obtained labor group concessions.

The City has a voter-approved ½ cent sales tax (Measure C) that helps "to restore and maintain Hayward city services and facilities, including firefighting/emergency medical services..." and Measure T approved by voters in 2018 to increase the City's property transfer tax.[341] The City prepares 5-year and 10-year budget forecasts to anticipate and manage fiscal conditions.[342]

City firefighters (Hayward Firefighters Local 1909) through their MOU have contributed towards unfunded pension liabilities by paying above the State minimum towards CalPERS and 2 percent of their salary.[343]

Reserves

The City's fund balance in its General Fund has been declining over the past five years as the City drew down its balance to cover annual shortfalls. Reserves in FY2017-18 represented a "moderate" level of 20.9 percent of expenditures but declined to a "low" level of 12.2 percent of expenditures in FY2021-22, less than two months of expenditures.

Fire Services

Service Overview

The City of Hayward provides fire protection services, including structural and wildland firefighting, vehicle extrication, high and low-angle rescue, hazardous materials response, and First Responder Advanced Life Support. The Fire Department also implements disaster response and management training; provides public education on fire hazards, disaster preparedness, and first aid; enforces the Uniform Fire Code and state and federal codes; regulates hazardous materials storage and use; and provides emergency medical services to patients throughout Hayward.[344] Additionally, Fairview Fire Protection District has contracted with the City of Hayward since 1993 to provide fire protection and emergency medical services within the boundaries of the District. Figure 14-6 details the services provided by HFD. If another agency offers a service, it is indicated in the figure.

[341] City of Hayward Measure C ballot.
[342] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[343] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[344] Alameda Local Agency Formation Commission Municipal Service Review Update, Adopted January 11, 2018, p.8-13.

Figure 14-6: City of Hayward Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Hayward Fire Department
Wildland Fire Protection	City of Hayward Fire Department
Vehicle Fire Protection	City of Hayward Fire Department
Ladder Truck Capabilities	City of Hayward Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department/CAL FIRE
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	N/A
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	N/A
Advanced Life Support – Non-Transport Provider	City of Hayward Fire Department
Advanced Life Support Transport Provider	Falck Ambulance
Continuing Education Provider – Medical	City of Hayward Fire Department
Air Ambulance Transport Helicopter Services	REACH
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	City of Hayward Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Hayward Fire Department
Fire Safety Education – Adults/Seniors	City of Hayward Fire Department
Juvenile Firesetter Prevention Program	City of Hayward Fire Department
Fire and Life Safety Business Inspection Program	City of Hayward Fire Department
Fire Protection Planning	City of Hayward Fire Department
New Commercial Construction Plan Reviews	City of Hayward Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Hayward Fire Department
Home Fire/Safety Inspections	City of Hayward Fire Department
Fire Origin and Cause Investigations	City of Hayward Fire Department
Fuel Reduction/Weed Abatement Program	City of Hayward Fire Department
Smoke Detector Giveaway/Installation Program	City of Hayward Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	City of Hayward Fire Department

Water Rescue Program	City of Hayward Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	City of Hayward Fire Department
Helicopter Short/Long Haul Rescue Capabilities	CAL FIRE/California Highway Patrol
Response to Boating Accidents	City of Hayward Fire Department
Rescue Dog Services	N/A
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Hayward Fire Department
Hazardous Materials Response Team	Alameda County Fire Department/City of Fremont Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	City of Hayward Fire Department
Mobile Incident Command/Communications Unit	City of Hayward Fire Department
Fill Station for Self-Contained Breathing Apparatus	City of Hayward Fire Department
Mobile Breathing Support Unit	City of Hayward Fire Department
Community Emergency Response Team	City of Hayward Fire Department
Chaplain Services	N/A
Training Academy	City of Hayward Fire Department
Emergency Operations Center Capabilities	City of Hayward Fire Department
MISCELLANEOUS	
Public Service Assists	City of Hayward Fire Department
Motor Vehicle Accident Response	City of Hayward Fire Department
Welfare Checks	City of Hayward Fire Department
Public Safety Answering Point	City of Hayward Police Department
Fire/EMS Dispatch	City of Hayward Fire Department
Fundraising Activities	City of Hayward Fire Department
Firefighters Association – Non-Profit	City of Hayward Fire Department
Auxiliary Association	N/A

Collaboration

The City of Hayward Fire Department (HFD) works closely with other agencies locally, regionally, countywide, and statewide to provide sufficient fire and emergency response services to the community. Various collaborations reported by the Department include:[345]

- Eden Area Regional Occupational Program—to provide instruction and resources for the education of Hayward area high school students;
- Chabot-Las Positas Community College District—for joint fire training center;
- Tiburico Vasquez—Tiburico Vasquez Health Center operates the Hayward Firehouse Clinic and provides care; and
- Hayward Chamber of Commerce.

The City also takes part in aid agreements with the following agencies to support and expand its fire, hazmat, and EMS resources for incidents such as wildland fires, emergencies, and events that take place outside of the City:

- State of California
- Alameda County and adjacent counties
- California Master Mutual Aid Agreement
- Fire Chiefs Association of Alameda County

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE focuses its services on wildland areas defined as State Responsibility Areas (SRA). For the City of Hayward, most of the area within the city limits is a Local Responsibility Area (LRA). However, much of the area within the northeast of the City is designated as a high fire hazard severity zone which is a State Responsibility Area.[346]

Furthermore, as discussed previously, Hayward provides fire protection and emergency response services in the unincorporated Fairview area via contract with the Fairview Fire Protection District.

[345] City of Hayward, SoCo Survey Responses, November 2021.
[346] Alameda County State Responsibility Area Fire Hazard Severity Zones. November 21, 2022

Existing Demand

The Hayward Fire Department indicated it received 17,343 service calls in FY 20, of which 28 were mutual aid calls. EMS incidents account for a majority of calls, with 12,050 calls or 70 percent of all calls. In comparison, motor vehicles and false alarm accounts for the lowest number of calls with 565 and 809 calls, respectively. Figure 14-7 shows calls received by type.[347]

From 2013-2020, the highest number of service calls was received in 2019 (18,410), while 2014 had the lowest number of service calls (15,775). Figure 14-8 illustrates the total number of service calls received in the City of Hayward from 2013-2020.[348]

Figure 14-7: City of Hayward Calls for Service (2013-2020)

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE							
	EMS	Motor Vehicle	False Alarm	Fire / Hazardous Materials	Misc. Emergencies	Misc. Non-Emerg.	Total Calls
City of Hayward	12,050	565	809	1,101	1,215	2,172	17,343

Figure 14-8: City of Hayward Service Calls by Type, 2020

FIRE AND EMERGENCY SERVICE CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Hayward	15,899	15,775	15,820	16,339	18,052	17,079	18,410	17,343

Staffing

As mentioned, the City of Hayward Fire Department (HFD) staffed 146.5 full-time equivalent in FY 21. According to the FY 21 adopted budget, this has been a consistent staffing level since FY 19, when FTE positions in the Department increased by nine compared to FY 18, which had 137.5 budgeted fire and EMS staff positions. [349]

According to the Memorandum of Understanding between the City of Hayward and the International Association of Firefighters- Local 1909, minimum staffing upon the continuation of contractual services with FFPD, must consist of nine engine companies and two truck

[347] City of Hayward, SoGo Survey Responses, November 2021.
[348] City of Hayward, SoGo Survey Responses, November 2021.
[349] City of Hayward, Adopted FY 2021 Operating Budget. p. 64.

companies. Each apparatus must be staffed with a minimum complement of three: a captain, an apparatus operator, and a firefighter. If the contract with FFPD is discontinued, minimum staffing shall revert to eight engine companies, two truck companies, and 33 to 30 staff members. [350]

Regarding staff training levels, HFD indicated applicants must have a paramedic license and CADL and upon academy completion, candidates must meet the California State Fire Marshal Accredited Local Academy Firefighter 1 and Firefighter 2 academy requirements and complete evaluation for certification. Other levels of training required by the agency for newly hired paid firefighters include driver Operator 1A, Fire Control 3, Fire Control 5, Vehicle Extrication, Confined Space Awareness, and Low Angle Rope Rescue.[351]

HFD offers paid firefighters an average of 44 hours of training per month. For new volunteers, the Community Emergency Response Team (CERT) trains 150 residents yearly on a five-night curriculum. HFD also offers an annual refresher and Neighborhood Emergency Response Team (NERT) for those interested in furthering their education.[352]

The Training Division is responsible for ensuring that Hayward's Firefighters are ready to respond to any type of emergency. Training of line personnel can range from an online program to live drills and exercises at the Department's training center.

Additionally, HFD's Training Division conducts a 17-week fire academy for new recruits and has also initiated a partnership with the Eden Area Regional Occupation Program's Fire Science program. This program will expose interested youth to basic firefighting principles and techniques, which will potentially lead them down the path of becoming the next generation of firefighters in the City.[353]

Facilities and Capacity

The City of Hayward Fire Department operates nine engines and two aerial ladder truck companies from nine strategically located fire stations serving both the citizens of Hayward and FFPD. Each fire engine and truck company has at least one certified Paramedic assigned to it. In addition to HFD's front-line emergency vehicles, the Department has the ability to staff three Type III engines, two firefighting engines, and one Type VI wildland firefighting engine for

[350] Memorandum of Understanding between the City of Hayward and the International Association of Firefighters. January 1, 2010 through December 31, 2023. p.8.
[351] City of Hayward, SoCo Survey Responses, November 2021.
[352] City of Hayward, SoCo Survey Responses, November 2021.
[353] City of Hayward Fire Department. https://www.hayward-ca.gov/your-government/departments/fire.

use in the City and to assist in the statewide mutual aid program for any natural or man-made disasters.

HFD staffs two fire stations within the boundaries of the FFPD (Station 8 and Fire Station 9). In addition, the grounds of Station #7 in South Hayward house the nation's first firehouse clinic, which provides a full-service primary and preventative care center operated by Tiburcio Vasquez Health Center. The facilities are shown in further detail in Figure 14-9.

Figure 14-9: City of Hayward Fire Facilities

CITY OF HAYWARD FACILITIES					
Facility	Address	Owner	Year Built	Condition	Assigned Apparatus
Station 1	22700 Main Street, Hayward, CA 94541	City of Hayward	1995	Good	One Engine, One Truck, Three Command Vehicles, One Water Tender, One OES Type III engine
Station 2	360 West Harder Road, Hayward, CA 94544	City of Hayward	1958	Good	One Engine, One Squad, One Rescue Trailer, One Mobile Air Unit
Station 3	31982 Medinah Street, Hayward CA 94544	City of Hayward	1956	Good	One Engine, One Type III Engine
Station 4	27836 Loyola Avenue, Hayward, CA 94545	City of Hayward	1956	Good	Two Engines
Station 5	28595 Hayward Boulevard, Hayward, CA 94542	City of Hayward	1975	Good	One Engine, One Type VI Engine
Station 6	1401 West Winton Avenue, Hayward, CA 94545	City of Hayward	1975	Excellent	Two Engines, Two ARFF Vehicles, One Truck
Station 7	28270 Huntwood Avenue, Hayward, CA 94544	City of Hayward	2015	Excellent	One Engine, Two Trucks, One Rescue Boat, Two Command Vehicles
Station 8	25862 Five Canyons Parkway, Hayward, CA 94552	City of Hayward	Not Provided	Not Provided	Type I Engine, Type III Engine
Station 9	24912 Second Street, Hayward, CA 94541	City of Hayward	1998	Fair	One Engine, One Type VI Engine
Firehouse Clinic	28300 Huntwood Ave., Hayward, CA94544	City of Hayward	2015	Not Provided	N/A

Workload across stations is typically measured using Unit Hour Utilization (UHU) which is calculated by dividing the number of transports by the number of hours a unit is available for work. Stations nearing or exceeding the 20 percent threshold indicate a strain workload. HFD did not provide its UHU, and it is not readily available online.

Dispatch and Communications

There are a few ways the City of Hayward utilizes its social media outlets: Twitter, Facebook, and YouTube, to communicate with residents and transmit important health and safety information. The City also uses AC Alert, a unified system for Alameda County residents, which provides critical information quickly in various situations, such as earthquakes, fires, severe weather, unexpected road closures, missing persons, and evacuations of buildings or neighborhoods. Additionally, in 2021 HFD shared with residents a fire service-supported website called Zonehaven AWARE, a shared map built out across the Bay Area and the State of California, to establish integrated databases that can be relied upon by residents and first responders for communicating and learning about approaching fire and other emergency conditions and managing evacuations and safe post-disaster return to residences.

The Hayward Police Department Communications Center serves as Hayward's 9-1-1 Public Safety Answering Point (PSAP), receiving all emergency and non-emergency police, fire, and medical calls in the City and dispatching public safety personnel to respond as appropriate.

Since 2018, city emergency dispatchers are equipped to receive and respond to mobile telephone 9-1-1 text messages. The service gives hearing and speech-impaired members of the community, or those in a situation where it is too dangerous to dial 9-1-1, another option to call for help in an emergency.

In addition, as of 2021, HFD indicated that it was working to install an updated computer-aided dispatch fire station alerting system to improve efficiency. The Department also led an effort for dispatch needs assessment and expected this process to take about a year.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while effectively providing needed services. Currently, HFD partners with community-based organizations and other public safety agencies. Additionally, the Department indicated that it is a part of the East Bay Regional Communications System Authority (EBRCSA), a communications system that provides fully interoperable communications to all public agencies within the Alameda and Contra Costa counties.

Additionally, per the City's contract with FFPD, HFD staffs two fire stations within the boundaries of the FFPD.

The Department identified two facility-sharing opportunities, Chabot College JPA and Eden Area Regional Occupational Program at Station 6, for education and training purposes.

Infrastructure Needs

The first infrastructure need that HFD reported is an upgrade at Station 8, estimated to cost around four to six million. However, neither the source of financing nor the timeline was identified. The Department also indicated that Station 9 needs to be replaced with an industry-standard fire station at the same location. Additionally, HFD reported that a new fire station and training facility was under construction at Station 6. According to Hayward's FY 23-32 Capital Improvement Program, the project includes deconstructing the existing buildings and constructing nine new buildings and structures.[354] This project is financed by Fund 406-Measure C Capital Projects, which is generated by the City of Hayward 0.5 percent sales tax for CIP projects, including restoration and maintenance of City services and facilities. Other projects related to the Fire Department outlined in the recommended Capital Improvement Program for FY 24-33 include: [355]

- Fire equipment updates: Project to pay for equipment upgrades for replacement due to mutual aid response. Expenses will be paid for by mutual aid reimbursement. The project is financed by Fund 405, which the General Fund, construction tax, Mutual Aid Overhead, and grants for non-discretionary projects support.
- Fire Fleet Replacement: The ten-year Fleet Replacement Plan is updated annually to identify vehicles and equipment for replacement based on available General Fund funding, current replacement cost, cumulative maintenance costs, vehicle/equipment condition and safety, vehicle/equipment useful life, and departmental operational needs. The project is financed by Fund 736, generated by charges to City departments, and used to support purchases of new and replacement vehicles and equipment.
- Fire House Clinic Improvements: This ongoing project uses revenue from the Fire House Clinic to make necessary improvements to the facility and operations. The project is financed by Fund 405.

[354] Hayward Adopted Capital Improvement Program, Fiscal Years 2023 -2032 https://www.hayward-ca.gov/sites/default/files/pdf/COH-2023-2032-CIP.pdf. p.135.
[355] Recommended Capital Improvement Program, Fiscal Years 2024-2033. https://hayward-ca.gov/sites/default/files/documents/COH-FY2024-CIP.pdf. p.163.

- Fire Radio Replacement: This recurring project is for regularly replacing the Fire Department's Radios. The radios have an approximate life of 10 years. The following replacement of 85 devices is in FY 23. The project is financed by Fund 405.
- Fire Stations 1-6 Improvements/Design: This project is to improve and design Fire Stations 1 to 6. The project is financed by Fund 406.
- Firefighter Exercise Equipment: This one-time purchase is for Endless Rope, intended for firefighter-specific training. The Endless Rope utilizes magnetic force resistance to allow competitive bi-directional movements that mimic firefighting and technical rescue movements. The project is financed by Fund 405.

Challenges

The most significant challenge reported by HFD is ongoing financial limitations. According to the Department, the City of Hayward continues to face challenges related to rising personnel-related expenses, such as increases in its growing unfunded pension obligations. The City continues to monitor those unfunded liabilities and identify strategies for continued programmatic service levels expected of the Hayward community. [356]

HFD also indicated that Hayward Firefighters Local 1909, through an MOU, has continually met the challenges of unfunded liabilities for two decades, paying above the state minimum towards CalPERS and two percent of their salary.[357]

The other challenge HFD reported is that increasing Approximate Patient Off Load Time (APOT), which is the time between when an ambulance arrives at a hospital and when the patient is transferred from the ambulance gurney to the care of the hospital, is negatively impacting the private ambulance provider's ability to provide contractually obligated response time requirements. [358]

Additionally, demand for services is anticipated to increase due to changes within the community, such as an increase in population and an aging housing stock with primitive fire protection systems that will continue to erode infrastructure, increasing service calls. Rising sea level is also expected to impact all flood zones as infrastructure ages. In addition, service calls for unhoused individuals are expected to increase continually.[359]

[356] City of Hayward, SoGo Survey Responses, November 2021.
[357] City of Hayward, SoGo Survey Responses, November 2021.
[358] City of Hayward, SoGo Survey Responses, November 2021.
[359] City of Hayward, SoGo Survey Responses, November 2021.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service. The applicable response time measure for the City of Hayward is shown in Figure 14-10.

Figure 14-10: City of Hayward Response Time Policy

RESPONSE TIMES FOR THE CITY OF HAYWARD	
Agency Name	Single Unit Incident
City of Hayward	Arrive at the scene within 5 minutes and 50 seconds of a 9-1-1 call 90 percent of the time.

The Department adopted the National Fire Protection Association (NFPA) standard requirement for the first unit to arrive on scene within five minutes and 50 seconds of dispatch, 90 percent of the time while all remaining units shall arrive on scene within eight minutes of dispatch.[360] HFD'S fire and emergency response times are under six minutes more than 91.7 percent of the time, indicating the Department generally meets the five minutes and fifty seconds goal set by best practice.[361] The Insurance Service Office (ISO) classifies fire services in the communities as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. As of 2020, the Hayward Fire Department has an ISO rating of 2. [362]

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

[360] Hayward 2040 General Plan Policy Document. July 2014. p. 3-115.
[361] City of Hayward By the Numbers .https://www.hayward-ca.gov/discover/by-the-numbers.
[362] City of Hayward, Adopted FY 2021 Operating Budget. p. 174.

City of Hayward Fire Department MSR Determinations

Growth and Population Projections

14-1: The City of Hayward has a population of 162,948 according to the 2020 Census, while The California Department of Finance (DOF) reports a slightly higher number of 163,965. The population growth has been steadily increasing with roughly an 11 percent increase since 2010.

14-2: According to ABAG projections, the City's population will decrease slightly from 2020 through 2030 with a -0.19 percent Average Annual Growth Rate (AAGR) to a population of 160,295. Alternately, between 2030 and 2040, it is projected to rise to 0.89 percent AAGR to a population of 178,270. The City of Hayward should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service demand adequately.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

14-3: The City of Hayward does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

14-4: The Department is meeting the five-minute and fifty seconds response time goal set by best practice and generally appears to have the capacity to address existing demand. Additionally, the City's annually updated ten-year CIP appropriately plans for capital needs to address future growth.

14-5: The City of Hayward has its fire and emergency response facility needs adequately met by HFD, with nine staffed fire stations within its boundaries and two fire stations within the boundaries of the Fairview Fire Protection District. There should, however, be continued reevaluation of the service area and response times to ensure areas outside of the city center, particularly in the east, are receiving adequate services.

14-6: HFD reported significant infrastructure needs, including upgrades at Station 8 and Station 9 replacement with an industry-standard fire station. The department also reported that a new fire station and training facility was under construction at Station 6. Additionally, according to the Capital Improvement Program for FY 23-32, several infrastructural needs are budgeted for and expected to be addressed, including fire equipment updates, fire fleet replacement, firehouse clinic improvements, fire radio replacement, fire station 1 through 6 improvements/design, and firefighter exercise equipment.

Financial Ability of Agencies to Provide Services

14-7: The City of Hayward Fire Department has the financial ability to continue to provide services. However, ongoing City structural imbalances must continue to be addressed in order to minimize and eliminate adverse financial consequences for fire protection services.

Status of, and Opportunities for, Shared Facilities

14-8: HFD reported that it is a part of the East Bay Regional Communications System Authority (EBRCSA), a communications system that provides fully interoperable communications to all public agencies within the Alameda and Contra Costa counties. The Department also indicated that it partners with community-based organizations and other public safety agencies. Additionally, the Department staffs two fire stations within the boundaries of FFPD.

14-9: The Department identified two facility-sharing opportunities: Chatbot College JPA and Eden Area Regional Occupational Program at Station 6.

14-10: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

14-11: The City of Hayward abides by all legislative obligations for accountability and governance practices.

14-12: The City of Hayward demonstrated transparency when sharing information to create this report.

14-13: No governance structure options specific to HFD were identified over the course of this review: however. it is recommended that the Department continue to participate in regional planning and coordination efforts to the greatest extent possible, such as the East Bay Regional Communications System Authority (EBRCSA), and continue to seek to collaborate and enhance service levels on a regional level with other providers.

15. CITIES OF LIVERMORE AND PLEASANTON FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

CITY OF LIVERMORE

The City of Livermore was incorporated in 1876. The City lies in the eastern portion of Alameda County, bordered to the west by the cities of Dublin and Pleasanton and surrounded, for the most part, by unincorporated areas. Livermore is located near two major freeways, I-580 and I-680, and is close to the metropolitan areas of San Francisco, Oakland, and San Jose. [363] The City of Livermore participates in the Sister Cities program and has formalized three Sister City relationships with Quetzeltenango, Guatemala, Yotsukaido, Japan, and Snezhinsk, Russia.

The City of Livermore is the only city in the United States with two national laboratories: Lawrence Livermore National Laboratory and Sandia National Laboratories-CA. The City also has an award-winning school district, the Livermore Valley Joint Unified School District (LVJUSD).

The City operates under a council-manager form of government. The City of Livermore provides services including animal control, fire and emergency response, law enforcement, library, lighting, planning/building, stormwater, streets, water, and wastewater. Other services, such as solid waste, are provided under contract with other service providers. Fire and emergency response is provided by the Livermore-Pleasanton Fire Department (LPFD) Joint Powers Authority (JPA). Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

The City of Livermore was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

[363] Alameda Local Agency Formation Commission Resolution NO. 2018-09 p.1.

City of Pleasanton

The City of Pleasanton was incorporated in 1894 and named for Major General Alfred Pleasonton of the Union Army. A typographical error by the U.S. Post Office is believed to be responsible for the current spelling of the City's name.[364] The City lies in the eastern portion of Alameda County, bordered by the cities of Dublin to the north and portions of Livermore to the east, and Hayward to the west.[365]

Located at the junction of I-580 and I-680, Pleasanton is proximate to the major business markets of Silicon Valley, San Francisco, and the Central Valley. Additionally, the City supports a thriving business community of more than 4,000 companies, from Fortune 500 to home-grown innovation firms.

According to the 2020 Census, the City of Pleasanton has a total population of 79,526. The City has a council-manager form of government.

The City of Pleasanton provides services including animal control, law enforcement, library, lighting, parks and recreation, planning/building, stormwater, streets, water, and wastewater.[366] Other services, such as solid waste, are provided under contract with other service providers. Fire and emergency response is provided by the LPFD JPA. Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

The City of Pleasanton was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

Livermore-Pleasanton Fire Department

The LPFD was formed in 1996 by the City Councils of the Cities of Livermore and Pleasanton. This arrangement allows for essential fire and emergency services to be provided jointly by both cities. Its formation is made possible through a JPA agreement, a legal construct

[364] City of Pleasanton Operating Budget • FY 2023/24 - FY 2024/25, p.19.
[365] Alameda Local Agency Formation Commission Resolution NO. 2018-13.
[366] Wastewater treatment services are provided by contract with Dublin San Ramon Services District.

available in the State of California that enables two or more agencies to voluntarily provide and deliver services within a multi-jurisdictional setting.

The LPFD provides Fire and Life Safety protection to the cities of Livermore, Pleasanton, and several square miles of unincorporated area adjacent to both cities. These areas include Happy Valley, Castlewood (the Pleasanton Ridge) and the Veterans Administration Hospital Livermore.

The consolidated department is quasi-governed by a JPA board. While a formal joint powers structure was put in place, the powers assigned to the JPA board were limited: all major fiscal and labor relations decisions are made by the two cities' City Councils, with the JPA board serving in an advisory capacity to each body. The Board is comprised of the Mayor and a City Council member from each city. The City Managers of the two cities serve as joint Executive Directors and appoint the Fire Chief.

By forming the consolidated department, the partner cities avoided creating another agency with its own overhead costs for fiscal and personnel management. The department uses existing city support services. The City of Pleasanton provides payroll, personnel and budget services, and the City of Livermore provides risk management and workers compensation services. Legal services for code enforcement are provided by both cities' legal departments.

To properly allocate the joint department's management expenses, the two cities use a four-part cost-sharing formula that takes into account factors such as the number of emergencies or fire prevention inspections occurring in each city. Currently, Livermore is covering 54 percent of these expenses, Pleasanton 46 percent. Each city maintains the right to determine the number of fire stations and firefighters it needs, so growth in one city does not affect the other city's fire service costs.

One of the management improvements resulting from the consolidation was the movement of top officers in both departments into full-time specialty roles. Before consolidation, division chiefs in both departments managed responsibilities such as emergency operations, training and emergency medical services on a part-time basis. Effectiveness is improved in the consolidated agency with full-time managers for each function. The separate fire prevention bureaus also were consolidated; the single bureau jointly serves both cities, including their one-stop building permit centers.

Initially, all fire station personnel remained in their parent cities but were cross-trained in the other city's stations and on its fire equipment; currently, firefighters regularly work in the other city's stations, providing coverage for those on vacation or sick leave. The two fire union locals

also merged, and the five-year labor agreement negotiated by the cities with the newly combined International Association of Fire Fighters local contributes to the consolidated fire department's long-term cost stability. The JPA immediately agreed to joint promotional testing, and the several promotions, which since being made have contributed to the blending of the two cities' fire services.

A single training system serves both cities' firefighters. Managed by a Battalion Chief, it uses a modern training tower and classrooms located in Pleasanton. Emergency operations also have been completely merged, with a single "duty officer" responding to emergencies wherever they occur and both cities' fire equipment responding wherever needed. Dispatch services were consolidated in Livermore's public safety communications center, as it was larger and better suited to handle the workload created by the consolidation of the departments. The consolidated department has focused on the creation of one "culture" and one set of operating procedures, which combines the "best practices" that were in use in both cities.[367]

Boundaries

City of Livermore

The City of Livermore encompasses 26 square miles and a population density of approximately 3,597 persons per square mile.[368]

City of Pleasanton

The City of Pleasanton encompasses approximately 24.27 square miles.

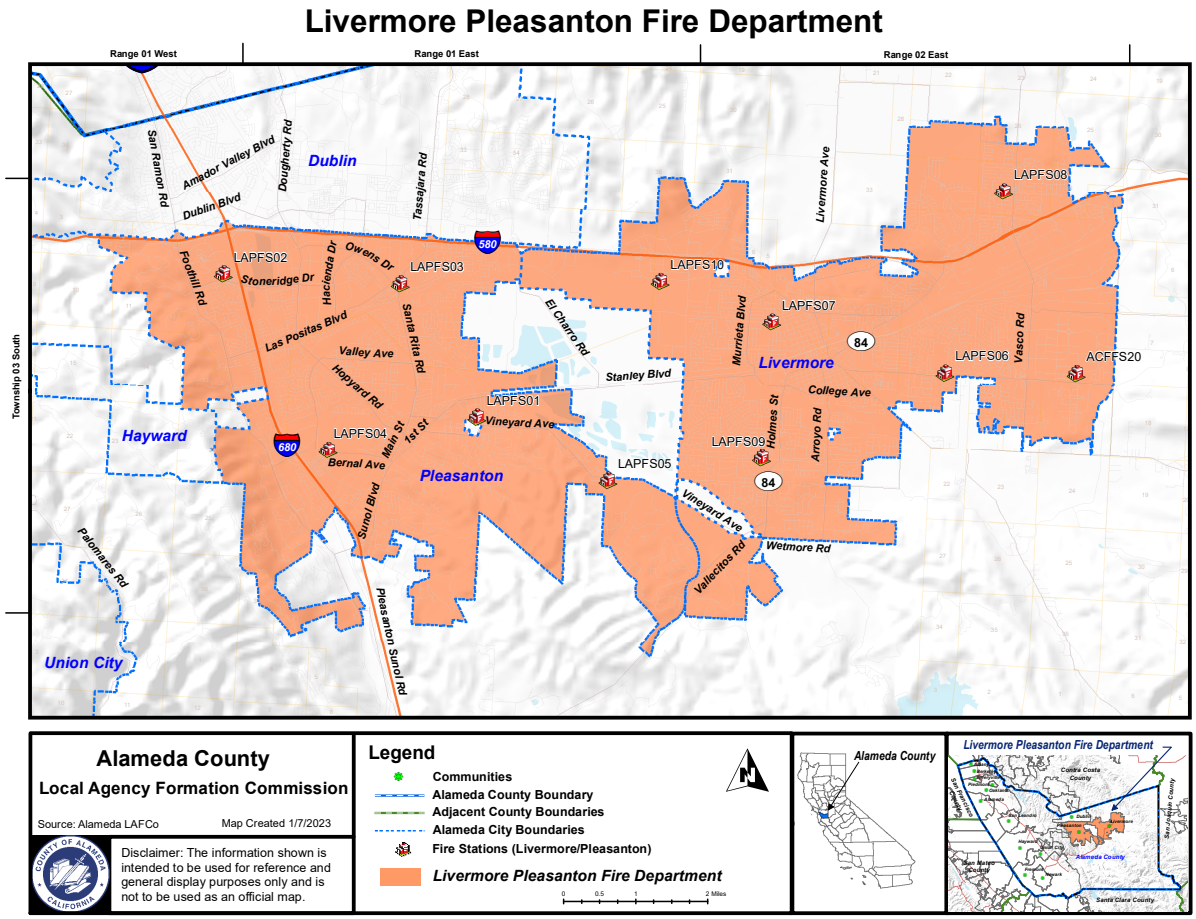
Extra-territorial Services

LPFD

LPFD provides services to several areas outside of the municipal boundaries of Livermore and Pleasanton, including the Veterans Administration Hospital. Figure 15-1 depicts LPFD's boundaries.

[367] Municipal Services Review for Fire and Emergency Services West Placer County Area Draft Final, May 25,2017 p.80-81.
[368] Alameda Local Agency Formation Commission Municipal Service Review Update, Adopted January 11, 2018, p.9-1.

Figure 15-1: Livermore Pleasanton Fire Department Boundaries and SOI Unserved Areas



Unserved Areas

City of Livermore

There are no unserved areas identified in the City of Livermore. LPFD is able to provide service throughout bounds of both cities.

City of Pleasanton

There are no unserved areas identified in the City of Pleasanton. LPFD is able to provide service throughout bounds of both cities.

Sphere of Influence

City of Livermore

The City of Livermore's Sphere of Influence (SOI) was established by LAFCO in 1979 and was amended in subsequent years. The SOI for the City extends slightly to the north, east, and south of the municipal boundary.[369] The City's current SOI was last reaffirmed on January 11, 2018.

City of Pleasanton

The City of Pleasanton's SOI was established by LAFCO in 1976 and was amended in subsequent years. The City's current SOI was last reaffirmed on January 11, 2018.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

City of Livermore

The City of Livermore is a general law city operating under a council-manager form of government. The City Council consists of five members, including the Mayor; members serve four-year terms, and the elected Mayor serves a two-year term. Current council member names, positions, and term expiration dates are shown in Figure 15-2.

The Council meets on the second and fourth Mondays of each month at 7:00 p.m. Members of the public have the option to participate in person at the Civic Center Meeting Hall, City Council Chambers located at 1016 S. Livermore Avenue, or remotely on Zoom. The City

[369] Alameda Local Agency Formation Commission Municipal Service Review Update, Adopted January 11, 2018, p.9-1.

reports that it is suspending public comment via zoom and participants wishing to comment on meeting content will need to be present to comment.

The public can also watch the City Council meeting live on the City's YouTube channel. All City Council agenda packets, minutes, public comments, and archived recordings are available online.

Figure 15-2: City of Livermore Governing Body

GOVERNING BODY					
Manner of Selection			At large for mayor, by district for councilmember.		
Length of Term			4 years for councilmembers, 2 years for the mayor.		
Meetings			Second and Fourth Mondays at 7:00 pm Civic Center Meeting Hall 1016 S. Livermore Avenue Livermore, CA 94550 City Council Chambers		
Agenda Distribution			Posted online.		
Minutes Distribution			Posted online.		
COUNCILMEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
John Marchand		Mayor	2024	Elected	4 Years
Brittni Kiick	3	Councilmember, Vice Mayor	2024	Elected	4 Years
Ben Barrientos	2	Councilmember	2026	Elected	4 Years
Evan Branning	1	Councilmember	2026	Elected	4 Years
Bob Carling	4	Councilmember	2024	Elected	4 Years
CONTACT					
Contact			Marianna Marysheva, General Manager		
Mailing Address			1025 S. Livermore Ave, Livermore, CA 94550 1052		
Phone			(925) 960-4040		
Email/Website			citymanager@cityoflivermore.net		

The City of Livermore participates in community outreach including summer reading programs, Livermore Reads Together, and Arts and Authors talks. Furthermore, throughout the year the City has various events specific to adults, teens, and armchair travelers.

The City of Livermore has contact information and a FAQ page online for the public to file a complaint on various topics. Additionally, complaints can be directed to specific unit or Department; contact information for each Department is available online. For fire specific complaints, the public can contact the Fire Chief.

All City of Livermore's City Council members have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through the City, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Livermore complies with this regulation.

The City of Livermore demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

City of Pleasanton

The City of Pleasanton is a general law city, which operates under the council-manager form of government. The City Council consists of five members, including the Mayor. Members serve four-year terms, and the elected Mayor serves a two-year term. Pleasanton has a district-based election system, with four districts. Each district has one Councilmember who resides in the district and who is chosen by electors residing in that district. The office of the Mayor remains elected at-large by all voters. Current council member names, positions, and term expiration dates are shown in Figure 15-3.

The Council meets on the first and third Tuesdays of each month at 7:00 p.m. City Council meetings are held in-person at the City Council Chamber located at 200 Old Bernal Avenue. The meeting is also broadcasted live on the City's YouTube channel, Channel 29, and Tri-Valley community television. All City Council agenda packets, minutes, and archived recordings are available online.

Figure 15-3: City of Pleasanton Governing Body

GOVERNING BODY					
Manner of Selection			At large. Starting March 19, 2022, councilmembers are elected by district.		
Length of Term			4 years for councilmembers, 2 years for the mayor.		
Meetings			First and Third Tuesdays at 7:00 pm City Council Chamber 200 Old Bernal Avenue Pleasanton, CA 94566		
Agenda Distribution			Posted online.		
Minutes Distribution			Posted online.		
COUNCILMEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Karla Brown		Mayor	2024	Elected	4 Years
Valerie Arkin		Councilmember	2024	Elected	4 Years
Jack Balch		Councilmember, Vice Mayor	2024	Elected	4 Years
Jeff Nibert		Councilmember	2026	Elected	4 Years
Julie Testa		Councilmember	2026	Elected	4 Years
CONTACT					
Contact			Gerry Beaudin, City Manager		
Mailing Address			123 Main Street/PO Box 520, Pleasanton, CA 94566		
Phone			(925) 931-5002		
Email/Website					

The City of Pleasanton participates in community outreach events including a variety of performing, visual, and literary arts through its Civic Arts program, as well as a variety of community events and performances such as movies in the park, the Rose Show, and Hometown Holidays.

For fire specific complaints, the public can contact the Fire Department.

All City of Pleasanton's City Council members have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through the City, there also exists a conflict-of-interest code and bylaws, outlined in the municipal code, as lawfully required and by which the City of Pleasanton must abide.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Pleasanton complies with this regulation.

The City of Pleasanton demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Livermore-Pleasanton Fire Department

LPFD uses a joint powers authority (JPA) model with essential support services such as Human Resources and Finance provided by the Cities of Livermore and Pleasanton respectively. This partnership promotes more efficient administration and effective delivery of life-safety services without the additional overhead of a completely independent JPA agency.

Under this model, the LPFD organization plan includes the JPA Board of Directors, which is made up of the Mayor of Livermore, Mayor of Pleasanton, one councilmember from Livermore, and one councilmember from Pleasanton. [370]Current Board member names, positions, and term expiration dates are shown in Figure 15-4.

The Board holds at least two meetings annually and may hold additional meetings if necessary. The public can access meeting agenda, minutes, and archived documents online on LPFD's website.

Figure 15-4: Livermore-Pleasanton Fire Department Governing Body

GOVERNING BODY					
Manner of Selection			A subcommittee of the Livermore and Pleasanton City Councils.		
Length of Term			Consistent with the councilmember's length of term.		
Meetings			At least twice a year and special meetings as necessary.		
Agenda Distribution			Posted online.		
Minutes Distribution			Posted online.		
BOARD MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
John Marchand		Chair, City of Livermore	2024	Elected	4 Years

[370] 1996 Joint Exercise of Powers Agreements between the City of Livermore and the City of Pleasanton, p.4.

Karla Brown		Vice-Chair, City of Pleasanton	2024	Elected	4 Years
Jack Balch		Director, City of Pleasanton	2024	Elected	4 Years
Brittni Kiick		Director, City of Livermore	2024	Elected	4 Years
CONTACT					
Contact			Joe Testa, Fire Chief		
Mailing Address			3560 Nevada Street, Pleasanton, CA 94566		
Phone			(925) 454-2361		
Email/Website			jtesta@lpfire.org		

As a part of the communities' disaster response plan, the LPFD has an active Community Emergency Response Team (CERT) program. The CERT program trains and supports members of the community to be effective emergency response volunteers in the event of a disaster. Volunteers are taught skills such as disaster medical care, light search and rescue, team organization, and coordination with the Fire Department. The Fire Department hosts CERT classes several times per year.

LPFD also has a Disaster Preparedness volunteer opportunity for the public to participate in outreach program to help make citizens aware of the need to prepare for disasters and to provide resources and assistance for doing so.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. LPFD complies with this regulation.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The Cities of Livermore and Pleasanton account for their fire and emergency services in several of their planning and management documents, particularly in their biannual and annual budgets, comprehensive annual financial reports, and General Plan.

The JPA Board has limited independent power; therefore, all major decisions proposed by the JPA Board require ratification by the respective City Councils. If such ratification is not attained, the issue is returned to the JPA Board and executive management staff for further work.

In this joint consensus partnership, neither city can dictate to the other. The JPA Board, combined with the joint budget, provides an effective tool for maximizing the delivery of fire services, controlling costs, and maintaining local control in determining service levels.

LPFD was staffed by approximately 123 full-time personnel in FY 21. The City of Pleasanton personnel for FY 21 was 62.75 FTE, while the City of Livermore had 62.5 FTE personnel for FY 21.

The two City Managers serve as JPA Executive Directors and provide overall administrative direction to the Fire Chief in alignment with allocated resources and approved goals and objectives. Human resources, finance, legal services, and various support functions are provided by the two cities.

The Fire Chief leads the Department in all areas of fire protection and overall management. LPFD, through the Fire Prevention Bureau, is responsible for minimizing fire risk through positive fire code enforcement and weed abatement. The Operations Bureau prepares for and responds to all emergency fire, medical, rescue, and hazardous materials incidents.

To ensure fire service efficiency and effectiveness, LPFD has set policy goals and objectives in the areas of services, public information and community engagement, and workforce and training.

LPFD's finances are managed by the Cities of Livermore and Pleasanton. All Joint fire operating costs of LPFD are summarized and categorized into the following types: Administrative, Prevention, Suppression, Emergency Operations, and Capital Replacement. Administrative, emergency operations and capital replacement costs are shared 50/50 by both cities. Fifty percent of the prevention costs incurred for development services (plan checking and inspection services) and including salaries, other employment costs, and supplies are shared 50/50 by both Cities. The other 50 percent of these costs are shared proportionally, based on the level of service during any given fiscal year. Similarly, costs categorized as

suppression will be shared by both Cities proportionally based on staffing levels within the suppression function.[371]

The Cities are also responsible for providing several administrative support services to LPFD—finance and budget, purchasing, human resources and labor relations, workers' compensation, legal, risk, information technology, and city clerk. The city responsible for providing each administrative support service is identified in a memorandum of understanding (MOU) signed by each City Manager. The direct cost to provide each administrative support service is periodically calculated by an independent consultant. The Cities shall equally share in the direct cost of the administrative support services. [372]

City of Livermore's financial planning documents include a two-year budget and an Annual Comprehensive Financial Report (ACFR). Additionally, the City currently has a five-year Capital Improvement Program budget (CIP) for FY 23–~~FY~~ 28. The CIP budget is separate from the City operating budget and is both a fiscal and planning tool, which identifies capital improvement projects, provides a schedule for the projects and identifies funding sources and financing options. The City also has a Long-Term Financial Plan (LTFP) which creates a framework for allocating resources according to the City's established goals and objectives.

The City of Pleasanton also has a two-year budget. Additionally, the City has a Capital Budget and a four-year CIP, which collectively with the City's budget provide funding for projects, programs, and services consistent with the City Council's previously adopted two-year work plan. The City also has an ACFR.

In May 2021, LPFD adopted its first comprehensive Strategic Plan for FY 22-~~FY~~ 26, developed by a Strategic Planning Committee comprised of the leadership team from LPFD and executive staff from the Cities of Livermore and Pleasanton. The document is intended to serve as a broad leadership and management framework for the Department's direction, including the establishment of the Department's goals and objectives, and the implementation of annual strategic actions and timelines for completion over the next five years.

Furthermore, the Cities' General Plans have a public safety element that establishes mechanisms to reduce death, injuries, and damage to property and to address the negative results from public safety hazards like flooding, fires, and seismic events.

[371] Livermore-Pleasanton Fire Department Joint Powers Authority Amended and Restated Agreement Between the City of Livermore and City of Pleasanton, 2016. Attachment B, Joint Fire Operations and Assigned Personnel - Cost Sharing Plan Methodology
[372] Livermore-Pleasanton Fire Department Joint Powers Authority Amended and Restated Agreement Between the City of Livermore and City of Pleasanton, 2016. Attachment C, Administrative Support Services-Cost Allocation Plan Methodology.

A critical component of both Cities' planning documents is their Climate Action Plan (CAP), which outlines strategies, policies, and programs for addressing climate change by reducing the community's greenhouse gas (GHG) emissions.

Livermore's first CAP was adopted by the City Council in November 2012 implementing General Plan policy to reduce GHG emissions to 15 percent below 2008 conditions by 2020. The City of Livermore exceeded the 2020 GHG goal, achieving a 17 percent reduction by 2017 three years earlier than the target date. An updated CAP was adopted on November 28, 2022. The City's 2022 CAP emission goals have been updated to: Reduce emissions to 40 percent below 1990 levels by 2030 and reach carbon neutrality by 2045.[373]

The City of Pleasanton completed its first GHG emissions inventory in 2007 and its first CAP 1.0 in 2012. Pleasanton surpassed the CAP 1.0 target of reducing emissions 15 percent below 2005 levels by 2020, ahead of schedule. The City of Pleasanton's Council approved a 2019-2020 Work Plan that included a preparation of an updated Climate Action Plan (CAP 2.0). The City Council adopted the CAP 2.0 on February 15, 2022, and provided a minor update on February 21, 2023.[374]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

City of Livermore

The City of Livermore is comprised of approximately 26.44 square miles. According to the City's 2002 General Plan, single-family residential land uses occupy 5,123 acres, the largest amount of land in the City. Multi-family residential occupies 400 acres. Parks, recreation, and open space are the second major existing use in the City, occupying 1,696 acres, while undeveloped parcels occupy 1,785 acres, and agriculture occupies 1,068 acres. Public uses occupy 703 acres, and industrial uses occupy 960 acres. Office uses occupy 248 acres, retail 561 acres, and churches and other institutional uses occupy 149 acres. According to the 2002 General Plan Land Use Categories, land uses consist of the following:[375]

[373] The City of Livermore, Climate Action Plan. https://www.livermoreca.gov/departments/community-development/climate-action-plan-draft.
[374] The City of Pleasanton, Climate Action Plan 2.0. http://www.cityofpleasantonca.gov/gov/depts/os/env/cap/resources.asp.
[375] City of Livermore General Plan Land Use Element, p.3-9.

- Residential — 49.9 percent
- Agriculture, open space, and parks — 19.3 percent
- Industrial — 12.9 percent
- Retail and office — 8.2 percent
- Community facilities — 6.7 percent
- Downtown — 1.9 percent
- BART-owned — 0.6 percent
- Mixed use — 0.4 percent

City of Pleasanton

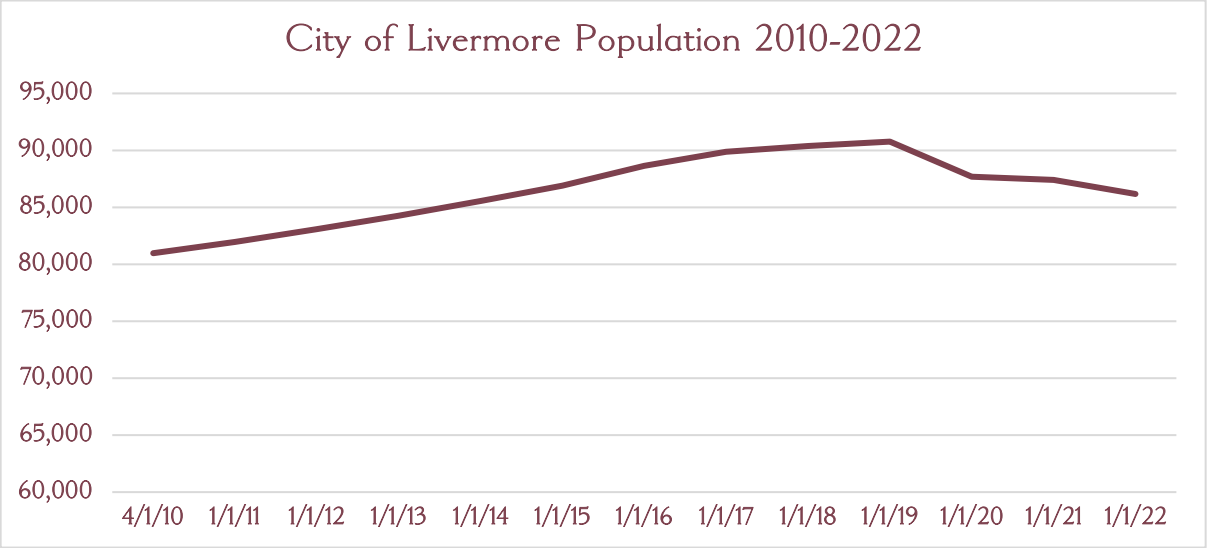
The City of Pleasanton is comprised of approximately 24.27 square miles. According to the City's 2005-2025 General Plan, the total planning area for the City is 47,853 acres. The City's open space occupies 33,871 acres, the largest amount of land in the City. Residential land use is the second largest in the City occupying 9,106 acres. While industrial/commercial/office spaces occupy 3,239 acres, community facilities 859 acres, and mixed-use 778 acres.

Current Population

City of Livermore

According to the 2020 Census, the City of Livermore has a total population of 87,955, while The California Department of Finance (DOF) reports a slightly lower number of 87,694. The DOF also shows a slight decrease in population to 86,149 as of 2022 and an increase of nearly 5,181 or roughly 6 percent, from 2010 – 2022. The City's population trend over the last 12 years is shown in Figure 15-5.

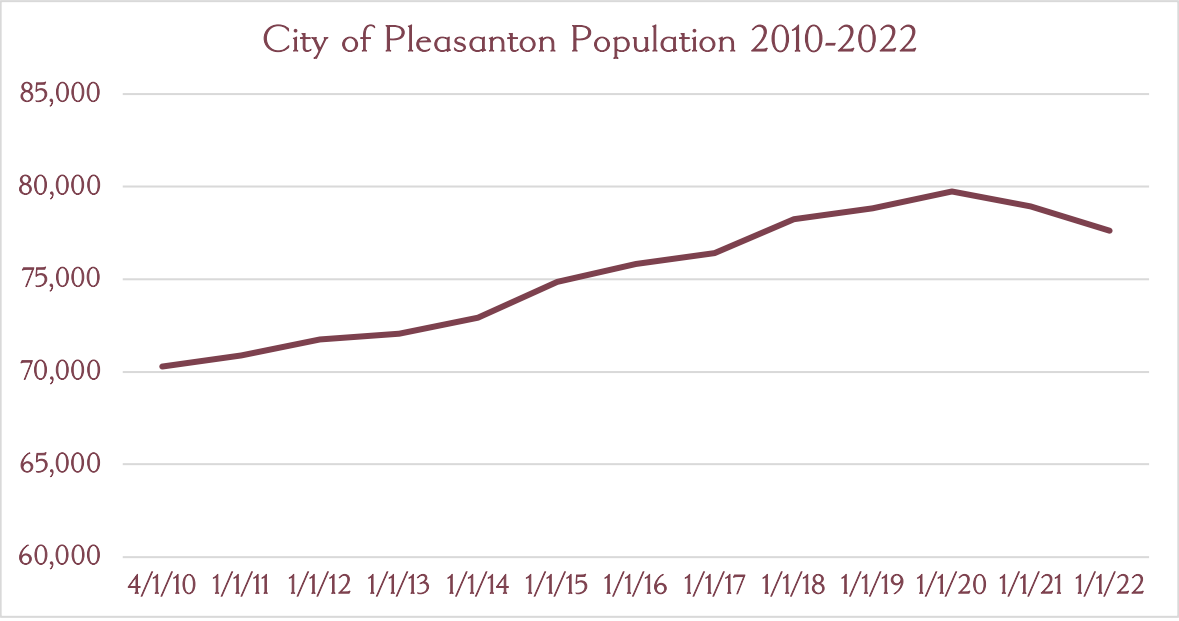
Figure 15-5: City of Livermore Population Growth, 2010-2022



City of Pleasanton

According to the 2020 Census, the City of Pleasanton has a total population of 79,526, while the California Department of Finance reports a slightly higher number of 79,741. The DOF also shows a slight decrease in population to 77,609 as of 2022 and an increase of nearly 7,324 or roughly 10 percent, from 2010 – 2022. The City's population trend over the last 12 years is shown in Figure 15-6.

Figure 15-6: City of Pleasanton Population Growth, 2010-2022



Projected Growth and Development

City of Livermore

Association of Bay Area Governments (ABAG) projections show that the City of Livermore's total population is anticipated to be approximately 99,115 by 2030 and 113,730 by 2040. The Average Annual Growth Rate (AAGR) from 2020 through 2030 is 1.2 percent, while from 2030 through 2040, it is projected to rise by 1.4 percent.

City of Pleasanton

Association of Bay Area Governments projections show that the City of Pleasanton's total population is anticipated to be approximately 78,370 by 2030 and 87,875 by 2040. The AAGR from 2020 through 2030 is expected to decrease to -0.17 percent, while from 2030 through 2040, it is projected to rise to 1.2 percent.

Development

The Cities of Livermore and Pleasanton have major developments taking place as shown in Figure 15-7. Many of the projects in the City of Livermore include affordable housing projects as well as residential, mixed-use, parks, and commercial projects that are part of Livermore's downtown development project. Additionally, the City's 2023 Housing Element plans for the development of 4,570 housing units between 2023 and 2031.

The City of Pleasanton has several major projects proceeding through entitlement or approved and under construction; these are listed below. Among these are several residential projects on sites identified in the City's 6th Cycle Housing Element adopted in January 2023 and ratified in September 2023. The Johnson Drive Economic Development is a significant project that adds additional commercial square footage once built out. The EDZ project intends to capitalize on its convenient location near two major area freeways, the I-580 and I-680, and create a thriving commercial corridor that will include two new hotels (currently under construction) and Costco store and gas station (estimated to open in 2024).

Regarding fire and emergency services provided to the Cities, LPFD reports that demand for fire/EMS services is anticipated to increase due to projected population growth in the Cities from 2020 to 2040.

Figure 15-7: Cities of Livermore and Pleasanton Planned or Proposed Development Projects, 2023

CITY OF LIVERMORE AND PLEASANTON DEVELOPMENT PROJECTS			
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET	LOCATION
Vineyard 2.0	23		City of Livermore
Pacific Avenue Senior Apartments	140		City of Livermore
L Street Parking Garage			City of Livermore
Blacksmith Square			City of Livermore
Downtown Boutique Hotel	133	13,200	City of Livermore
Eden Housing	130		City of Livermore
Veterans Park			City of Livermore
Quest Science Center		30,492	City of Livermore
SPARC		5,000	City of Livermore
Apartments**	222	14,000	City of Livermore
Isabel Neighborhood Specific Plan	523		City of Livermore
Downtown Second/Church St. Apartments	42		City of Livermore
Arroyo Vista Neighborhood Plan	434		City of Livermore
Avance Independent Living	44		City of Livermore
Lund Ranch II	50		City of Pleasanton
Simon Residential	360		City of Pleasanton
Avalon Bay	305		City of Pleasanton
3200 Hopyard	57		City of Pleasanton
Miscellaneous Other Residential Units	179		City of Pleasanton
Costco		148,613	City of Pleasanton
Johnson Drive EDZ Hotels		140,000	City of Pleasanton
Stoneridge Mall Sears Demo and Rebuild		79,629 (demo 176,151 SF and construct 255,420 SF)*	City of Pleasanton
Greek Orthodox Church		34,713 (9,742 SF church plus 24,971 SF community center)*	City of Pleasanton
Public Storage		205,027	City of Pleasanton
10X Genomics (Phase 1)		150,000 is Phase 1 (demo 163,500 commercial buildings, new construction of 381,000 R&D)*	City of Pleasanton
10X Genomics (Phase 1)		67,500 is Phase 2	City of Pleasanton
TOTAL	2,642+	888,174+	

i * Commercial square footage reflects "net new" square footage, where demolitions and new constructions are proposed.

Growth Strategies

LPFD's Strategic Plan FY 22–~~FY~~26 outlines several long-range strategies to accommodate growth throughout the City of Livermore and the City of Pleasanton. First, to ensure adequate fire suppression, prevention, emergency medical, and disaster services to meet the evolving needs of our communities and other changing conditions, action strategies such as assessing different models of community paramedicine and identifying the costs of the various models are highlighted.[376]

Second, action strategies such as implementing an instructional services agreement with Las Positas College, conducting a training needs assessment, designing a specific training curriculum for chief officers in both cities, identifying vendors to enhance mental health and wellness services, and more are identified to ensure LPFD has and maintains a well-trained and high-performing workforce through targeted and routine training and development opportunities for managers, front-line supervisors, and fire suppression, inspection, and support personnel.[377]

Furthermore, reviewing and considering information technology and fire station improvements and making approved equipment purchases as planned and funded annually are the strategies outlined to reach LPFD's goal of prioritizing reliable and efficient facilities and equipment.[378]

Additionally, enhancing public awareness and engagement to strengthen LPFD partnerships with the community, including the region's diverse communities, is also highlighted as one of the goals of the LPFD's Strategic Plan.[379]

Progress reports on the goals outlined in the Strategic Plan will be provided to officials in the cities of Livermore and Pleasanton, and the Livermore-Pleasanton Fire Department employees on a regular basis. This will include a formal status report every six months to the Executive Directors and an annual progress report to the Joint Powers Board. LPFD will seek feedback about implementation from Livermore and Pleasanton, so there is an ongoing dialogue and clear direction provided about the fire and emergency services function of the two cities. [380]

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUC) that meet the basic, state-mandated criteria within the City of Livermore and City of Pleasanton service area.

[376] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021, p. 9.
[377] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021, p. 11.
[378] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021, p. 12.
[379] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021, p. 10.
[380] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021, p. 14.

Financial Ability to Provide Services

Financial Ability to Provide Services

LPFD has the financial ability to continue to provide services. The LPFD relies on contributions from its two JPA member cities and maintains adequate levels of reserves. Its two member cities demonstrated continued revenue growth, although the growth is less than expenditure growth, especially during COVID-19. The LPFD continually evaluates measures to improve its financial position.

Revenues and Expenditures

LPFD primarily is funded by contributions from the JPA member cities of Pleasanton and Livermore in addition to revenue from Department of Veterans Affair hospital for the 3 fire fighters assigned in the area. The FY 2021-22 Budget proposes equal contributions of $21.6 million each to augment other JPA revenues;[381] actual contributions are based on a formula that considers a number of factors including need for firefighters and equipment, and allocation of administrative expenses on a program-by-program basis.[382] From FY 2017-18 through FY 2021-22 member city contributions grew at an average of 5.8 percent annually. The LPFD continually evaluates its financial policies and practices to maintain a sustainable budget, including planning for appropriate levels of staffing vs. overtime, and creating a fund to set aside adequate reserves for planned asset replacement.[383]

A concern noted by LPFD is the deployment of fire fighters to help fight wildfires and the resulting increase in overtime costs for those firefighters as well as the ones left to cover shifts in LPFD.[384] LPFD has implemented and continually reviews cost containment strategies including a) developed a replacement program to ensure that there is funding and a clear set of procedures for replacing apparatus and procedures; b) identified opportunities to develop, purchase and implement technology-based improvements (e.g. paperless, reports, data collection and analysis, online scheduling, etc.); c) increase operational efficiencies and maintain fiscal responsibilities.[385] LPFD has pursued and received various grants to assist with its costs, including Urban Areas Security Initiative (UASI) grants.

[381] Proposed Mid-Year Adjustments for the Fiscal Year 2021-22 and Mid-Term Adjustments for the Fiscal Year 2022-23 to the Livermore-Pleasanton Fire Department JPA, May 18, 2022, pg. 2.
[382] LPFD JPA Operating Budget FY 2019/2020-FY 2020/2021, pg. 7.
[383] LPFD JPA Board of Directors Special Meeting May 18, 2022, Item 5 budget adjustments.
[384] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[385] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.

The General Fund revenues of the contributing cities have generally been growing at a 2.7 percent to 2.9 percent annual rate, which is slower than the growth of JPA expenditures. COVID-19 adversely affected the budgets of both cities; Livermore was particularly hard hit; revenues were projected less than expenditures for FY 2020-21 and FY 2021-22.

Reserves

The LPFD JPA's financial statements reported an unassigned fund balance of $9.5 million. This balance represents about 21 percent of annual expenditures, a "moderate" level of reserves that exceed a minimum of two months of operating expenditures.[386] The LPFD JPA maintains a capital reserve fund of $250,000 for the replacement and maintenance of capital equipment.

The City of Livermore's General Fund Ending Working Capital declined in the FY 2021-22 budget to $4.5 million[387] or 3.6 percent of annual expenditures, a "low" level of reserve funding. Pleasanton, the other JPA member, projected its General Fund ending balance to be $41.1 million[388] or about 31 percent of annual expenditures, a "moderate" level.

[386] Financial indicators derived from California State Auditor's Methodology for Ranking California Cities Based on Fiscal Risk.
[387] City of Livermore FY22 & FY23 Two Year Financial Plan, pg. 64.
[388] City of Pleasanton Operating Budget FY22-FY23, pg. 44.

Fire Services

Service Overview

The response area for LPFD is approximately 49.45 square miles, encompassing the communities of Livermore and Pleasanton.

As an emergency response and community service organization, the department delivers fire and emergency medical services, specialized rescue, hazardous materials mitigation, development and code enforcement services, and public education.

According to LPFD's FY 18 – FY 19 Operating Budget, in the past seven years, significant integration between the LPFD and Alameda County Fire Department emergency resources has improved services throughout the valley and increased system reliability for both agencies. Through unified communications (ACRECC) and redefined response areas, the departments have reduced duplication of service, increased command depth, and are moving toward seamless emergency operations. We continue to monitor the equity of shared resources to ensure these system enhancements equally benefit both agencies.[389] Figure 15-8 details the services provided by the HFD. If another agency offers a service, it is indicated in the figure.

Figure 15-8: Cities of Livermore and Pleasanton Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Livermore-Pleasanton Fire Department
Wildland Fire Protection	Livermore-Pleasanton Fire Department
Vehicle Fire Protection	Livermore-Pleasanton Fire Department
Ladder Truck Capabilities	Livermore-Pleasanton Fire Department
Fire Suppression Hand Crew	N/A
Fire Suppression Dozer	N/A
Helicopter Services – Fire Suppression	N/A
Boat With Fire Suppression Capabilities	N/A
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Livermore-Pleasanton Fire Department
Advanced Life Support – Non-Transport Provider	Livermore-Pleasanton Fire Department

[389] Livermore-Pleasanton Fire Department Operating Budget FY2017/2018 - FY2018/2019, p.5-6.

Continuing Education Provider – Medical	Livermore-Pleasanton Fire Department
Air Ambulance Transport Helicopter Services	N/A
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Livermore-Pleasanton Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Livermore-Pleasanton Fire Department
Fire Safety Education – Adults/Seniors	Livermore-Pleasanton Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Livermore-Pleasanton Fire Department
Fire Protection Planning	Livermore-Pleasanton Fire Department
New Commercial Construction Plan Reviews	Livermore-Pleasanton Fire Department
Public Education Provider (CPR, First Aid, etc.)	N/A
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Livermore-Pleasanton Fire Department
Fuel Reduction/Weed Abatement Program	Livermore-Pleasanton Fire Department
Smoke Detector Giveaway/Installation Program	N/A
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	Livermore-Pleasanton Fire Department
Water Rescue Program	Livermore-Pleasanton Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	Livermore-Pleasanton Fire Department
Helicopter Short/Long Haul Rescue Capabilities	N/A
Response to Boating Accidents	Livermore-Pleasanton Fire Department
Rescue Dog Services	N/A
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Livermore-Pleasanton Fire Department
Hazardous Materials Response Team	Livermore-Pleasanton Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Livermore-Pleasanton Fire Department
Mobile Incident Command/Communications Unit	Livermore-Pleasanton Fire Department

Fill Station for Self-Contained Breathing Apparatus	Livermore-Pleasanton Fire Department
Mobile Breathing Support Unit	Livermore-Pleasanton Fire Department
Community Emergency Response Team	Livermore-Pleasanton Fire Department
Chaplain Services	Livermore-Pleasanton Fire Department
Training Academy	Livermore-Pleasanton Fire Department
Emergency Operations Center Capabilities	Livermore-Pleasanton Fire Department
MISCELLANEOUS	
Public Service Assists	Livermore-Pleasanton Fire Department
Motor Vehicle Accident Response	Livermore-Pleasanton Fire Department
Welfare Checks	Livermore-Pleasanton Fire Department
Public Safety Answering Point	Livermore-Pleasanton Fire Department
Fire/EMS Dispatch	Livermore-Pleasanton Fire Department
Fundraising Activities	Livermore-Pleasanton Fire Department
Firefighters Association – Non-Profit	Livermore-Pleasanton Fire Department
Auxiliary Association	N/A

Collaboration

The Livermore-Pleasanton Fire Department (LPFD) works closely with other agencies to provide sufficient fire and emergency response services to the community. The Department reported collaboration with CAL OES for California fire assistance and California equipment assignment. The Department also collaborates with FEMA-USAR for training purposes. Additionally, LPFD also participated in mutual aid agreement with CAL FIRE for emergency response.[390]

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE focuses its services on wildland areas defined as State Responsibility Areas (SRA). For the City of Pleasanton, most area within the city limits is a Local Responsibility Area (LRA). However, much of the area in the south part of the City is designated as moderate and high fire hazard severity zones with about 24,084 to 112,041 acres, which is a State Responsibility Area.

[390] The Livermore-Pleasanton Fire Department, SoGo Survey Responses, November 2021.

For the City of Livermore, much of the northern and northeastern part of the City is a Local Responsibility Area, while the eastern part of the City where the Lawrence Livermore National Laboratory is located is a Federal Responsibility Area (FRA). The rest of the area in the City is a State Responsibility Area with a mix of moderate, high, and very high fire hazard severity zones.[391]

Existing Demand

The Livermore-Pleasanton Fire Department indicated it received 13,544 service calls in FY 20. EMS incidents account for most calls, with 8,559 calls or 63 percent of all calls. In comparison, miscellaneous emergencies account for the lowest number of calls with 268 calls or 19 percent of all calls. The City of Livermore accounts for the larger portion of all calls made to LPFD in 2020 with 7,579 total calls, while the City of Pleasanton accounts for 5,308 of the total calls. Figure 15-10 shows calls received by type.[392]

From 2015-2020, the highest number of service calls was received in 2019 (14,597), while 2015 had the lowest number of service calls (12,641). Figure 15-11 illustrates the total number of service calls received in the City of Hayward from 2015-2020.[393]

Figure 15-9: Cities of Livermore and Pleasanton Calls by Type, 2020

2020 Fire and Emergency Service Calls by Type							
	EMS	Motor Vehicle	False Alarm	Fire / Hazardous Materials	Misc. Emergencies	Misc. Non-Emergencies	Total Calls
City of Livermore	4,922	Not provided	2,179	314	164	Not provided	7,579
City of Pleasanton	3,396	Not provided	1,666	159	87	Not provided	5,308
LPFD	8,559	Not provided	4,177	540	268	Not provided	13,544

Figure 15-10: Cities of Livermore and Pleasanton Service Calls for Services (2013-2020)

Fire and Emergency Service Calls 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
LPFD	N/A	N/A	12,641	13,665	14,965	14,324	14,597	13,544

[391] Alameda County State Responsibility Area Fire Hazard Severity Zones. November 21, 2022.
[392] Livermore-Pleasanton Fire Department Year End Report, 2020.
[393] The Livermore-Pleasanton Fire Department, SoGo Survey Responses, November 2021.

Staffing

As mentioned, Livermore-Pleasanton Fire Department (LPFD) was staffed by approximately 123 full-time personnel in FY 21. The City of Pleasanton personnel for FY 21 was 62.75 FTE while the City of Livermore had 62.5 FTE personnel for FY 21. For the City of Pleasanton, staffing levels for FY 22 and FY 23 have slightly increased to 63.75 and 64 FTE personnel. Similarly, for the City of Livermore staffing levels for FY 22 and FY 23 have slightly increased to 63.5 and 64 FTE personnel.

LPFD have a daily full-time operational minimum staffing level of 36 personnel between the cities of Livermore and Pleasanton. Each individual city has 18 personnel: 1 Battalion Chief, 5 Fire Captains, 5 Fire Engineers, 5 Firefighter-Paramedics, and 2 Firefighter EMTs.

Regarding staff training levels, LPFD offers 10 hours of IFSAC Pro Board California State Fire Fighter 1 for newly hired paid firefighters. Alternately, LPFD offers new volunteers 16 hours of basic in-house training pre-COVID.

Additionally, LPFD Facilitates training and coordination of the following programs:[394]

- Fire Suppression training for Engine and Truck companies
- EMS training for all LPFD Personnel
- Firefighter recruit academies
- Probationary testing for new firefighters
- Promotional preparation and testing
- Annual Company Performance Evolution testing for Engine and Truck companies
- LPFD Reserve and Explorer Programs
- Safety training and injury prevention programs

Furthermore, LPFD Reserves are required to participate in a minimum of twelve hours of service time per month in addition to scheduled training. Service can be public education events, training division assistance, community disaster preparedness training, engine/truck company participation, and major incident scene assistance.

Facilities and Capacity

The Livermore-Pleasanton Fire Department serves the two communities through 10 fire stations, with five stations in each city. The LPFD headquarters is located in Pleasanton, as

[394] Livermore-Pleasanton Fire Department, Training. https://www.lpfire.org/about-us/emergency-operations/training.

well as the Department's fire training facility. The facilities are shown in further detail in Figure 15-11.

Figure 15-11: Cities of Livermore and Pleasanton Fire Facilities

LPFD FACILITIES					
Facility	Address	Owner	Year Built	Condition	Apparatus
Station 1	3560 Nevada Street Pleasanton, CA 94566	LPFD	2000's	Good	5 emergency response vehicles
Station 2	6300 Stoneridge Mall Rd Pleasanton, CA 94588	LPFD	1980's	Poor	3 emergency response vehicles
Station 3	3200 Santa Rita Rd Pleasanton, CA 94566	LPFD	2022	Excellent	2 emergency response vehicles
Station 4	1600 Oak Vista Way Pleasanton, CA 94566	LPFD	2005	Good	3 emergency response vehicles
Station 5	1200 Machado Place Pleasanton, CA 94566	LPFD	1990's	Good	2 emergency response vehicles
Station 6	4550 East Ave Livermore, CA 94550	LPFD	1970's	Poor	3 emergency response vehicles
Station 7	951 Rincon Ave Livermore, CA 94550	LPFD	2000	Fair	3 emergency response vehicles
Station 8	5750 Scenic Avenue Livermore, CA 94550	LPFD	1990's	Good	2 emergency response vehicles
Station 9	1919 Cordoba St Livermore, CA	LPFD	2016	Excellent	2 emergency response vehicles
Station 10	330 Airway Blvd. Livermore, CA 94556	LPFD	1998	Good	2 emergency response vehicles

Workload across stations is typically measured using Unit Hour Utilization (UHU) which is calculated by dividing the number of transports by the number of hours a unit is available for work. Stations nearing or exceeding the 20 percent threshold indicate a strain workload. LPFD did not provide its UHU, and it is not readily available online.

Dispatch and Communications

The Cities of Livermore and Pleasanton have partnered with Alameda County to use their mass notification alert system: AC Alert, to communicate with residents and transmit important health and safety information. AC Alert is a Mass Notification System used by City and County agencies throughout Alameda County to rapidly disseminate emergency alerts to people who live, work in or visit Alameda County. AC Alert can send alerts by voice, text, and email, as well as messaging Nixle subscribers, posting to social media pages, and sending FEMA Wireless Alerts (WEA). Residents a fire service-supported website called Zonehaven AWARE, a shared map built out across the Bay Area and the State of California, to establish integrated databases that can be relied upon by residents and first responders for communicating and learning about approaching fire and other emergency conditions and managing evacuations and safe post-disaster return to residences. LPFD also utilizes Facebook and Instagram to communicate essential safety and health information with residents in both cities.

Additionally, the City of Livermore utilizes its social media outlets: Twitter, Facebook, Instagram, YouTube, Vimeo, and Nextdoor, while the City of Pleasanton utilizes Facebook and Twitter to communicate important information with residents.

The Livermore-Pleasanton Fire Department serves as the Public Safety Answering Point (PSAP), receiving all emergency and non-emergency police, fire, and medical calls in the Cities and dispatching public safety personnel to respond as appropriate. [395]

According to LPFD's Strategic Plan FY 2021-22 through FY 2025-26, the Department is working on installing a new alert system for dispatching alarms. LPFD is also considering replacing, upgrading, and implementing emergency operational response software in coordination with Alameda County Regional Emergency Communications Center – ACRECC.[396]

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while effectively providing needed services—currently, LPFD does not share vehicles, equipment, personnel, or services with other agencies, community organizations, or entities. Additionally, the Department did not indicate any opportunities for shared facilities. [397]

[395] The Livermore-Pleasanton Fire Department, RFI.
[396] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021 p.17.
[397] The Livermore-Pleasanton Fire Department, SoCo Survey Responses, November 2021.

However, LPFD has a goal of expanding partnerships for regional training with other fire departments and community colleges to improve efficiency and minimize and/or reduce fiscal impacts. [398]

Infrastructure Needs

LPFD reported remodeling and replacement needs at Station 3 and Station 7 with estimated costs of four million and six million, respectively. The Department listed the Capital Improvement Budget as a funding source for these projects. The estimated timeline for Station 3 was three years which was concluded in 2022.[399]

According to LPFD, Station 7 needs new flooring and bathroom renovations. LPFD reports that the bathroom renovations have been discussed with the City of Livermore Facilities multiple times and that CIP funding would be required for the scope of the repair work. However, LPFD reports that overall, Station 7 is in a fair condition currently and, with repairs to restrooms, would be in "good" condition.

LPFD's strategic plan also lists additional fire station improvements scheduled for FY 25 including renovating or replacing Fire Station 2 and purchasing new generators for Fire Stations 5 and 6.[400]

According to the City of Livermore FY 23-~~FY~~ 28 Capital Improvement Plan, generator replacement at Fire Station 6 is at the preliminary study stage and is expected to cost $80,000. The source of funding for these facility replacement costs will be Facilities Rehabilitation Program Fees or Fund 740. The Capital Improvement Plan also includes Fire Station 6 remodeling that will be funded by the General Fund (Fund 001) and the Facilities Rehabilitation Program (Fund 740). The project includes:[401]

- Renovation and expansion.
- Relocating bedrooms to the west side of the building in the wing with the renovated lounge, kitchen, restrooms, and locker rooms. Expand the building to make room for five bedrooms.
- Relocate offices and visitor center to the east wing of building.
- Add a fire engine bay.
- Replace the HVAC system and roof. Parking lot and surface improvements.

[398] The City of Livermore, Budget FY 2023-25, p.103.
[399] The Livermore-Pleasanton Fire Department, SoGo Survey Responses, November 2021.
[400] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021 p.17.
[401] City of Livermore FY 2023-28 Capital Improvement Plan p. 86-91.

- Parking lot and surface improvements.

However, according to the City of Livermore, the scope of work discussed on the City's CIP is outdated and only mentions plans for renovation, addition, and remodeling. The new scope of work within the RFP includes plans for the complete rebuilding of Station 6.

Similarly, the City of Pleasanton's Capital Improvement Program FY 24 – FY 27 includes funded capital projects, including designing/constructing new Station 3, designing EOC at the fire training facility, and designing Station 2 Improvements. These projects are financed by Fund 201 and Fund 203.[402]

Additionally, LPFD's strategic plan includes the following equipment purchases as planned and funded annually for FY 22:[403]

- Replace self-contained breathing apparatus (SCBA)
- Purchase air/light rehabilitation utility vehicle
- Replace heart monitors
- Add a new dedicated tow vehicle for rescue vehicles
- Assist with the selection of used aircraft rescue and fire-fighting (ARFF) vehicle
- Purchase reserve/training tractor-drawn aerial
- Purchase telehandler in collaboration with other City of Pleasanton departments

Challenges

The most significant challenge reported by LPFD for FY 21 is an ongoing financial limitation, due to the unprecedented wildfires in previous years LPFD JPA fire fighters were deployed to help in the fire fighting. This resulted in an increase in overtime cost not only to those assigned to the wildfires but also to the firefighters that were left to cover the shift in LPFD.

The Department also reported several challenges to providing adequate services including:

- Projected increased growth and development in Livermore and Pleasanton may be more than what the current LPFD personnel and resources may be able to handle
- Finances and money
- Health and wellness of the workforce
- Changing workforce and workflow turnover time

[402] City of Pleasanton Capital Improvement Program • FY 2023/24 - FY 2026/27, p. 87.
[403] LPFD Strategic Plan FY 2021-22 through FY 2025-26, May 2021 p.17.

- Responding to other region wildfires may result to a temporary depletion of available firefighters and resources for the LPFD

Service Adequacy

This section reviews indicators of service adequacy, including response times, Insurance Services Office (ISO) rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and ISO ratings that likewise establish an agency's level of service. The applicable response time measure for the City of Hayward is shown in Figure 15-12.

Figure 15-12: Livermore-Pleasanton Fire Department Response Time Policy

RESPONSE TIMES FOR LPFD	
Agency Name	Single Unit Incident
LPFD	Arrive at the scene within 7 minutes of a 9-1-1 call 90 percent of the time.

LPFD utilizes a total reflex time standard response of seven minutes from call intake to the arrival of the first responder on the scene. This measurement includes a compliance rate inclusive of the following categories: one-minute call processing time; one-minute turnout time; five minutes travel time. The total reflex time standard also includes a 90 percent compliance rate. This means crews arrive within 7 minutes on 90 percent~~%~~ of all emergency calls.

LPFD's overall average total reflex time for all emergency calls in the service areas for 2020 was 6:27. The Department's average total reflex time for fire-specific response was 7:10 minutes while EMS response times were 6:24 minutes. Therefore, as of 2020 the Department's compliance rate was 72 percent.

Additionally, the ISO classifies fire services in the communities as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. As of 2017, the LPFD has an ISO rating of 3. [404]

The Department did not provide information as to whether any complaints regarding fire service were received in FY 21.

[404] Livermore-Pleasanton Fire Department Operating Budget FY 2017/2018 - FY 2018/2019 p.19.

Cities of Livermore and Pleasanton Fire Department MSR Determinations

Growth and Population Projections

15-1: According to the 2020 Census, the City of Livermore has a population of 87,955, while the California Department of Finance (DOF) reports a slightly higher number of 87,694. The City's population has been steadily growing from 2010-2020 increasing roughly 8 percent. Between 2019-2023 the City's population decreased by 5 percent.

15-2: ABAG projections show that the City of Livermore's total population is anticipated to increase from 2020 through 2030 to 99,115 with a 6 percent Average Annual Growth Rate (AAGR). Similarly, between 2030 and 2040, it is projected to continue to rise with a 7 percent AAGR to a population of 113,730. The City of Livermore should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service demand adequately.

15-3: According to the 2020 Census, the City of Pleasanton has a total population of 79,526, while the California Department of Finance reports a slightly higher number of 79,741. The City's population has been steadily growing from 2010-2020 increasing roughly 13 percent.

15-4: ABAG projections show that the City of Pleasanton's total population is anticipated to decrease slightly from 2020 through 2030 to 78,370 with a -1 percent AAGR. While between 2030 and 2040, population is projected to rise to 87,875 with a 6 percent AAGR. The City of Pleasanton should monitor population projections and development plans to ensure they align with city planning efforts to accommodate growth and the corresponding increase in service The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

15-5: The City of Livermore does not have any DUCs within or contiguous to its SOI.

15-6: The City of Pleasanton does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

15-7: The Cities of Livermore and Pleasanton have their fire and emergency response facility needs adequately met by LPFD, with five staffed fire stations in each city. There should, however, be continued reevaluation of the service area and response times to ensure adequate services are provided.

15-8: LPFD's strategic plan lists several station improvements scheduled for FY 25, including renovating or replacing Fire Station 2 and purchasing new generators for Fire Stations 5 and 6. The strategic plan also includes several equipment purchase

plans. According to the City of Livermore FY 23-~~FY~~ 28 Capital Improvement Plan, generator replacement at Fire Station 6 is at the preliminary study stage. The CIP also includes plans to renovate or replace Station 6. Similarly, the City of Pleasanton's Capital Improvement Program FY 24 – FY 27 includes funded capital projects, including designing/constructing new Station 3, designing EOC at the fire training facility, and designing Station 2 Improvements.

Financial Ability of Agencies to Provide Services

15-9: LPFD has the financial ability to continue to provide services. The LPFD relies on contributions from its two JPA member cities and maintains adequate levels of reserves. Its two member cities demonstrated continued revenue growth, although the growth is less than expenditure growth, especially during COVID-19. The LPFD continually evaluates measures to improve its financial position.

Status of, and Opportunities for, Shared Facilities

15-10: LPFD has not reported any shared facilities.

15-11: LPFD has not reported any facility-sharing opportunities. However, according to the City of Livermore's FY 25 budget, LPFD has a goal of expanding partnerships for regional training with other fire departments and community colleges to improve efficiency and minimize and/or reduce fiscal impacts.

15-12: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

15-13: The City of Livermore abides by all legislative obligations for accountability and governance practices.

15-14: The City of Livermore demonstrated transparency when sharing information to create this report.

15-15: The City of Pleasanton abides by all legislative obligations for accountability and governance practices.

15-16: The City of Pleasanton demonstrated transparency when sharing information to create this report.

15-17: No governance structure alternatives specific to LPFD were identified over the course of this review; however, it is recommended that the Department continue to seek ways to collaborate and enhance service levels on a regional level with other providers.

16. CITY OF NEWARK FIRE SERVICES

AGENCY OVERVIEW

BACKGROUND

The City of Newark is one of five cities that contracts with the Alameda County Fire Department (ACFD) for fire suppression and emergency medical services.

The City of Newark was incorporated in 1955. Located in the San Francisco Bay area, approximately 15 miles north of San Jose, it encompasses roughly 14 square miles.

The City of Newark is considered part of the Tri-Cities area along with Union City and Fremont. It is situated at the junction of two sub-regions of the Bay area: the East Bay, that includes Alameda and Contra Costa counties, and the South Bay which includes Silicon Valley. Over the years, the City of Newark's economic foundation evolved from agricultural to manufacturing to technology.

The City is known to have a small community feel with the conveniences and advantages of being part of a larger metropolitan region that provides access to job centers, the largest retail shopping mall in the Bay area, and incredible park and recreational opportunities.[405]

The contract between ACFD and the City of Newark for fire and emergency services began in 2010 and allowed for significant budget savings in terms of personnel costs.[406] The Department works out of three stations throughout the City and allows for access to specialized response teams.[407]

The City of Newark was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

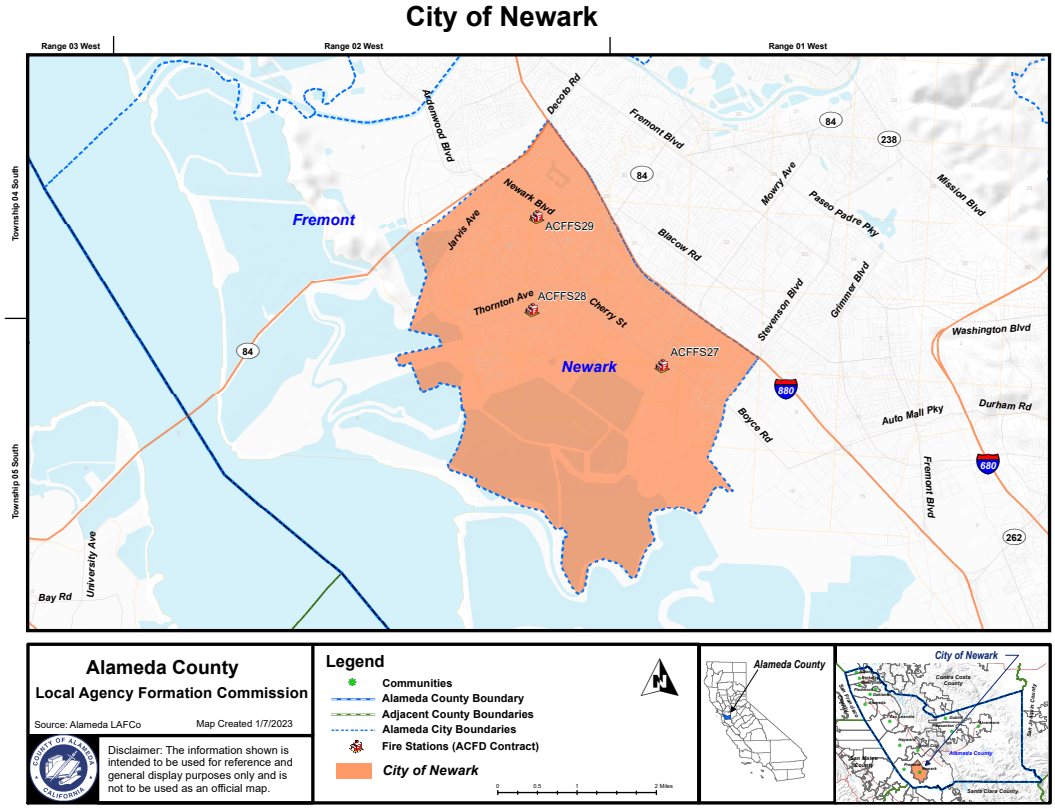
BOUNDARIES

Consisting of 14 square miles, the City of Newark is surrounded by the City of Fremont with boundaries formed by Interstate 880 in the northeast and by State Route 84 in the northwest.

[405] City of Newark, General Plan adopted 12/12/13, p. PF-1.
[406] City of Newark, Biennial Budget and Capital Improvement Plan FY20-22-, p. 46.
[407] City of Newark, https://www.newark.org/departments/fire, accessed 6/13/22.

The Don Edwards San Francisco Bay National Wildlife Refuge adjoins the City on the southwest side. Figure 16-1 depicts the City's boundaries and sphere of influence.

Figure 16-1: City of Newark Boundaries and SOI



Extra-territorial Services

The City of Newark does not provide services outside of its boundaries. It does, however, contract with ACFD who is responsible for the execution of fire suppression and emergency medical services within the City limits as well as throughout the District and the four other contract cities.

Unserved Areas

There have not been any areas identified as unserved by either the City of Newark or ACFD. ACFD indicates it is able to provide services throughout the bounds of the City of Newark with its access to three fire stations located within the City.

Sphere of Influence

The City of Newark's city limits and SOI are coterminous. The current SOI for the City of Newark was last reaffirmed January 12, 2018.[408]

[408] Alameda LAFCO, Resolution No. 2018-10, 1/12/18.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Newark is a General Law City with a local government served by a City Council and City Manager. There are five City Council Members in total, four of who are elected to staggered four-year terms. The Mayor is the fifth Council Member and is elected to a two-year term. Current Board Member names, positions, and term expiration dates are shown in Figure 16-2.

The governing body meets every second and fourth Thursday of each month at 7pm in the City Council Chamber at 37101 Newark Boulevard. Agendas are available by contacting the City Clerk and are also posted online. Board actions and meeting minutes are available online. Through the City's website, the public has access to live audio/visual webcasts via Youtube and Zoom and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. Council meetings are broadcast live on Government Access Channel 26 as well. The City also discloses finances, plans and other public documents via the internet.

Figure 16-2: City of Newark Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large
Length of Term	4 years for council members with a two term limit, two year term for Mayor
Meetings	Second and fourth Thursday of each month at 7pm City Council Chamber 3701 Newark Blvd. Newark, CA 94560 Also streamed on the city's Youtube channel, government access channel 26, and Zoom
Agenda Distribution	Posted online

Minutes Distribution			Posted online	
COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Mike Hannon	Mayor	2024	Elected	2 Years
Maria Collazo	Vice Mayor	2024	Elected	4 Years
Mike Bucci	Councilmember	2026	Elected	4 Years
Luis Freitas	Councilmember	2024	Elected	4 Years
Matthew Jorgens	Councilmember	2026	Elected	4 Years
CONTACT				
Contact			David Benoun, City Manager	
Mailing Address			3701 Newark Boulevard, Newark, CA 95460	
Phone			510-578-4000	
Email/Website			david.benoun@newark.org, www.newark.org	

In cooperation with ACFD, the City of Newark participates in a variety of community outreach events related to fire and emergency services such as CPR and fire extinguisher training, and a community disaster preparedness program. ACFD also organizes community and school educational programs, which stress the importance of fire prevention and juvenile fire setter intervention.

As of 2023, all five members of the City of Newark's City Council have filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in with their economic interests.

There is also a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Newark or any of its employees are investigated, and a response is provided to the complainant. Constituents are able to file complaints in a number of ways, including online and by phone. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and

indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Newark is in compliance with this requirement.

The City of Newark demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the annual budget and General Plan. However, being that ACFD's services are contracted, the Department abides by its own planning and management practices as outlined below.

ACFD's FY 21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year since FY 19. Of these 559 positions, 511.42 are considered full-time equivalents for both management and non-management positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfil the variety of services offered.[409] The Fire Chief oversees four branches—Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch, the EMS, Information Technology, and Special Operations divisions are part of the Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides the leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology,

[409] Alameda County Fire Department, https://fire.acgov.org/AboutUs/aboutus.page, April 19, 2022.

Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

ACFD, as a component of the Alameda County government, is required to conduct value-based budgeting. The goals of this process involve funding agreed-upon service levels, identification of revenues and expenditures as one-time or continuing, and maintenance of adequate contingency and reserve funds.

ACFD battalion chiefs evaluate operations of their respective battalions on an on-going basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through the chief officer performance reviews, which identify staffing and resource deficiencies.

To ensure fire service efficiency and effectiveness, ACFD has set policy goals and objectives. ACFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and disasters to all Alameda County citizens and to ensure that local, State and federal mandated and discretionary service levels are maintained within the communities served.

ACFD's finances are managed by the County. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The District's capital needs are included in the County's Capital Improvement Plan (CIP). ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for the years 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.[410]

The City of Newark works closely with ACFD to ensure contract fire services provided meet the needs of the City. The two agencies negotiated an updated five-year contract in 2020 to incorporate certain requirements to ensure City oversight of significant cost decisions, consisting primarily of the expansion of the responsibilities and frequency of the Executive Management Oversight Committee (EMOC), including an obligation of the Fire Chief to consult with the EMOC before the Board of Supervisors take any action that would result in costs greater than $50,000 to the City of Newark. The City indicated that services provided by ACFD have been excellent.

The City of Newark has adopted a Climate Action Plan as required. The initial framework was adopted by the Newark City Council on January 28, 2010. The greenhouse emission goals

[410] Alameda County Fire Department, Survey Response, July 2021.

within the plan align with the State of California with a communitywide target of a 15 percent decrease from 2005 levels by 2020. This plan includes reports on emission reduction projects such as the Recreation Centers Lighting Fixture Replacement, as well as research on potential future projects such as increasing our alternative fueled vehicle fleet and station. Although the emission goal deadline has passed, the City has not yet produced an updated Climate Action Plan with further emission goals.

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

When development plans are processed, ACFD reviews plans and works with planning staff from the County or affected city to ensure that fire codes are met, and fire access and other issues are addressed as conditions of approval. The impacts of emergency fire and medical services are also addressed as part of any environmental review prepared for a development project. ACFD utilizes a collaborative process with local jurisdictions to forecast fire service needs so that local needs and trends can be identified, and service trends developed.

Land Use

There are approximately 9,000 acres of land within the City of Newark designated for a variety of purposes. The City's General Plan indicates that much of this area has been built out with residential, commercial and industrial uses accounting for roughly 45 percent of developed space. Another third of the developed area is represented by salt harvesting, refining and production facilities.[411] The remaining acreage is largely dedicated to open space. Further, much of the City's vacant land area is earmarked for additional residential development. Currently, more than 75 percent of residential neighborhoods consist of single-family housing with a low population density between 4 and 8 units per acre.[412]. Low-density areas are considered to have less than 8.7 units per acre.[413]

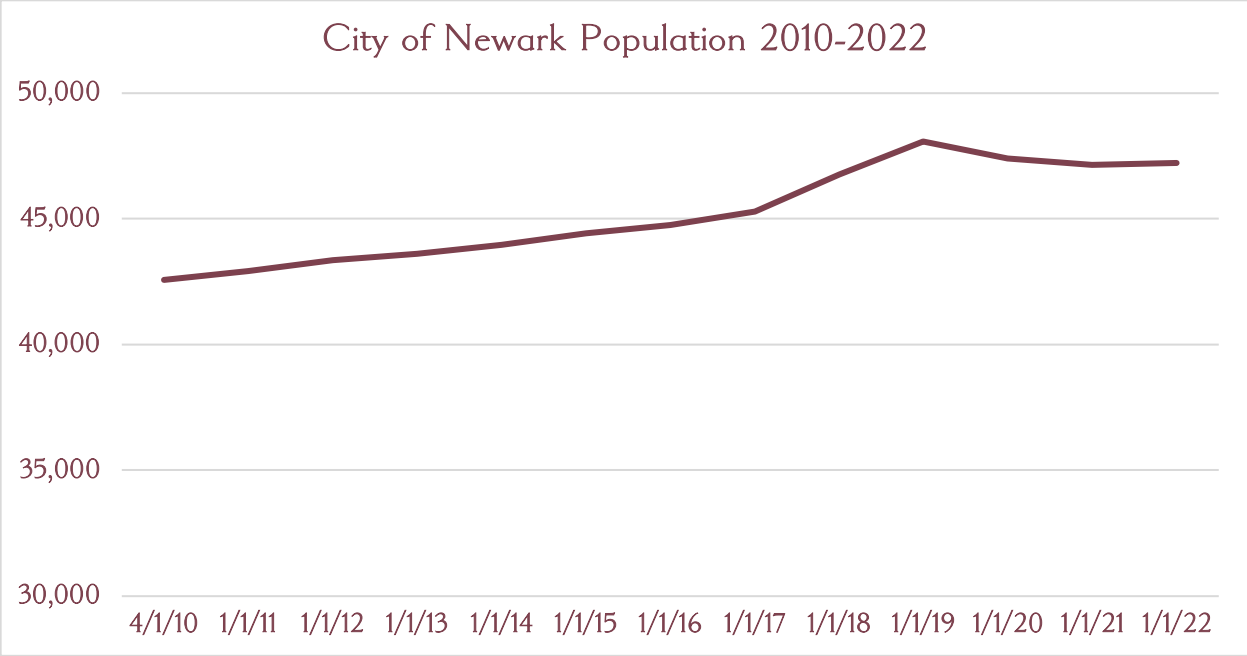
Current Population

The City of Newark has a population that has slowly but steadily increased by 57 percent since 1970. In April 1, 2020, the recorded US census population in the City of Newark was

[411] City of Newark, General Plan, p. LU-10, Adopted 12/12/13
[412] City of Newark, General Plan, p. LU-4, Adopted 12/12/13
[413] City of Newark, General Plan, p. LU-11, Adopted 12/12/13

47,529.[414] This represents roughly 12 percent of the ACFD's territory and is an increase of 4,956 or, just over 10 percent of the City's population since 2010, as shown in Figure 16-3. As of July of 2021, census demographics show that the City of Newark's population is diverse with one third of residents identified as being Hispanic or Latino while another third is Asian. There has been a shift over time in the age of the population as the percentage of residents over 65 is increasing while those under 18 has decreased. Presently, these age ranges account for 12.5 percent and 20.6 percent of the population, respectively. Single-family dwellings are the primary type of residence and there is a median household income of $127,619, reflecting the City's high levels of employment and education.[415]

Figure 16-3: City of Newark Population, 2010-2021



Projected Growth and Development

Based on Association of Bay Area Governments (ABAG) growth projections, the total population of the City of Newark is expected to increase by approximately two percent between 2020 and 2030. In contrast, the entire area within ACFD is anticipated to grow by an average annual growth rate of 0.8 percent by 2035.[416]

[414] California Department of Finance, https://dof.ca.gov/wp-content/uploads/Reports/Demographic_Reports/documents/2020-1850_STCO_IncCities.xlsx, accessed 6/13/22.
[415] United States Census Bureau, https://www.census.gov/quickfacts/newarkcitycalifornia, accessed 6/13/22.
[416] Association of Bay Area Governments, http://projections.planbayarea.org/, Projections 2040 by Jurisdiction download, accessed 6/13/22.

Residential neighborhoods are essentially built out. Identified areas of planned and proposed development are primarily on the western and southwestern portions of the City between Willow Street and Enterprise Drive and Mowry and Stevenson Avenues, respectively. There are vacant sites for development amongst the City's business parks and industrial districts with infill development available in Old Town Newark and near NewPark Mall.[417] Such opportunities are part of ongoing projects outlined in the City's specific plans and master plans (the NewPark Place Specific Plan and Old Town Newark Specific Plan) that detail these long-range planning projects that include mixed use facilities. Bayside Newark is another ongoing project, previously known as the Dumbarton Transit Oriented Development Project, that is geared towards creating a more efficient and connected transit-oriented community near the Dumbarton Commuter Rail Station. Each of these projects would impact service demand and access to fire and emergency response, due to the aforementioned growth predicted in these areas.

Lastly, a new Civic Center has been planned and funded and is being constructed as a replacement of the aging City Administration building where the Fire Prevention Bureau operates.

The projects named in Figure 16-4 are currently the most significant developments taking place within the City of Newark. These projects are almost exclusively residential builds with the AC Marriott Hotel contributing the largest amount of commercial square footage. These plans align with the anticipated increase in population and employment in the coming years as well as the need for infill developments like the AC Marriott Hotel.

[417] City of Newark, General Plan, p. PF-8, Adopted 12/12/13.

Figure 16-4: City of Newark Planned or Proposed Development Projects, 2023

CITY OF NEWARK DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
AC Marriott Hotel – DR2020-002		75,704
FMC Willow and Grand Park – RZ2020-001	370	3,600
Robson Homes – P2021-002	118	
Waymark Townhomes – DR2022-011	76	
TOTAL	564	79,304

Growth Strategies

ACFD stated that collaboration with the City of Newark, as well as the other cities in its service area, will be vital to be able to meet demand through continued periods of growth. This will include communicating forecasted needs based on analysis of the City's population projections, development plans, and employee turnover and attrition, in order to estimate staffing needs.[418]

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within ACFD's service area, including the City of Newark.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Newark Fire Department has the financial ability to continue to provide services. Fire department expenditures, largely consisting of contract services from ACFD, have increased at a slower rate than City revenue growth.

[418] Alameda County Fire Department, SoGo Survey Response, July 2021.

City revenues generally have exceeded expenditure growth and federal COVID-19 related financial assistance has helped to soften the impacts of the pandemic, in addition to continued property tax growth. The Citywide revenue growth has enabled funding of fire service costs, and the City has maintained and increased its operating and emergency reserves, although during COVID-19 it was necessary to limit expenditures.

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 1.0 percent annual average rate. A reduction in debt service payments and deferral of equipment expenditures helped to offset contract services from Alameda County Fire Department that grew at a faster 3.8 percent average rate over that period.

As stated in the City's financial reports, the City's financial condition at the close of fiscal year 2021 was much stronger than anticipated when compared to the beginning of the fiscal year. Although some revenues were impacted more significantly than others, the overall impact does not appear as drastic as most cities anticipated. Property tax revenue, representing the general fund's largest revenue source, was not adversely impacted by the pandemic.[419]

Reserves

The City's General Fund Emergency Reserve and Fiscal Uncertainty Reserve are both higher than the goals specified in the current Fund Balance Policy (15 percent and 10 percent of expenditures, respectively) as it is anticipated both reserves will be increased when the Fund Balance Policy is updated during fiscal year 2022.[420]

Fire Services

Service Overview

Since 2010, the City of Newark has contracted with ACFD to provide numerous fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. There are also three specialized response teams available to the City through ACFD: the hazardous materials unit, urban search and rescue unit, and the water rescue team unit. Figure 16-5 details the

[419] City of Newark Comprehensive Annual Financial Report (CAFR), for the year ended June 30, 2021.
[420] ibid, ACFR FY2021.

services provided by ACFD. If a service is not provided by ACFD, but is offered by another agency, it is indicated in the figure.

Figure 16-5: City of Newark Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department
Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Provider	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department
Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department

Address Sign Installation Program	N/A
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department
Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department
Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department
Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

Collaboration

The City of Newark is one of several agencies that collaborate with ACFD. In addition to contracting with the cities of Dublin, Emeryville, San Leandro and Union City for fire suppression and emergency services, ACFD has an automatic aid agreement with the City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department. ACFD's agreement with Oakland and Berkeley includes a mutual aid response that covers the Berkeley-Oakland Hills area. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680. There is also a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

Additionally, ACFD collaborates with the County to receive a variety of administrative services, and to work in conjunction with the Alameda County Sheriff's Department, and Alameda County Emergency Medical Services. An agreement also exists between ACFD and California's Office of Emergency Services for dispatch needs.[421]

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. ACFD firefighters who are specially trained and can be dispatched nationwide to assist with disaster response.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). In ACFD's case, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

For FY 20, ACFD stated there were a total of 42,363 service calls overall. This is a steady 19 percent~~%~~ increase since FY 13. Of those calls, 3,423, were for the City of Newark which accounts for over eight percent~~8%~~ of the total. The call types for the City are broken down in Figure 16-6.

[421] Alameda County Fire Department, SoGo Survey Responses, July 2021.

Figure 16-6: City of Newark Calls for Service (2019-2020)

2019-2020 SERVICE CALLS BY TYPE FOR CONTRACT AGENCIES									
	Structure Fires	Other Fires	EMS/ Rescue	Hazard. Cond.	Service Calls	Good Intent	False Call	Cancel Enroute	Total Calls
Newark	43	72	2,330	72	255	132	324	195	3,423

Staffing

ACFD is responsible for staffing its department to directly provide services to the City of Newark. It has allocated nine captains, nine firefighters, one deputy fire marshal, and one code compliance officer to the City. The City, however, is also responsible for a portion of positions shared by the department at-large. These positions include fire and deputy fire chiefs, division chiefs, battalion chiefs, and administrative staff. Three-person staffing is considered the minimum per day: one captain, one engineer, and one firefighter which equates to nine staff per company. The City is also assigned a minimum of nine paramedics and 18 emergency medical technicians as necessary.[422]

Objectives set by ACFD include personnel that are trained and ready for emergency response 100 percent of the time and respond to all calls for service within the service area. The Department states that newly hired paid firefighters are required to have Firefighter Recruit Academy training although the monthly training hours for firefighters varies.[423] ACFD provides education that meets State mandated requirements for Emergency Medical Technicians and Paramedics and enforce State and local fire codes and standards through the review and approval of building and facility plans. Community service objectives include coordination of public education, events and disaster operation activities within the communities served.

Facilities and Capacity

The following information is specific to ACFD's operations within the City of Newark. For more details about ACFD's facilities, see chapter four.

The City of Newark is home to three of 29 ACFD fire stations throughout the District. These stations are shown in Figure 16-6. There is also a fire prevention bureau within the City of Newark, as there is within each agency that contracts with ACFD. The Newark Fire Prevention Bureau is located in the City's newly constructed David W. Smith City Hall.

[422] City of Newark, General Plan, p. CSF-12, Adopted 12/12/13.
[423] Alameda County Fire Department, SoGo Survey Responses, July 2021.

Figure 16-7: City of Newark Fire Facilities

ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 27	39039 Cherry St. Newark, CA 94560	Alameda County	1981	
Station 28	7550 Thornton Ave., Newark, CA 94560	Alameda County	2005	
Station 29	35775 Ruschin Dr., Newark, CA 94560	Alameda County	1962	
Newark Fire Prevention Bureau	City Hall, 37101 Newark Blvd., Newark, CA 94560	City of Newark	2022	Excellent

Station 27 was built in 1981 and houses one crew of three firefighters that staff one fire engine. Station 28 is Newark's largest at 13,500 square feet. The facility opened in 2005 and also houses a crew with three firefighters who staff a Quint, which is an apparatus that combines the features of a ladder truck and fire engine. Station 28 is home to one battalion chief as well. Station 29 was built in 1962 and is likewise staffed by a crew of three firefighters and one fire engine.[424]

Of the City's three fire stations, the 2017 Standards of Cover Risk Assessment indicates that the engine company at Station 29 is one of the 10 busiest with unit-hour-utilization peaking between 2pm and 3pm at just over 11 percent~~%~~.[425] Still, this is well within the range of accepted workload capacity, which is not to exceed 30 percent for a fire engine or ladder company.[426] Overall, Department capacity appears sufficient based on its effective response force, capability to respond to specialized response needs (such as hazardous materials, urban search and rescue, and water rescue incidents), its automatic and mutual aid contracts with other Fire Departments, and availability of resources from CAL FIRE for wildland fires.

Dispatch and Communications

There are a few ways the City of Newark communicates with residents to transmit important health and safety information. These methods include broadcasting emergency messages over radio on channel 1610am and utilizing its social media channels: Twitter, Facebook, and Nixle.

ACFD is responsible for coordinating dispatch communications for the City's service calls. The regional 9-1-1 dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

[424] City of Newark, General Plan, p. CSF-11, Adopted 12/12/13.
[425] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 52, 9/1/17.
[426] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 51, 9/1/17.

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore and Pleasanton, and the County EMS transport provider Paramedics Plus ambulance service. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire or medical emergency, the calls are first routed by the telephone provider to the public safety answering point (PSAP) dispatcher. The first-response dispatcher immediately determines the type or need of the call and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches ACFD and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

As previously mentioned, ACFD contracts with four agencies in addition to the City of Newark for fire and emergency response services. To do this, it shares personnel, dispatching services, and facilities resources as necessary, not specifically in relation to the City of Newark. Consolidating facilities and shifting personnel is not uncommon, for instance, Station 8 firefighters having been relocated to Station 20, which is the Lawrence Livermore National Laboratory site. Another example is that Station 15 currently houses ACFD Reserve Firefighters, apparatus and equipment even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.[427]

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would particularly improve efficiencies in service delivery, especially EMS delivery.[428]

Infrastructure Needs

The City of Newark has outlined several capital improvements in its FY 22 budget that affect its fire facilities. Stations 27 and 29 are in particular need of various repairs. For Station 27, these improvements include new fencing, painting, and replacement of the roof which leaks, at

[427] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22.
[428] Alameda County Fire Department, SoGo Survey Responses, July 2021.

present. The installation of energy efficient windows has also been proposed for this site. A new training tower is needed at Station 27 as well since the current tower does not allow for live fire training. Similarly, Station 29 is listed as needing new paint in addition to fencing that would prevent pedestrians from passing through the open property between Newark Boulevard and Ruschin Drive, which interferes with emergency vehicles accessing the station. A fence with a sliding gate that includes an emergency battery backup would prevent this.[429]

There are capital improvement projects specific to ACFD in the County's Annual Capital Improvement Plan (CIP). For more information, refer to chapter 4.

Challenges

The City of Newark has been clear that the Covid-19 pandemic has created uncertainty in its various endeavors. Due to the unprecedented impact on businesses, unemployment, and revenues, it has resulted in a loss of income streams and necessitated a shift in fiscal priorities.[430] The Coronavirus has had a similar effect on development projects since certain activities have been limited for the sake of health and safety.[431] Staffing and maintenance levels have in turn been affected and various development projects have had to be re-prioritized.[432] Altogether, these delayed projects have the potential to impact fire and emergency service levels and facilities.

Another challenge facing the City of Newark is how future development along the western edge of the City will impact service levels. Currently, the western edge is not within the standard 8:00 minutes that's been identified to reach all units and this is compounded by traffic congestion. As this area continues to be built out, it will be even more necessary to ensure access to services in this region. This would require three engines to be moved further west to address the issue.[433]

Service Adequacy

This section reviews indicators of service adequacy, including response times, complaints, and staffing levels. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection

[429] City of Newark, Biennial Budget and Capital Improvement Plan FY20-22, p. 199-201.
[430] City of Newark, Biennial Budget and Capital Improvement Plan FY20-22, p. 5.
[431] City of Newark, Biennial Budget and Capital Improvement Plan FY20-22, p. 32.
[432] City of Newark, Biennial Budget and Capital Improvement Plan FY20-22, p. 156.
[433] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 31, 9/1/17.

Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

ACFD has not provided information as to whether any complaints regarding fire service for the City were received in FY 21.

Each of ACFD's contract cities abides by individualized performance measures according to its agreement. See Figure 16-8 for agreed upon response times between ACFD and Newark.

Figure 16-8: Response Time Policies by Contract City

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Newark	Arrive within 6 minutes from the time the Company is first dispatched for 90 percent% of all incidents.	Arrival of first due company within 6 minutes from when they are first dispatched for 90 percent% of incidents. Remaining units should arrive on the scene of an incident within 20 minutes from when the first due company begins responding for 90 percent% of all incidents.

Based on the City's six-minute standard for arrival after dispatch, all of the City of Newark stations exceeded the limit by over one minute, as of 2017.[434] However, ACFD has its own response time measures that it reports to the County, the fire commission, and the contract cities. There are four specific response times based on status of a call and the guidelines were based on NFPA 1710 standards for fire departments and ACFD does meet its performance goal of having the first unit on scene within 7:30 minutes of the fire dispatch call pick up 90 percent of the time.

The most recent risk assessment for ACFD was released in 2017. At that time, the number of incidents per year for Station 27 more than doubled between 2014 and 2016 with 8 incidents in 2014, 16 in 2015, and 17 in 2016. Station 29 also saw an increase from 14 calls in both 2014 and 2015 to 29 calls in 2016. Station 28, however, saw a decrease over time, with 13 calls in 2014, 15 in 2015, and 10 in 2016. In total, this equates to 56 incidents in 2016 with a daily incident demand of 0.15.[435] Furthermore, none of the stations within the City of Newark are currently approaching the 20 percent% indicator for unit-hour utilization.[436]

For more specific information related to ACFD's service adequacy, please refer to Chapter 4.

[434] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 49, 9/1/17.

[435] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 43, 9/1/17.

[436] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 52, 9/1/17

City of Newark Fire Department MSR Determinations

Growth and Population Projections

16-1: Continued growth is expected throughout the City of Newark and is likely to effect service adequacy.

16-2: Growth is primarily anticipated in the western and southwestern portions of the City.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

16-3: There are currently no DUCs identified within the City of Newark and no SOI amendments are recommended at this time.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

16-4: ACFD is currently able to provide adequate services and service response times to the City of Newark. These measures will need to be continually reevaluated based on population projections and anticipated development to ensure facility and infrastructure needs are met.

16-5: There are infrastructure needs primarily focused on stations 27 and 29 that largely concern cosmetic repairs. However, the construction of a training tower is needed to allow for live fire training.

Financial Ability of Agencies to Provide Services

16-6: The City of Newark Fire Department has the financial ability to continue to provide services. City revenues generally have exceeded expenditure growth and federal COVID-19 related financial assistance has helped to soften the impacts of the pandemic, in addition to continued property tax growth. The City has maintained and increased its operating and emergency reserves, although during COVID-19 it was necessary to limit expenditures.

Status of, and Opportunities for, Shared Facilities

16-7: Because the City of Newark contracts with ACFD, there are no identified opportunities for shared facilities specifically relating to the City.

16-8: ACFD has outlined and should fulfill its effort to establish a fire-based ambulance transport model. This would improve the efficiency of service and create an alternative revenue stream for the Department.

16-9: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

16-10: The City of Newark abides by all legislative obligations for accountability and governance practices.

16-11: The Department demonstrated transparency when sharing information for the creation of this report.

16-12: No governance structure alternatives specific to the City of Newark were identified over the course of this review, however, ACFD, in contract with the City, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

17. CITY OF OAKLAND FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

Originally inhabited by the native Ohlones, by 1820 the King of Spain granted the Peralta family roughly 44,800 acres of what is now the Cities of Oakland, Piedmont, Berkeley, Emeryville, Alameda, Albany, and a portion of San Leandro. This land was used for agricultural purposes, however, by the mid-1800s, the Gold Rush ushered in more settlers and rapid development which led to the incorporation of the City of Oakland in 1852.

Today, the City boasts 19 miles of coastline and hillsides and is the administrative center for Alameda County, the regional seat for the federal government, and the center of commerce and international trade in the Bay Area. Located east of the San Francisco Bay, the City of Oakland is the eight largest city in California and is rich with resources and diversity, supporting a population of roughly 424,464, according to California Department of Finance 2020 data.

This is a charter city served by a City Council and City Administrator. The City of Oakland provides a variety of services including parks and recreational services and public transportation. Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

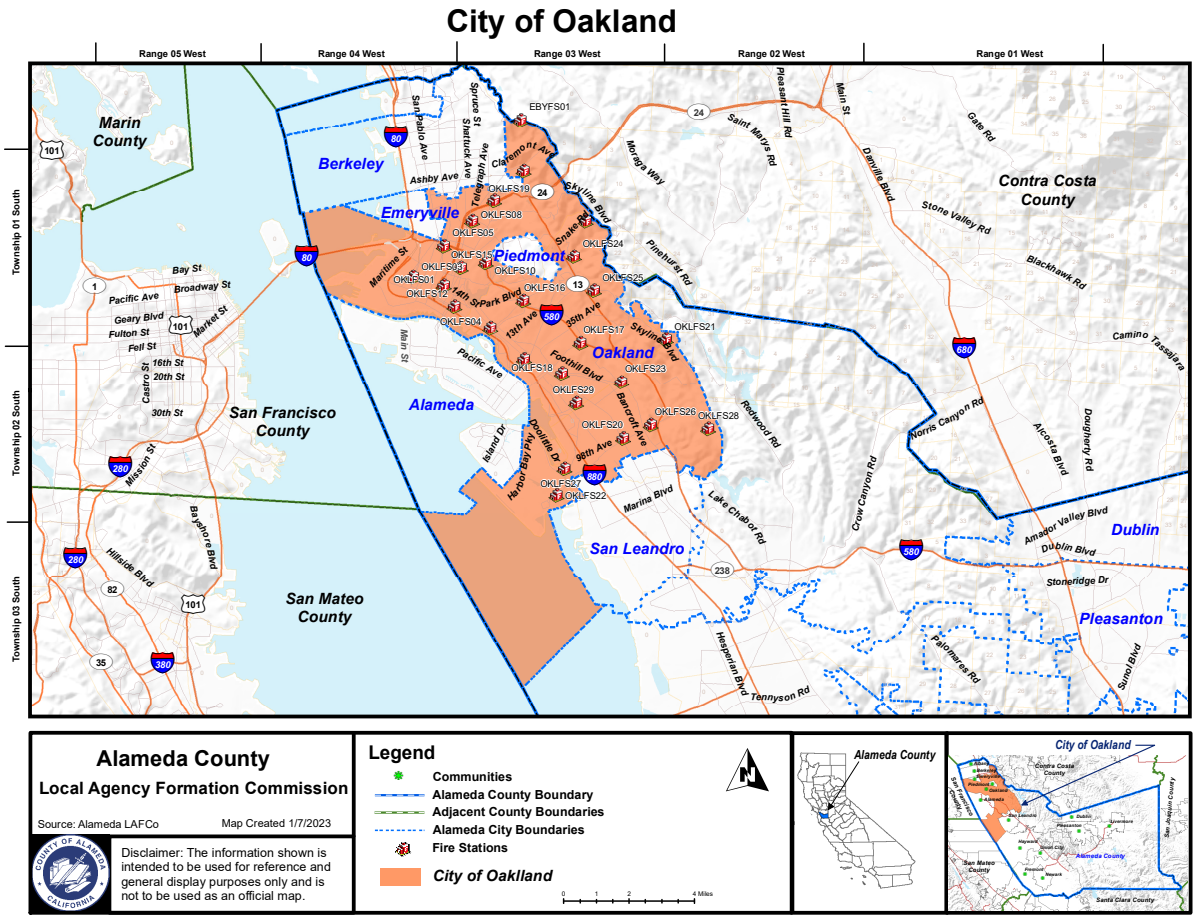
The City of Oakland was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

BOUNDARIES

The City of Oakland is comprised of 53.8 square miles of land area and 3.5 square miles of lake area. Located east of San Francisco, it is bordered by many Alameda County cities. The Cities of Berkeley and Emeryville are to the north of the City of Oakland which is adjacent to the San Francisco Bay and the City of Alameda to its south and west. The City of San Leandro is both to the south and east of the City while the Castro Valley and Contra Costa County is also to the east. The City of Piedmont is completely surrounded by the City of

Oakland. Figure 17-1 depicts the City's boundaries and service area for fire suppression and emergency response.

Figure 17-1: City of Oakland Boundaries and SOI



Extra-territorial Services

The City of Oakland does provide services outside of its boundaries through a series of mutual and automatic aid agreements for fire protection and emergency service response.

Unserved Areas

There are no unserved areas identified in the City of Oakland. The City is able to provide service throughout its bounds.

Sphere of Influence

The City of Oakland has a contiguous Sphere of Influence that extends to the San Francisco Bay and includes portions of the City of San Leandro. The most recent SOI update was adopted on January 11, 2018.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of Oakland has a government structure with a City Administrator, an elected mayor and eight council members (one for each of the City's seven districts and one at-large member). Council members are elected every two years and serve staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 17-2.

The City Council meets every first, third, and fifth Tuesday of the month at 4:00pm in the City Hall Council Chambers. Agendas for each weekly meeting, board actions and meeting minutes are available at the City Clerk's office and online. Through the City's website, the public has access to the meetings via livestream or archived videos for viewing online at their convenience. Meetings are also available for viewing on KTOP channel 10 on Comcast/Xfinity or ATT channel 99.

Figure 17-2: City of Oakland Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large.
Length of Term	4 years

Meetings	1st, 3rd, and 5th Tuesday of each month at 4pm Oakland City Hall Council Chambers, 3rd floor 1 Frank H. Ogawa Plaza Oakland, CA 94612
Agenda Distribution	Posted online
Minutes Distribution	Posted online

COUNCIL MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Sheng Thao		Mayor	2026	Elected	4 Years
Rebecca Kaplan		At-Large Member	2024	Elected	4 Years
Dan Kalb	1	Councilmember	2024	Elected	4 Years
Nikki Fortunato Bas	2	Councilmember	2026	Elected	4 Years
Carroll Fife	3	Councilmember	2024	Elected	4 Years
Janani Ramachandran	4	Councilmember	2026	Elected	4 Years
Noel Gallo	5	Councilmember	2024	Elected	4 Years
Kevin Jenkins	6	Councilmember	2026	Elected	4 Years
Treva Reid	7	Councilmember	2026	Elected	4 Years

Contact	
Contact	Jestin Johnson, cityadministratorsoffice@oaklandca.gov
Mailing Address	1 Frank H. Ogawa Plaza, Oakland, CA 94612
Phone	510-238-3301
Email/Website	cityadministratorsoffice@oaklandca.gov, www.oaklandca.gov

The City of Oakland participates in community outreach events such as annual city festivals, holiday activities, job fairs, and community educational programs. The City's fire department also takes part in specific fire prevention and emergency safety programs available to City of Oakland residents as well.

All five members of the City of Oakland's City Council have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

There is also a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Oakland or any of its employees are investigated, and a response is provided to the complainant. Constituents are able to file complaints in a number of ways, including online, through Oak311, and by phone. All complaints are handled by the appropriate department and overseen by the City Administrator as needed.

There is legislation in effect to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website, such as linking directly to City Council agendas without the use of secondary links or drop-down menus. The City of Oakland complies with these regulations.

The City of Oakland demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in the Hazard Mitigation Plan, General Plan, and Hazard Mitigation Plan.

The Fire Chief oversees the following six divisions, providing leadership and management overall: Fiscal and Administration Services, Field Operations Bureau, Medical Services, Emergency Management Services, Fire Prevention Bureau, Support Services Bureau.

The City develops a biennial budget, overseen by the City Administrator's office and the Finance Department, with input from each department, including the fire department. The budget process is intended to reflect departmental goals as well as existing and proposed service levels and follows general accounting best practices. The City's budget must be adopted by the City Council.

The Fiscal and Administration Division, under the Fire Chief's lead, is responsible for personnel. It is the ultimately the Fire Chief's duty to foster employee development and provide direction for the department and evaluating its effectiveness. Specific personnel evaluations are conducted by battalion chiefs to evaluate operations of their respective battalions on an on-going basis. The department also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. The department monitors its workload through the chief officer performance reviews, which identify staffing and resource deficiencies.

To ensure fire service efficiency and effectiveness, the City of Oakland Fire Department (OFD) has set policy goals and objectives. OFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and disasters throughout the City. The primary mission of the Department is to provide the highest quality and level of courteous and responsive services to citizens of the City of Oakland.

OFD's finances are overseen by the City's finance department with budgetary approval given by the City Council. The City's financial planning documents include a biennial budget, a capital improvement plan, and a Comprehensive Annual Financial Report (CAFR). In addition, OFD has financial statements audited annually.

Fire department staffing needs are reviewed based on population growth, development plans, and budgetary considerations. Employee turnover and attrition is also analyzed in order to meet hiring demands. Response times and response levels are tools for measuring satisfactory service levels.

A critical component of the City of Oakland's planning is its Equitable Climate Action Plan (ECAP). This serves as a guiding document focused on ways in which the community and City can reduce greenhouse gas emissions to meet the City's long-term climate action goals and promote a healthy, prosperous community. The City's current plan was adopted in 2020 and outlines the goal of reducing climate emissions by 56 percent~~%~~, transitioning away from fossil fuel dependence, and ensuring the City's communities are able to withstand the impacts of climate change by 2030.[437]

[437] City of Oakland, 2030 Equitable Climate Action Plan, July 2020, p. 2

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Oakland consists of 53.8 square miles of land area and 3.5 square miles of lake area. The General Plan emphasizes five areas of concentration for the land use which would have unique impacts on fire and emergency services: waterfront, downtown, industry and commerce, neighborhoods and transportation, and transit-oriented development. The City is largely built out, however, and the primary land use, roughly 44 percent~~%~~, is for residential purposes. Therefore, mixed-use, infill developments will need to be the focus going forward.

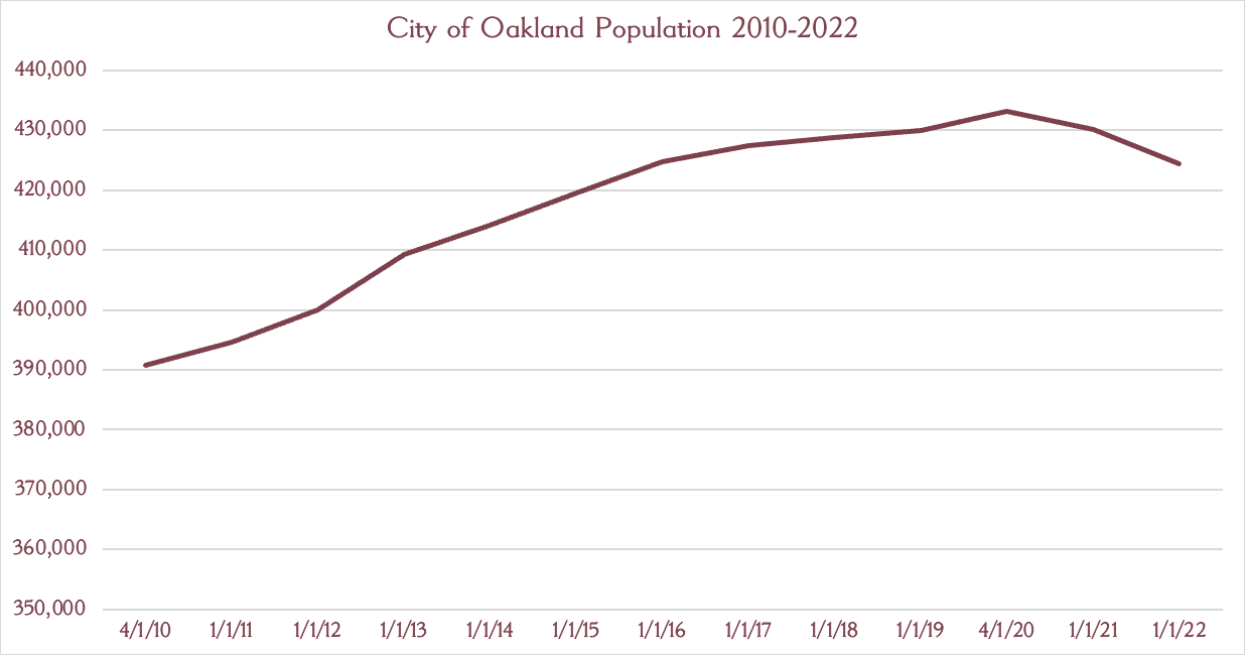
The General Plan guides the development of this land while the safety element specifically indicates goals and policies for the land area as it relates to fire and emergency services. The plan lists continued efforts to enforce wildland interface regulations and the requirement for fire protection measures in development.

Current Population

The City of Oakland has a population of 424,464 based on California Department of Finance data for 2022. This is an increase of 6 percent over a ten-year span from 2012-2022. The number of people over the age of 16 in the civilian labor force was 68.8 percent~~%~~ and the City's population is aging, with 13.5 percent~~%~~ of residents being over 65. In contrast, the number of constituents under 18 years old was listed as 19.5 percent~~%~~.[438]

Figure 17-3: City of Oakland Population 2010-2022

438 City of Oakland, 2020 US Census Data, https://www.census.gov/quickfacts/fact/table/oaklandcitycalifornia/PST045222



Projected Growth and Development

While the population has declined since 2020, overall, the City's population is projected to increase by 9.3 percent~~%~~, to 455,000, by 2035, according to the California Department of Finance. Most of this growth will be driven by new industry and the addition of mixed-use, multi-family infill development. Downtown, the Coliseum Area and the waterfront are areas of concentration for future development as they are a large part of the economic development strategy of the City and are focused on transit-oriented development in line with the GP's goals. The Department also reports that it has seen a significant increase in new housing in Oak Knoll, the Quarry, and the Brooklyn Basin areas.

The City of Oakland has numerous projects, as seen in figure 17-4, that are in various stages of development. By and large, these developments are multi-story residential and mixed-use facilities and include projects associated with the Lake Merritt BART Transit-Oriented Development Project. These developments follow the City's planning documents for housing in its General Plan.

Figure 17-4: City of Oakland Planned or Proposed Development Projects, 2023

CITY OF OAKLAND DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
PLN20110-R01	105	
PLN20107-R01	222	
CMDV13321-R01-R01	20	
ZP210001	400	
PLN21019	117	

PLN21037	92	
PLN21041	220	
PLN21042	76	
PLN21062	34	1,985
PLN21115	27	2,235
PLN21127	44	
PLN21142	28	1,535
PLN21175	57	
PLN21194	130	
PLN21216	207	
PLN1241	20	
PLN21249		226,289
PUD06010-PUDF010-R01	382	
PLN20108-PUDF01	97	
PLN20108-PUDF02	557	
PLN18532-PUDF101	39	
PLN15625-R01	124	
PLN17225-R01-R01	47	
PLN15378-PUDF03-R01	74	
PLN15378-PUDF04-R01	38	
PLN22003	38	
PLN22006		520,335
PLN22046	73	
PLN22066	44	
PLN22080	35	4,473
PLN22084	200	
PLN22117	210	2,520
PLN22119	100	
PLN22171	230	750
PLN22173	289	2,999
PLN22175	2	
TOTAL	4,378	763,121

Growth Strategies

Many of the City's development opportunities impact fire and emergency service response based on infrastructure challenges. The City of Oakland is an aging community which will present risks due to older buildings and infrastructure in the service area over the coming years. For this reason, the City has updated its fire-protection standards and codes to reflect local conditions. Maintaining sufficient water supply and access to fire stations will be important as the City continues to expand as well, particularly in the downtown area due to its high density.

The Oakland Hills, mostly above the Warren Freeway, are most at risk for wildfire. The Department has identified mitigation, abatement, and preparedness efforts as vital in minimizing fire hazards through periods of development. This is especially important as there is

territory in the service area that is considered urban-wildland interface and residents could quickly become effected in the case of a wildfire disaster.

Disadvantaged Unincorporated Communities

There are no communities that meet the basic, state-mandated criteria for a DUC within the City of Oakland service area.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Oakland Fire Department has the financial ability to continue to provide services. Fire Department expenditures, similar to Citywide expenditures, continued to grow at a rate greater than inflation although Citywide revenues were adversely affected by COVID-19 requiring the use of fund balances.

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 6.3 percent annual average rate.[439] City General Purpose revenues declined slightly over the same period as a result of COVID-19, requiring the use of General Fund balances to maintain service levels. As the economy recovers "the gap between revenues and expenditures will remain, but is expected to get smaller" according to the City's 5-Year Financial Forecast.[440] The City expects a significant shortfall each year if no corrective action is taken.

EMS services are largely funded through voter approved Measures M and N.

Reserves

The City's budget forecast notes that "prior to the pandemic, the City had made progress toward attaining a structurally balanced budget."[441] The City maintained a 7.5 percent~~%~~ General Purpose Fund Emergency Reserve in addition to General Fund balances. As described above, fund balances were required to help balance the City's budget due to COVID-19 impacts.

439 City of Oakland Adopted Policy Budget, Fiscal Years 2019-2021; City of Oakland's online interactive budget book, FY2021-2023, https://stories.opengov.com/oaklandca/published/uLZlHoVwv
440City of Oakland 5-Year Financial Forecast, Summary of FY2021-22 – FY2025-26
441 ibid, Financial Forecast

Fire Services

Service Overview

The City of Oakland Fire Department offers comprehensive services to the community through its 25 fire stations and in cooperation with outside agencies, when necessary. These capabilities include fire prevention and suppression, advanced life support, and services related to emergency medical and hazardous materials response. Figure 17-5 details the entirety of services provided by the OFD. If a service is offered by another agency, it is indicated in the figure.

Figure 17-5: City of Oakland Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Oakland Fire Department
Wildland Fire Protection	City of Oakland Fire Department
Vehicle Fire Protection	City of Oakland Fire Department
Ladder Truck Capabilities	City of Oakland Fire Department
Fire Suppression Hand Crew	CalFire/EPRPD
Fire Suppression Dozer	CalFire/ACFD
Helicopter Services – Fire Suppression	CalFire
Boat With Fire Suppression Capabilities	City of Oakland Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	City of Oakland Fire Department
Advanced Life Support – Non-Transport Provider	City of Oakland Fire Department
Advanced Life Support Transport Provider	Alameda County EMS
Continuing Education Provider – Medical	City of Oakland Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services/CHP/CalStar
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	City of Oakland Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Oakland Fire Department
Fire Safety Education – Adults/Seniors	City of Oakland Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	City of Oakland Fire Department

Fire Protection Planning	City of Oakland Fire Department
New Commercial Construction Plan Reviews	City of Oakland Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Oakland Fire Department
Home Fire/Safety Inspections	City of Oakland Fire Department, exterior vegetation only
Fire Origin and Cause Investigations	City of Oakland Fire Department
Fuel Reduction/Weed Abatement Program	City of Oakland Fire Department
Smoke Detector Giveaway/Installation Program	City of Oakland Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
Fires Responder Swift Water Rescue Program	City of Oakland Fire Department
Water Rescue Program	City of Oakland Fire Department
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	City of Oakland Fire Department
Helicopter Short/Long Haul Rescue Capabilities	N/A
Response to Boating Accidents	City of Oakland Fire Department
Rescue Dog Services	City of Oakland Fire Department via Urban Search and Rescue Team CA-T4
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Oakland Fire Department
Hazardous Materials Response Team	City of Oakland Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Red Cross
Mobile Incident Command/Communications Unit	City of Oakland Fire Department
Fill Station for Self-Contained Breathing Apparatus	City of Oakland Fire Department
Mobile Breathing Support Unit	City of Oakland Fire Department
Community Emergency Response Team	City of Oakland Fire Department
Chaplain Services	City of Oakland Fire Department
Training Academy	City of Oakland Fire Department
Emergency Operations Center Capabilities	City of Oakland Fire Department
MISCELLANEOUS	
Public Service Assists	City of Oakland Fire Department
Motor Vehicle Accident Response	City of Oakland Fire Department

Welfare Checks	City of Oakland Police Department
Public Safety Answering Point	City of Oakland Police Department
Fire/EMS Dispatch	City of Oakland Fire Department
Fundraising Activities	N/A
Firefighters Association – Non-Profit	N/A
Auxiliary Association	N/A

Collaboration

The City of Oakland Fire Department engages in collaborative efforts with several agencies to provide the most inclusive list of services to the community. These partnerships range from local agreements, mutual response area agreements (MRA), joint powers authority agreements, and a variety of mutual and automatic aid agreements with state and regional providers, including:

- FEMA
- California Office of Emergency Services
- Hills Emergency Forum
- Oakland Firesafe Council
- City of Alameda
- City of Emeryville
- Cities of Oakland and San Leandro MRA
- BART District Emergency Procedures Policy Vital Fire Protection Equipment and personnel Training Agreement
- Alameda County Fire Department
- City and County of San Francisco
- City of Berkeley
- City of Piedmont
- East Bay Regional Park District
- CAL FIRE
- Alameda County EMS
- Urban Search and Rescue Team CA-T4

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). There is territory to the east of the City that is identified as SRA in a very high fire hazard severity zone near Joaquin Miller Park in the hillside. The remainder of that SRA territory falls into Contra Costa County.

In conjunction with OFD, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. OFD also works hand in hand with local police departments for welfare checks, ACFD, and East Bay Regional Park District Fire Department for assistance with rescue efforts.

Existing Demand

OFD reported a total of 62,769 calls in FY 20. This was a three~~3~~ percent~~%~~ decrease since FY 13. Generally, the number of incident calls remain steady, however, there was a significant 33 percent~~%~~ drop in calls between FY 18 and FY 19. The total calls for service by year are listed in Figure 17-6 below while the call types are shown in Figure 17-7.

Figure 17-6: City of Oakland Calls for Service (2013-2020)

FIRE AND EMERGENCY CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Oakland	64,378	65,617	59,147	58,187	60,997	89,990	60,765	62,769

Figure 17-7: City of Oakland Service Calls by Type, 2020

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE									
	Structure Fires	Other Fires	EMS/ Rescue	Hazardous Conditions	Service Calls	Good Intent	False Call	Cancelled Enroute	Total Calls
City of Oakland	3,243		51,587	2,552	1,380	134	1,274	Not provided	62,769

STAFFING

Of the City's budgeted, full-time equivalent positions in FY 21, 652.78 are for the Fire Department. This number comprises more than 14 percent~~%~~ of the budget for personnel. Sworn personnel account for 509 authorized positions while 85 are civilian personnel.[442]

According to NFPA 1710, minimum staffing per unit per day is considered three firefighters per engine company and three per truck company. Additionally, every engine has at least one paramedic on staff. All stations are reported to have one truck company. Stations 1, 3, 5, 7, 9, 13, 15, 18, 21, and 25 have two engine companies while the remainder have one.

The Department states that newly hired paid firefighters are required to have California state Fire Marshal training or a Firefighter 1 certificate.[443] OFD provides education that meets State mandated requirements for Emergency Medical Technicians and Paramedics and enforce State and local fire codes and standards through the review and approval of building and facility plans. Community service objectives include coordination of public education, events and disaster operation activities within the communities served.

As of the writing of this report, the Department is promoting a recruitment drive via open houses and live question and answer sessions on Zoom in an effort to hire entry level firefighters, EMTs, and paramedics.

[442] City of Oakland, Adopted Operating Budget, FY19-21, p. D-10
[443] City of Oakland, SoGo Online Survey, July 2021

Facilities and Capacity

The City of Oakland has 25 fire stations located throughout its service area. These stations are listed in Figure 17-8. The City of Oakland Fire Prevention Bureau is located in the Frank Ogawa Plaza in the City Hall complex. The OFD also has a number of apparatus and specialized teams including[444]:

- 24 engines
- 7 aerial apparatus
- Hazardous materials response team
- Technical rescue team
- Water rescue team
- Specialized wildland response apparatus

The City's CIP has identified facility projects as well. Many of the Departmental facilities are in need of improvements to have adequate capacity for providing services. Ongoing projects include the construction of Fire Station 29 and its training resiliency education community complex that will also support an urban search and rescue, and community education programs. There is also a study being conducted to determine the project scope for adding an additional fire station in the Jack London area. A new station is being built to replace fire station 4 as well. The plans for these stations align with the City's objectives to foster long-term and integrated planning.

Figure 17-8: City of Oakland Fire Facilities

CITY OF OAKLAND FIRE DEPARTMENT FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 1	1603 Martin Luther King Jr. Way Oakland, CA 94612	City of Oakland	Not provided	Not provided
Station 2	47 Clay St. Oakland, CA 94607	City of Oakland	Not provided	Not provided
Station 3	1445 14th St. Oakland, CA 94607	City of Oakland	Not provided	Not provided
Station 4	1235 International Blvd. Oakland, CA 94607	City of Oakland	Not provided	Not provided
Station 5	934 34th St. Oakland, CA	City of Oakland	Not provided	Not provided
Station 6	6080 Colton Blvd. Oakland, CA	City of Oakland	Not provided	Not provided
Station 7	1006 Amito Dr. Oakland, CA	City of Oakland	Not provided	Not provided
Station 8	463 51st St.	City of Oakland	Not provided	Not provided

[444] City of Oakland, https://stories.opengov.com/oaklandca/published/YJE4IHAed, accessed 7/21/23

	Oakland, CA			
Station 9		City of Oakland	Not provided	Not provided
Station 10	172 Santa Clara Oakland, CA	City of Oakland	Not provided	Not provided
Station 11		City of Oakland	Not provided	Not provided
Station 12	822 Alice St. Oakland, CA	City of Oakland	Not provided	Not provided
Station 13	1225 Derby Ave. Oakland, CA	City of Oakland	Not provided	Not provided
Station 14		City of Oakland	Not provided	Not provided
Station 15	455 27th St. Oakland, CA	City of Oakland	Not provided	Not provided
Station 16	3600 13th Ave. Oakland, CA	City of Oakland	Not provided	Not provided
Station 17	3344 High St. Oakland, CA	City of Oakland	Not provided	Not provided
Station 18	5008 Bancroft Ave. Oakland, CA	City of Oakland	Not provided	Not provided
Station 19	5766 Miles Ave. Oakland, CA	City of Oakland	Not provided	Not provided
Station 20	1401 98th Ave. Oakland, CA	City of Oakland	Not provided	Not provided
Station 21	13150 Skyline Blvd. Oakland, CA	City of Oakland	Not provided	Not provided
Station 22		City of Oakland	Not provided	Not provided
Station 23	7100 Foothill Blvd. Oakland, CA	City of Oakland	Not provided	Not provided
Station 24	5900 Shepherd Canyon Rd. Oakland, CA	City of Oakland	Not provided	Not provided
Station 25	2795 Butters Dr. Oakland, CA	City of Oakland	Not provided	Not provided
Station 28	Not provided	Not provided	Not provided	Not provided
Station 29	Not provided	Not provided	Not provided	Not provided

Dispatch and Communications

There are multiple ways for the City of Oakland to communicate with residents to transmit important health and safety information. These methods include posting notices on its website, on its social media, and on the City's Comcast cable channel 10.

The Department utilizes the Oakland Fire Dispatch Center, based out of the Frank Ogawa Plaza near City Hall, to answer incident calls for the City. This dispatch center is considered a nationally accredited center of excellence and all its fire dispatchers are trained as Emergency Medical Dispatchers.

The City of Oakland Fire Department also has a Memorandum of Understanding with the East Bay Regional Communication Systems Authority (EBRCSA) which is a two-way, P25 compliant radio communications system that allows firefighters to communicate with each other and other agencies in the field, like police, on the same network over large distances.

The Emergency Operations Center within the City also allows various City Departments (e.g. police, fire) as well as Alameda County Office of Emergency Services to coordinate communications in the event of a City emergency or disaster.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while still effectively providing needed services. The Department shares the Emergency Operations Center with the City of Oakland Police Department and also the County's Emergency Services Office. The OFD also shares its training facility with the OPD while the City of Oakland Public Works Department holds and maintains OFD vehicles at its facility.

Infrastructure Needs

The City of Oakland outlines its infrastructure needs primarily in its Capital Improvement Program (CIP) and its Citywide budget. Several facility improvements or replacements were described in the FYs 19-21 CIP. In some instances, aging structures and deferred maintenance have impacted the ability to meet the mandate of essential service facilities (which is to be fully operational after an earthquake or other disaster) and efficiency of some stations. Nearly every one of the City's 25 fire stations are in need of repairs and improvements with only 8 stations not currently identified for capital needs. A 2016 Infrastructure Bond will make these long-awaited updates possible. The following list describes some of the infrastructure needs by fire station:

- Fire Station 1: lighting upgrades, a kitchen remodel, updating dorms and living essentials
- Fire Station 2: lighting upgrades, interior and exterior painting, updating bathrooms
- Fire Station 3: lighting upgrades, bathroom remodeling, updating hardscapes in front of the station, interior paint throughout
- Fire Station 4: new station needed
- Fire Station 5: lighting upgrades, a kitchen remodel, interior paint throughout, replace rear and side fencing
- Fire Station 6: lighting upgrades, interior and exterior paint, replace exterior siding, interior floor replacement, a kitchen remodel
- Fire Station 7: lighting upgrades, interior and exterior paint, interior floor replacement throughout
- Fire Station 8: lighting upgrades, interior and exterior paint, bathroom updates
- Fire Station 9: overall updating needed; planned partial remodel of dorms and bathrooms in 2022
- Fire Station 10: updates to kitchen and officer rooms needed, HVAC needed for the older section of the station
- Fire Station 13: rear and side fence replacement

- Fire Station 18: apparatus door and kitchen improvements
- Fire Station 23: site security and exterior paint needed
- Station 28: window replacement
- Citywide Fire Station electrical panel upgrades

In addressing these capital needs at fire facilities, it will allow buildings to become compliant with energy efficiency standards and prevent further damage.

Challenges

The City of Oakland Fire Department has faced, and will continue to face, challenges to provide adequate service to its community. The COVID-19 pandemic created limited financing that could have otherwise been spend on capital needs, but it also caused fire training setbacks as in person trainings were restricted. As the population continues to increase, aging buildings within the Department and within the community will need to be addressed. With more residents expected to be living in multi-family housing in the city center, providing adequate service to high-rise structures will also be more difficult and put more people at risk in the case of fire incidents, and emergencies or disasters. Having outdated fire stations also presents energy deficiencies that do not support the City's goal of sustainability. Lastly, the City states that a skyrocketing homeless population is affecting demand due to creating a spike in calls for medical incidents and fire suppression at encampments.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

The Department's response time standards are shown in Figure 17-9. For single unit incidents, this goal is listed as arriving within 7 minutes from dispatch 90 percent~~%~~ of the time. Based on response data from 2012, shown in the most recent Standards of Coverage Assessment available, the City met these goals 86.1 percent~~%~~ of the time but achieved a 7:29 response time 90 percent~~%~~ of the time. It is reported, however, that this 7:29 time response is still

excellent for a metro area with a diverse service territory.[445] At the time the report was published, 12 fire stations (1, 3, 4, 5, 10, 12, 13, 15, 16, 17, 20, 23) were at or under a 7:30 response time and many of these are considered the busiest in the service area.[446] Again, based on the 2012 SOC, their FY 11 findings showed that fire stations 1 and 20 responded to significantly more incidents than any other station while fire station 8 responded to the least. The difference between Station 1 and 8, with respect to incident numbers, is roughly 4,000 incidents. To maintain its standards and respond effectively in the face of station closures or brownouts, the Department will need to maintain 25 fire stations and strategically close or add stations as needed during peak hours of incident activity.

Figure 17-9: City of Oakland Response Time Standards

RESPONSE TIMES FOR OFD		
AGENCY NAME	SINGLE UNIT INCIDENT	MULTIPLE UNIT INCIDENT
City of Oakland	Arrive within 7 minutes from the time the company is first dispatched for 90 percent~~%~~ of incidents.	Arrival of first company on the scene within 4 minutes for 90 percent~~%~~ of all incidents. Remaining units should arrive on the scene of an incident within 8 minutes from when the first due company begins responding for 90 percent~~%~~ of all incidents.

Fire services in the community are classified by the Insurance Service Office (ISO) as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. OFD's most recent ISO rating was done in 2021 and it was given an ISO PPC rating of 1, which is the top classification available.[447]

The City did not provide information regarding any complaints for fire service received.

City of Oakland Fire Department MSR Determinations

Growth and Population Projections

17-1: The City's 2022 population was 424,464 with population growth is expected to increase by 9.3 percent~~%~~ to 455,000 by 2035. Along with it, employment and housing increases will be seen.

[445] City of Oakland, Standards of Coverage, April 9, 2012 p. 73
[446] City of Oakland, Standards of Coverage, April 9, 2012 p. 78
[447] City of Oakland, https://www.oaklandca.gov/news/2022/oakland-fire-department-receives-iso-class-1-designation, accessed, July 20, 2023

17-2: The City of Oakland should continue to monitor population projections and development plans to ensure they align with city planning efforts to adequately accommodate growth and the related increase in demand for services.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

17-3: The City of Oakland does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

17-4: The City of Oakland adequately meets its fire and emergency response utilizing 25 fire stations that meet minimum staffing standards, particularly in the face of topographical challenges and high incident calls at the busiest stations.

17-5: While some fire stations are relatively new, infrastructure needs are still many across all of the City's aging facilities. Deferred maintenance needs should continue to be addressed as financing is available to continue to meet operational standards.

Financial Ability of Agencies to Provide Services

17-6: The City of Oakland Fire Department has the financial ability to continue to provide services. Fire Department expenditures, similar to Citywide expenditures, continued to grow at a rate greater than inflation although Citywide revenues were adversely affected by COVID-19 requiring the use of fund balances.

Status of, and Opportunities for, Shared Facilities

17-7: The OFD shares the City's Emergency Operations Center as well as the County's Emergency Services Office. It also shares its training facility with the OPD.

17-8: The City's Public Works Department maintains OFD vehicles at its own facility.

17-9: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

17-10: The City of Oakland abides by all legislative obligations for accountability and governance practices.

17-11: The City of Oakland demonstrated transparency when sharing information for the creation of this report.

18. CITY OF PIEDMONT FIRE DEPARTMENT

AGENCY OVERVIEW

BACKGROUND

Incorporated in 1907, the City of Piedmont is a charter city of approximately 11,000 residents located in Oakland Hills, overlooking the San Francisco Bay. Piedmont is centrally located, adjacent to Oakland with San Francisco to the west and Concord and Walnut Creek to the east. Within Piedmont's 1.7 square-mile area, there are five city parks and numerous landscaped areas which offer wooded paths, tennis courts, children's playgrounds, and picnic facilities.

The Piedmont city charter establishes a City Council - City Administrator form of government. Under this form of government, the Piedmont City Council is the legislative body responsible for setting City policy.

The City provides a full range of services including animal control, fire and emergency response, law enforcement, lighting, parks and recreation, and planning/building. Other services, such as solid waste, are provided under contract.[448] Although the City is a multi-service provider, this review is specific to fire protection, emergency medical, and other related services.

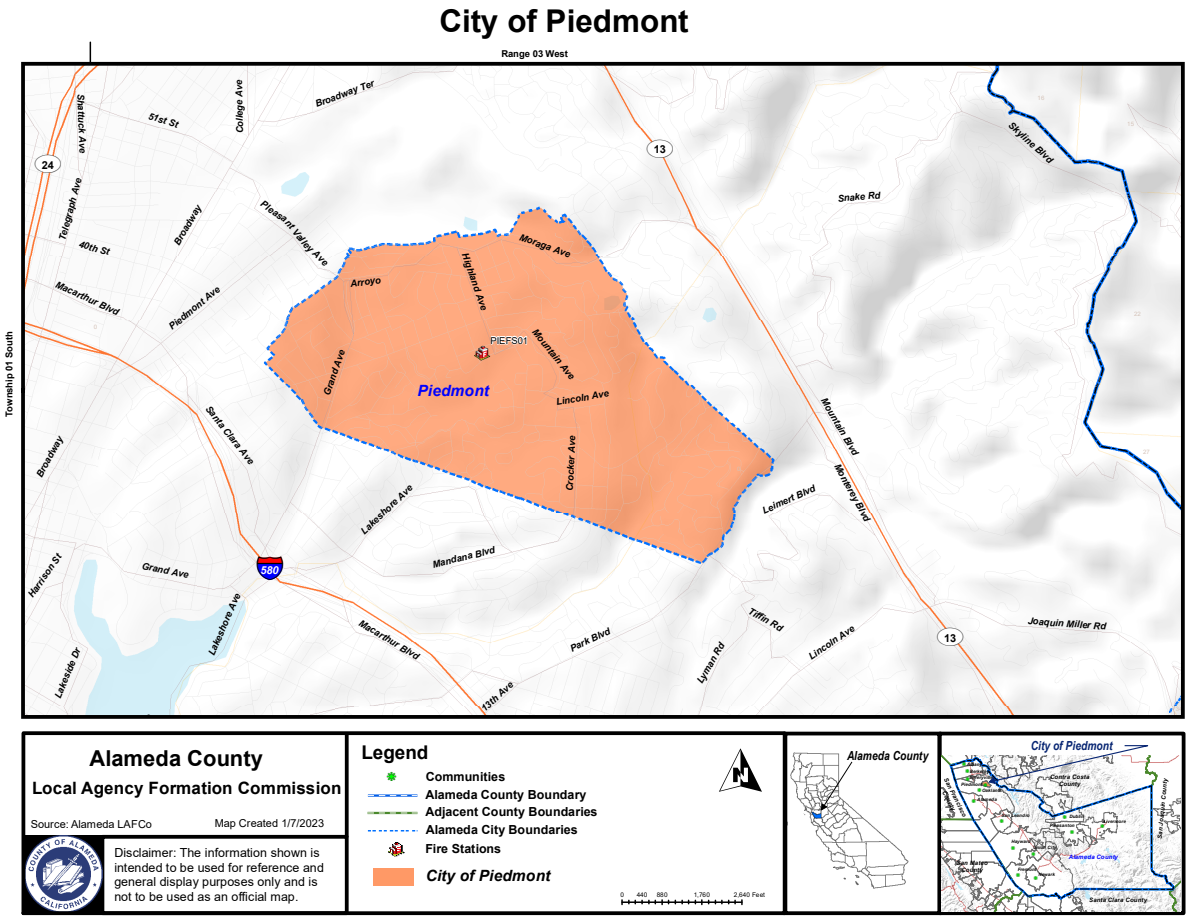
The City of Piedmont was last included in an MSR Update by Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

BOUNDARIES

The City of Piedmont has a boundary land area of 1.7 square miles. Figure 18-1 depicts the City's boundaries and how they relate to the boundaries of the City of Piedmont's Fire Department.

[448] Alameda Local Agency Formation Commission Resolution No. 2018-12.

Figure 18-1: City of Piedmont Boundaries and SOI



Extra-territorial Services

The City of Piedmont does not provide services outside of its boundaries.

Unserved Areas

There are no unserved areas identified in the City of Piedmont. The City is able to provide service throughout its bounds.

Sphere of Influence

The City of Piedmont's Sphere of Influence (SOI) was established by LAFCO in 1983 and is coterminous with its boundaries. The City's current SOI was last reaffirmed on January 11, 2018.[449]

[449] Alameda Local Agency Formation Commission Resolution No. 2018-12.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents, and on a website.

The City of Piedmont has a Council-Manager form of government with a City Manager and five council members who are elected at large for four-year terms and are eligible for a maximum of two terms. Piedmont's mayor is selected by the members of the City Council. Current council member names, positions, and term expiration dates are shown in Figure 18-2.

The Council meets on the first and third Mondays of each month at 6:00 p.m. at the City Council Chambers at City Hall. Members of the public can also access the meeting online through KCOM's online video service or on cable Channel 27. Meetings are also recorded and available for viewing from the City website's Live Content and Video Archive. The City Council agenda is posted at City Hall and online by 9:00 a.m. on the Friday preceding the meeting. Minutes of the City Council are available and posted online within a few days after a meeting occurs.

Figure 18-2: City of Piedmont Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large. Mayor is appointed by the Council.
Length of Term	4 years
Meetings	1st and 3rd Mondays at 6:00 p.m. City Hall, Council Chambers 120 Vista Avenue Piedmont, CA 94611
Agenda Distribution	Posted online and at City Hall.
Minutes Distribution	Posted online.
COUNCIL MEMBERS	

Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Jennifer Cavenaugh		Mayor, Councilmember	2024	Elected	4 Years
Betsy Smegal Andersen		Vice Mayor, Councilmember	2026	Elected	4 Years
Conna McCarthy		Councilmember	2024	Elected	4 Years
Jennifer Long		Councilmember	2026	Elected	4 Years
Tom Ramsey		Board President	2026	Elected	4 Years

CONTACT	
Contact	David Brannigan, Fire Chief
Mailing Address	120 Vista Avenue, Piedmont, CA
Phone	510-420-3038
Email/Website	dbrannigan@piedmont.ca.gov

The City of Piedmont participates in community outreach events including a variety of performing, visual, and literary arts through its Civic Arts program, as well as a variety of community events and performances such as movies in the park, the Rose Show, and hometown holidays.

For fire-specific complaints, the public is directed to contact the Fire Chief.

All City of Piedmont's council members have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through the City, there also exists a conflict-of-interest code and bylaws outlined in the municipal code as lawfully required and by which the City of Piedmont must abide.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of Piedmont complies with this regulation.

The City of Piedmont demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in a number of its planning and management documents, particularly in its General Plan and Local Hazard Mitigation Plan.

The Office of the Fire Chief oversees two divisions, operations and training and the fire prevention bureau, providing leadership and management overall. The operations and training division encompasses emergency operations, training, and EMS services while the Fire Prevention Bureau is responsible for fire prevention and investigations as well as public education.

The City develops financial documents, including an annual budget, overseen by the City Administrator's office and the Finance Department, with input from each department, including the fire department. The budget process is intended to reflect departmental goals as well as existing and proposed service levels and follows general accounting best practices. The City's budget must be adopted by the City Council.

The City also adheres to personnel policies it has set forth for its fire services. All full-time personnel begin with an 18-month probationary period during which they are evaluated by their supervisor daily, weekly, and monthly, and undergo a series of tests. Once the probationary period is complete, employees are reviewed on an annual basis with exceptions for assignment transfers in the midst of the evaluation period and when further evaluation is needed if performance goals are not being met.

Fire department staffing needs are reviewed based on population growth, development plans, and budgetary considerations. Employee turnover and attrition is also analyzed in order to meet hiring demands. Response times and response levels are tools for measuring satisfactory service levels.

To ensure fire service efficiency and effectiveness, the City of Piedmont Fire Department (PFD) has set policy goals and objectives. PFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and

disasters throughout the City. The primary mission of the Department is to provide superior and comprehensive services for the purpose of protecting life, property, and the environment.

A critical component of the City of Piedmont's planning is its Climate Action Plan (CAP) 2.0. This serves as a guiding document focused on ways in which the community and City can reduce greenhouse gas emissions, to meet the City's long-term climate action goals, and promote a healthy, prosperous community. The City's current plan was adopted in 2018 and outlines the goal of reducing greenhouse gas emissions by 40 percent~~%~~ by 2030 with an overall objective to be the reduction of emissions 80 percent~~%~~ by 2050.[450]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

The City of Piedmont consists of 1.7 square miles of land area, approximately 86 percent~~%~~ of which is used for residential purposes, the majority of which are single-family homes. The remaining area is largely comprised of schools, civic buildings, and open space with no industrial utilization. Parts of Grand Avenue are where the majority of multi-family housing is located, however, much of the Civic Center area is non-residential. The largest concentration of open space in the City is in Moraga Canyon. [451]

Notably, the City of Oakland impacts the City of Piedmont's land use. This is especially evident near the western edge of the Cities, on Kingston Avenue for example, where one City has zoning for single family homes and across the border on the other side of the street, that City has zoned the land for multi-family housing.[452]

Given geographical constraints and that the City of Piedmont is largely built out, future land use is not expected to significantly change the landscape of the City. Slow development is anticipated and most construction will be due to improvements on existing homes.

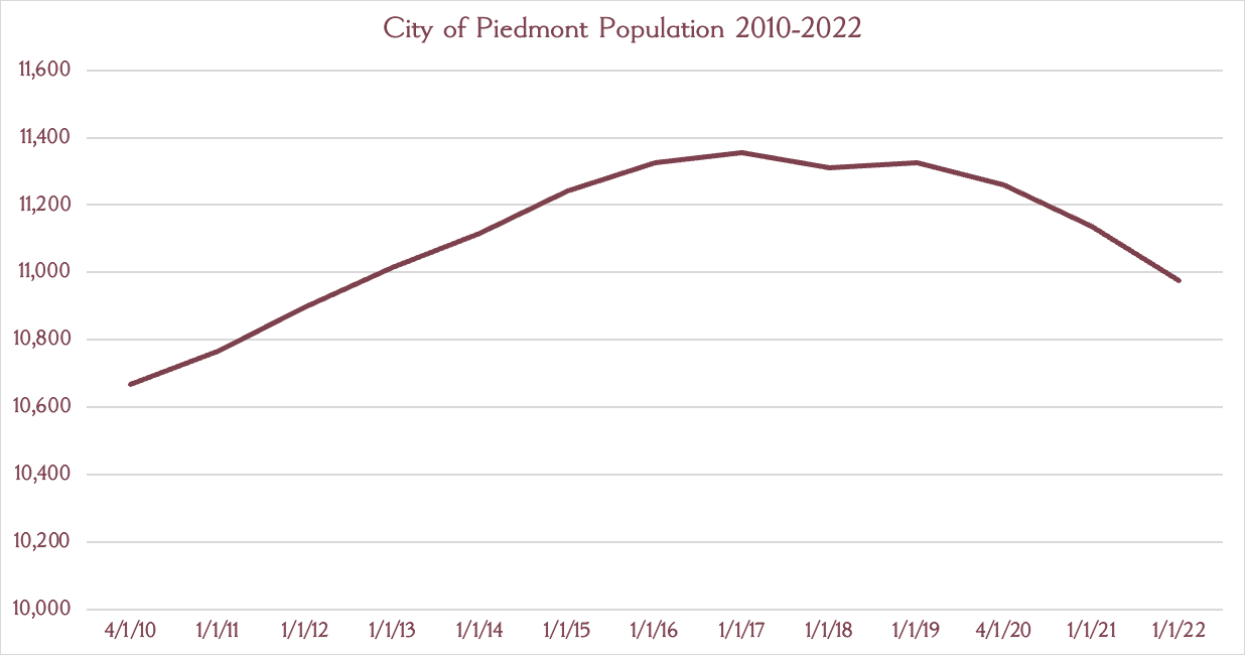
Current Population

The City of Piedmont's population was 10,977 as of January 2022, according to California Department of Finance data. This shows a slight increase of approximately three percent~~3%~~

[450] City of Piedmont, Abridged Climate Action Plan 2.0, March 19, 2018, p. 1.
[451] City of Piedmont, 2015-2023 General Plan and Housing Element, adopted December 1, 2014, Land Use, p. 3-2.
[452] City of Piedmont, 2015-2023 General Plan and Housing Element, adopted December 1, 2014, Land Use, p. 3-8.

compared to the population in April 2010 but is a decrease of 4 percent% from 2017. During 2017, the City reached a population of 11,354 which was a peak since 2010. The City's population has a high level of education, with 99.5 percent% of people over 25 years of age having at least a high school degree; 85.7 percent% have a minimum of a bachelor's degree. Nearly half of the City's residents are either under 18 years old (27.2 percent%) or over the age of 65 (20.4 percent%).

Figure 18-3: City of Piedmont Population 2010-2022



Projected Growth and Development

The City of Piedmont's General Plan reports that the number of households and jobs is only expected to increase by one percent1% from 2010 to 2030 and most construction will be to existing homes. The Civic Center, the Moraga Canyon/Piedmont Reservoir, and Grand Avenue are three areas that the City has highlighted for potential development.

There is a master plan document to guide the development of the Civic Center which is on a block bounded by Bonita, Vista, Hillside, and Magnolia. This area is intended to be community focused. Most changes are expected to be renovations to the Recreation Center.

A vast amount of open space in the City is throughout Moraga Canyon and the Piedmont Reservoir. Despite future planning, this portion of the City will retain its designation of open space. This includes the Piedmont Reservoir site which is owned by the East Bay Municipal

Utility District. Due to its location, using this territory as a wooded buffer between the City of Piedmont and the City of Oakland will be a priority.

Between Linda and Wildwood Avenues lies the commercial district on Grand Avenue. There are no vacant lots available, but redevelopment of aging commercial properties is anticipated, as are mixed-use projects that would include multi-family housing.

The information available for the City of Piedmont indicates the most significant development, as shown in Figure 18-4, is accessory dwelling units (ADUs). There are thirty ADUs that were granted permits in the City in 2022. Two projects the City has highlighted include an all-electric ADU as well as an ADU built at 778 Kingston Ave.

Figure 18-4: City of Piedmont Planned or Proposed Development Projects, 2023

CITY OF PIEDMONT DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
ADU permits	30	
TOTAL	30	

Growth Strategies

Although growth is expected to be minimal in the coming years, as the City evolves, the GP has expressed a need to continuously review development plans to ensure operational effectiveness of services such as police and fire. This evaluation should also extend to City codes in order to incorporate new technology and best practices for fire prevention. Routine inspections of fire facilities should also be maintained to ensure access to water pressure and fire flow will be sufficient.[453]

Disadvantaged Unincorporated Communities

There are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within or contiguous to PFD's service area.

[453] City of Piedmont, 2015-2023 General Plan and Housing Element, adopted December 1, 2014, Community Services and Facilities, p.9-24

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of Piedmont Fire Department has the financial ability to continue to provide services. The City projects continuing although slowing of growth in property tax and other revenues that help fund expenditures. Property related taxes, which include parcel taxes, represent about 72 percent of City revenues. Anticipated cost increases for unfunded public safety pension obligations will be managed by the City using trust funds established for that purpose; the City reports that it has used surplus funds to fully fund pension liabilities through 2030.[454]

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 6.2 percent annual average rate.[455] Increases in unfunded pension liability payments were partially offset by reductions in public safety overtime costs. Citywide revenue growth, particularly during COVID-19, has not kept pace with Citywide expenditure growth and the annual net surplus has narrowed.

Reserves

The City has maintained or exceeded its goal of a General Fund reserve of approximately 18 percent of operating expenses. The City has established trust funds to help pay for significant anticipated increases in unfunded pension liability obligations.

Fire Services

Service Overview

The City of Piedmont Fire Department offers comprehensive services to the community through its sole fire station and in cooperation with outside agencies, when necessary. These capabilities include fire prevention and suppression, advanced life support, and services related to emergency medical and hazardous materials response. Figure 18-5 details the entirety of services provided by the PFD. If a service is offered by another agency, it is indicated in the figure.

[454] Response to Alameda Fire and EMS MSR Follow-up Questionnaire.
[455] City of Piedmont 2022-2023 Budget, Ten-Year Projection.

Figure 18-5: City of Piedmont Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	City of Piedmont Fire Department
Wildland Fire Protection	City of Piedmont Fire Department
Vehicle Fire Protection	City of Piedmont Fire Department
Ladder Truck Capabilities	City of Piedmont Fire Department
Fire Suppression Hand Crew	City of Piedmont Fire Department
Fire Suppression Dozer	Mutual aid agreement
Helicopter Services – Fire Suppression	Mutual aid agreement
Boat With Fire Suppression Capabilities	N/A
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	City of Piedmont Fire Department
Advanced Life Support – Non-Transport Provider	City of Piedmont Fire Department
Advanced Life Support Transport Provider	City of Piedmont Fire Department
Continuing Education Provider – Medical	City of Piedmont Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	City of Piedmont Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	City of Piedmont Fire Department
Fire Safety Education – Adults/Seniors	City of Piedmont Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	City of Piedmont Fire Department
Fire Protection Planning	N/A
New Commercial Construction Plan Reviews	City of Piedmont Fire Department
Public Education Provider (CPR, First Aid, etc.)	City of Piedmont Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	City of Piedmont Fire Department
Fuel Reduction/Weed Abatement Program	City of Piedmont Fire Department
Smoke Detector Giveaway/Installation Program	City of Piedmont Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	

Fires Responder Swift Water Rescue Program	N/A
Water Rescue Program	N/A
Ice Rescue Program	N/A
Dive Rescue Program	N/A
Low angle Rope Rescue Program	City of Piedmont Fire Department
Helicopter Short/Long Haul Rescue Capabilities	N/A
Response to Boating Accidents	N/A
Rescue Dog Services	N/A
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	City of Piedmont Fire Department
Hazardous Materials Response Team	N/A
SUPPORT SERVICES	
Firefighter Incident Support Unit	N/A
Mobile Incident Command/Communications Unit	N/A
Fill Station for Self-Contained Breathing Apparatus	City of Piedmont Fire Department
Mobile Breathing Support Unit	N/A
Community Emergency Response Team	N/A
Chaplain Services	City of Piedmont Fire Department
Training Academy	N/A
Emergency Operations Center Capabilities	City of Piedmont Fire Department
MISCELLANEOUS	
Public Service Assists	City of Piedmont Fire Department
Motor Vehicle Accident Response	City of Piedmont Fire Department
Welfare Checks	City of Piedmont Fire Department
Public Safety Answering Point	City of Piedmont Fire Department
Fire/EMS Dispatch	City of Piedmont Fire Department
Fundraising Activities	N/A
Firefighters Association – Non-Profit	City of Piedmont Fire Department
Auxiliary Association	N/A

Collaboration

The City of Piedmont works closely with neighboring cities and Departments, particularly the Cities of Berkeley and Oakland and the City of Piedmont Police Department, to provide fire

and emergency services to the community. The City of Oakland is also reported to aid with vegetation management. A series of mutual and automatic aid agreements, as well as a state master mutual aid agreement, allow the City to utilize outside resources as needed for fire prevention and emergency services and disasters. One mutual aid provider is the Alameda County Fire Department and there is a contract with Alameda County EMS as well.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Much of the territory outside of the developed municipal areas within the County is categorized as SRA. In the case of the City of Piedmont, however, it is only considered a local responsibility area as it is not adjacent to any SRA or FRA territory.

As mentioned in the collaboration section, the City of Piedmont relies on neighboring fire departments when an incident exceeds the Department's capabilities. Some of these providers include the Alameda County Fire Department, the California Office of Emergency Services, and the Cities of Berkeley and Oakland, which abut the City of Piedmont.

Existing Demand

The PFD indicated it received 776 calls for service in FY 20. The total calls for service in FY 19 was 1,093, indicating a decrease of 29 percent~~%~~ which the Department states is largely due to the COVID-19 pandemic.[456] Since FY 13, the number of incidents reported fluctuated by 25 percent~~%~~ at most between FY 13 and FY 16. Figures 18-6 and 18-7 show the overall statistics for calls for service and service calls by type, respectively.

Figure 18-6: City of Piedmont Calls for Service (2013-2020)

FIRE AND EMERGENCY SERVICE CALLS 2013-2020								
	2013	2014	2015	2016	2017	2018	2019	2020
City of Piedmont	1,001	1,059	1,206	1,320	1,300	1,232	1,090	776

[456] City of Piedmont, SoCo Online Survey, July 2021.

Figure 18-7: City of Piedmont Service Calls by Type, 2020

2020 FIRE AND EMERGENCY SERVICE CALLS BY TYPE								
	Fires / Hazard. Materials	Motor Vehicle Accident	EMS / Rescue	Misc. Emerg.	Misc. Non-Emerg.	Mutual Aid	False Call	Total Calls
City of Piedmont	5	2	366	74	222	5	102	776

Staffing

For FY 21, the City of Piedmont's adopted annual budget funded 25.4 full-time equivalent positions, including one administrative position. This number has remained the same since FY 17. Per NFPA 1710 minimum staffing standards, both engine companies and ladder/truck companies staff a minimum of four on-duty members. The PFD follows these guidelines, staffing a chief, three lieutenants, three engineers, ten firefighter/paramedics, and five firefighters.[457] The Department reports there are no volunteers to supplement staffing.

The Department personnel undergo ongoing continuing education and training as necessary and to fulfill state training mandates. Newly hired firefighters are expected to have a Firefighter 1 training certificate.

Facilities and Capacity

The City of Piedmont Fire Department operates out of one fire station for its service area as described in Figure 18-8. This station is home to one type 1 fire engine, one type 2 fire truck, one type 2 rescue ambulance, a command vehicle, a reserve type 1 engine, a reserve type 2 rescue ambulance, a type 6 wildland engine, and a utility truck.[458]

Figure 18-8: City of Piedmont Fire Facilities

CITY OF PIEDMONT FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 1	120 Vista Ave. Piedmont, CA 94611	City of Piedmont	1907	Fair

[457] City of Piedmont, 2015-2023 General Plan and Housing Element, adopted December 1, 2014, Community Services and Facilities, p. 9-7.
[458] City of Piedmont, https://piedmont.ca.gov/services___departments/fire/about_us/apparatus, accessed July 20, 2023.

Dispatch and Communications

The City of Piedmont communicates with residents in a variety of ways to transmit important health and safety information. These methods include posting on its website, utilizing social media, a newsletter, texts and emails, KCOM-TV public access television (Comcast channel 27 and AT&T U-verse channel 99), the AC Alert system, and through Zonehaven, which provides up-to-the-minute public safety alerts.

For dispatch services, PFD shares a consolidated dispatch office with PPD. This is the answering point for all 9-1-1 calls to the City and it is linked to the City of Oakland's Police and Fire Department's Computer Aided Dispatch (CAD) system. The Department also utilizes a computer-based Radio Management System as well as a JPA with the East Bay Regional Communications System Authority to provide two-way radio communications across jurisdictions.

Status of, and Opportunities for, Shared Facilities

The Department reported it does not share facilities and has no plans to do so in the immediate future. That said, PFD and PPD do use the same dispatch center as mentioned in the dispatch and communications section.

Infrastructure Needs

The City of Piedmont Fire Department has outlined important infrastructure needs in its annual budget for FY 21. To begin, there is a fund earmarked for the proposed replacement of the Department's utility vehicle in addition to its automated external defibrillators, LUCAS device (CPR machine), and P25 compatible radios. Likewise, there is a recommendation to obtain a new fire engine which would not only add depth to the vehicle inventory but allow the Department to meet ISO and NFPA standards. Personal protective equipment such as turnouts, wildland coats and pants, and safety boots have a recommended lifespan of ten years and are due to be replaced as well.[459] The most vital infrastructure need discussed in the budget, however, is the emergency alert system which must be replaced. Originally installed in the 1950s, a new system would be less costly than continued repair costs. It would also aid response times, improve dispatch reliability, and reduce energy consumption due to improved technology. In turn, this would reduce energy consumption, which is a sustainability goal for the City.[460]

[459] City of Piedmont, Adopted Budget FY20-21, p. 201
[460] City of Piedmont, Adopted Budget FY20-21, p. 208

In an online survey submitted by the Department, they also stated the City's aging fire station is in need of seismic improvements.

Challenges

Aging facilities and an aging population are reported to be the biggest challenges facing the Department at this time. Older structures are less likely to be compliant with updated fire codes and will need to be reevaluated for safety and adherence. Also, as the population ages, more medical emergencies will occur, increasing demand for services. With only one staffed fire station, simultaneous service calls would create a likelihood that outside services would be needed, particularly at peak hours.[461] Lastly, the City's terrain also creates challenges as it impedes accessibility in steep areas which, in turn, slows response time.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International) and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

The PFD's goal is to meet a response time of three minutes or less for 90 percent~~%~~ of all calls.[462] According to the GP, the Department maintains an average response time of two minutes for EMS calls. It should also be noted that annual call volume has increased roughly 20 percent~~%~~ since the 1990s although the population size has remained relatively the same. A Standard's of Coverage report was not available in order to assess further data.

Figure 18-9: City of Piedmont Response Time Policy

RESPONSE TIMES FOR PFD		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Piedmont	Arrive within 3 minutes from the time the company is first dispatched for 90 percent~~%~~ of incidents.	

[461] City of Piedmont Fire Department, SoGo Online Survey, July 2021
[462] City of Piedmont, 2015-2023 General Plan and Housing Element, adopted December 1, 2014, Community Services and Facilities, p. 9-24

Fire services in the community are classified by the ISO as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. The PFD's most recent ISO rating was done in 2019, and it was given an ISO PPC rating of 3. This is an improvement from the Department's previous score of 4.

The City did not provide information regarding any complaints for fire service received, however, it does provide various options (phone, email, etc.) to contact the PFD to discuss any issues with the Department.

City of Piedmont Fire Department MSR Determinations

Growth and Population Projections

18-1: The population of the City has remained relatively steady at approximately 11,000.

18-2: Slow growth of one percent~~1%~~ is expected between 2010 and 2030.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

18-3: There are no DUCs within or contiguous to the SOI of the City of Piedmont.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

18-4: The City of Piedmont Fire Department adequately meets its fire and emergency response with the utilization of its one fire station and through aid agreements with local, regional, and state agencies.

18-5: There are several infrastructure needs for the Department, however, updating the emergency alert system is a priority not only due to its condition but because it will make a big impact on response to service calls.

Financial Ability of Agencies to Provide Services

18-6: The City of Piedmont Fire Department has the financial ability to continue to provide services. The City projects continuing, although slowing, growth in property tax and other revenues that help fund expenditures. Property related taxes, which include parcel taxes, represent about 72 percent of City revenues. Anticipated cost increases for unfunded public safety pension obligations will be managed by the City using trust funds established for that purpose.

Status of, and Opportunities for, Shared Facilities

18-7: The Department did not identify opportunities for sharing facilities.

18-8: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

18-9: The City of Piedmont abides by all legislative obligations for accountability and governance practices.

18-10: The City of Alameda demonstrated transparency when sharing information for the creation of this report.

19. CITY OF SAN LEANDRO FIRE SERVICES

AGENCY OVERVIEW

BACKGROUND

The City of San Leandro is one of five cities that contracts with the Alameda County Fire Department for fire suppression and emergency medical services.

Incorporated in 1872, the City is a culturally and economically diverse community that continues to grow. Covering approximately 15 square miles, the City is located in what is considered the east bay region of the San Francisco Bay area, eight miles south of downtown Oakland and 15 miles southeast of San Francisco. The City is considered a charming, older suburb with walkable neighborhoods filled with conveniences.

Originally settled by Native Americans, the City of San Leandro eventually became known as an agricultural region filled with cattle ranches, farmland, and orchards. By the mid-1800s, it was considered the seat of Alameda County until an earthquake devastated the area and destroyed the County Courthouse, relocating it to the City of Oakland in 1869. Post-World War II, the City saw rapid growth and transformation. The population increased 350 percent~~%~~ in just 20 years, and the economy shifted from agriculture to an industrial center filled with warehouses, manufacturing jobs, and shopping. This time period set the stage for the modern-day City of San Leandro.

The City is a charter city with a local government served by a City Manager and a City Council. There are six council members and a Mayor elected at large to serve staggered four-year terms. The City of San Leandro provides a variety of services including parks and recreational services, and public transportation.

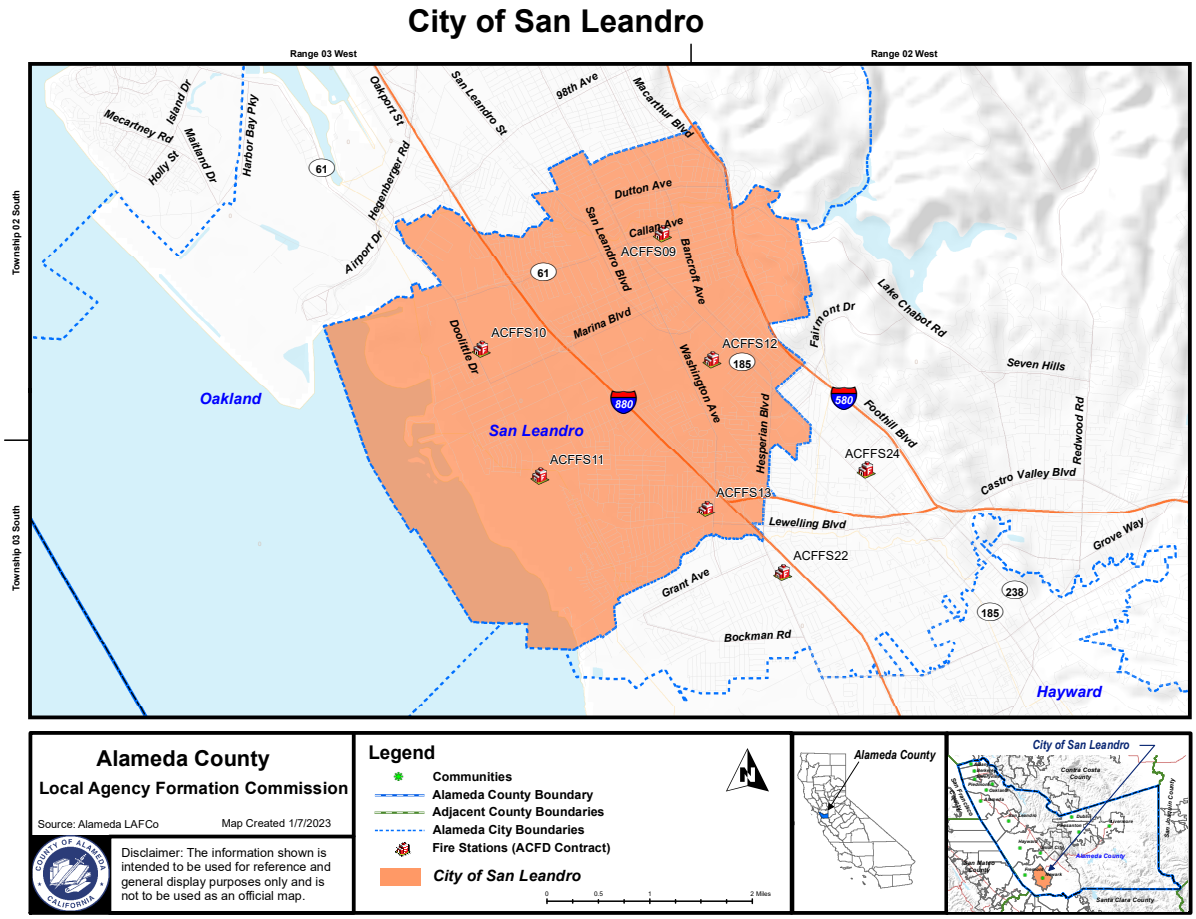
The contract between ACFD and the City of San Leandro for fire and emergency services began in 1995. The department works out of five fire stations throughout the City and allows for access to a number of specialized response teams.

The City of San Leandro was last included in an MSR Update by the Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

Boundaries

Altogether, the City of San Leandro is comprised of 15.4 square miles. This includes 13.3 square miles of land, or roughly 8,500 acres, as well as 2.1 square miles of water along the San Francisco Bay. Situated 30 miles north of San Jose and 15 miles southeast of San Francisco, the City is bound by Oakland in the north and by the unincorporated communities of San Lorenzo and Ashland in the south. The San Francisco Bay lines the western portion of the City and in the east, it is bounded by the East Bay hills. Figure 19-1 depicts the City's boundaries and sphere of influence.

Figure 19-1: City of San Leandro Boundaries and SOI



Extra-territorial Services

The City of San Leandro does not provide services outside of its boundaries. It does, however, contract with ACFD who is responsible for the execution of fire suppression and emergency medical services within its City limits as well as throughout other cities in its District.

Unserved Areas

There have not been any areas identified as unserved by either the City of San Leandro or ACFD. ACFD indicates it is able to provide services throughout the bounds of the City of San Leandro with its access to five fire stations located within the City.

Sphere of Influence

The City of San Leandro's city limits and SOI are contiguous, with areas of the planning area extending beyond the City limits in the east and southeast. These portions of the sphere located outside of the City limits include the unincorporated areas of Ashland, Hillcrest Knolls, parts of the Castro Valley, and open land.[463] The City of San Leandro has not made an effort to annex Ashland or the western Castro Valley; however, it has expressed interest in amending the SOI to include the former San Leandro Rock Quarry, which is east of the City.[464] The current SOI for the City of San Leandro was last reaffirmed on January 12, 2018.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents and on a website.

The City of San Leandro has a government structure with a City Manager and a City Council. There are six City Council Members based in six districts, in addition to the Mayor. Each is elected at large to serve staggered four-year terms. Current council member names, positions, and term expiration dates are shown in Figure 19-2.

The governing body meets regularly on the first and third Monday of each month at 6:30 pm in the City Council Chamber at 835 E. 14th Street. Work session meetings are held at 6:30 pm on the second Monday of every month and the fourth Monday as necessary. Meetings are

[463] City of San Leandro, General Plan, p. 1-4, 2015
[464] City of San Leandro, General Plan, p. 3-104, 2015

live-streamed on the City's Council Meeting Agendas Page of the City's website and through public access TV on Comcast channel 15 and AT&T U-verse channel 99. Agendas are made available online, posted outside City Hall, or by contacting the City Clerk's office before each meeting. Board actions and meeting minutes are available online and through the City Clerk's office. The City also discloses finances, plans, and other public documents online.

Figure 19-2: City of San Leandro Governing Body

GOVERNING BODY				
Manner of Selection	Elections at large			
Length of Term	4-year staggered terms for council members and Mayor, each with a 2-term limit			
Meetings	First and third Monday each month City Council Chamber 835 E. 14th Street, City of San Leandro, CA 94577 Also streamed on the City's website, Comcast channel 15, and AT&T U-verse channel 99			
Agenda Distribution	Posted online, posted at City Hall, and via the City Clerk			
Minutes Distribution	Posted online, and via the City Clerk			
COUNCIL MEMBERS				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Juan Gonzalez III	Mayor	2026	Elected	4 Years
Celina Reynes	Council Member, District 1	2026	Elected	4 Years
Bryan Azevedo	Vice Mayor, Council Member District 2	2024	Elected	4 Years
Victor Aguilar Jr.	Council Member, District 3	2026	Elected	4 Years
Fred Simon	Council Member, District 4	2024	Elected	4 Years
Xouhoa Bowen	Council Member, District 5	2026	Elected	4 Years
Pete Ballew	Council Member, District 6	2024	Elected	4 Years
CONTACT				
Contact	Fran Robustelli, City Manager			
Mailing Address	835 E. 14th Street, City of San Leandro, CA 94577			
Phone	510-577-3319			
Email/Website	frobustelli@sanleandro.org www.sanleandro.org			

In cooperation with ACFD, the City of San Leandro participates in various community outreach events related to fire and emergency services, such as CPR and fire extinguisher training and a community disaster preparedness program. ACFD also organizes community and school educational programs, which stress the importance of fire prevention and juvenile fire setter intervention.

As of 2021, all of the City of San Leandro's council members have filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

Through its Community Care Initiative, all complaints concerning the City of San Leandro or any of its employees are investigated, and a response is provided to the complainant. Constituents may file complaints in several ways, including online and by phone. There is also a 311 mobile application and a website called MySL, where residents may report maintenance issues. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is also legislation in effect to help ensure special districts adhere to accountability standards. One, California AB 2257 (Government Code §54954.2), is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website. The City of San Leandro is in compliance with each of these regulations.

The City of San Leandro demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City accounts for its fire and emergency services in several of its planning and management documents, particularly in the annual budget and General Plan. However, as ACFD's services are contracted, the department abides by its own planning and management practices as outlined below.

The ACFD's FY 21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year, since the 2019 fiscal year. Of these 559 positions, 511.42 are considered full-time equivalents for management and non-management positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfill various services offered. The Fire Chief oversees four branches—Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch, the EMS, Information Technology, and Special Operations divisions are part of the Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology, Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

ACFD, as a component of the Alameda County government, is required to conduct value-based budgeting. The goals of this process involve funding agreed-upon service levels, identifying revenues and expenditures as one-time or continuing, and maintaining adequate contingency and reserve funds.

ACFD battalion chiefs evaluate the operations of their respective battalions on an ongoing basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through the chief officer's performance reviews, identifying staffing and resource deficiencies.

ACFD has set policy goals and objectives to ensure fire service efficiency and effectiveness. ACFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and disasters to all Alameda County citizens and to ensure that local, State and federal mandated and discretionary service levels are maintained within the communities served.

The County manages ACFD's finances. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The County's Capital Improvement Plan (CIP) includes the District's capital needs. ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.

The City of San Leandro also has a work plan in place to review services provided by ACFD. These management practices are largely outlined in the City's contract with ACFD, which is executed on a continuous term. Response times and response levels are indicated in this contract and are tools for measuring satisfactory service levels. The City agrees to cooperate with ACFD to forecast staffing needs as necessary based on population growth and development plans and analyze employee turnover and attrition to meet hiring demands. The Fire Chief is designated to act as the direct liaison to the City Manager and is obligated to attend, or provide a representative to attend, meetings as requested, including City Council meetings, and to discuss the budget, operations, and other topics as necessary. The ACFD Fire Marshall must attend all the required meetings relating to the City's ability to meet its fire prevention needs. As a means of accountability and transparency, ACFD also provides requested reports to the City Manager, takes part in yearly audits of financial performance, must provide written notice of service level changes, and allows two City representatives to be a part of the ACFD Advisory Fire Commission.[465]

A critical component of the City of San Leandro's planning documents is its Climate Action Plan (CAP), which serves as a comprehensive strategy to reduce greenhouse gas (GHG) emissions and adapt to changing climate conditions. The City's current CAP, adopted in 2021, is an update to the City's previous 2009 plan and provides updated information, an expanded set of GHG reduction strategies, climate adaptation strategies, and a planning horizon of 2050. The plan outlines the City's goal of achieving emissions reductions of 40 percent below 2005 levels by 2030 and 80 percent below 2005 levels by 2050.[466]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses and historical and anticipated population growth.

[465] ACFD, Agreement between the City of San Leandro and ACFD Regarding Fire and Emergency Response Services, Beginning September 20, 2005.
[466] San Leandro 2021 Climate Action Plan, July 2021, p. ES-1 – ES-2.

When development plans are processed, ACFD reviews plans and works with planning staff from the County or affected city to ensure that fire codes are met and fire access and other issues are addressed as conditions of approval. The impacts of emergency fire and medical services are also addressed as part of any environmental review prepared for a development project. ACFD utilizes a collaborative process with local jurisdictions to forecast fire service needs so that local needs and trends can be identified, and service trends developed.

Land Use

The City of San Leandro consists of approximately 8,500 acres of land. The entirety of the City is essentially built out and nearly half of this space is for existing residential use. There are roughly 1,360 acres of industrial use land which represents the next largest land use in the City at almost 20 percent~~%~~. Parks and open spaces represent roughly 1,000 acres which is approximately 14 percent~~%~~ of land uses. The 2015 GP states that only 2.6 percent~~%~~ of land is vacant. There is an average residential density of 9.5 units per acre with most higher density housing, that can be as high as 90 units per acre, located near the Downtown area.

Single family detached homes represent 2,600 acres of land in the City. While there is retail space in the downtown area, the largest amount of commercial retail acreage is located along East 14th Street, Washington Avenue, MacArthur Boulevard and Marina Boulevard. Industrial uses are primarily situated in the west and northwest regions of the City as well as in the central portion east of I-880 and south of Marina Boulevard. Most of the public and institutional space within the City of San Leandro, which accounts for six percent~~6%~~ of land use, is scattered throughout various neighborhoods. Parks and open space comprise over 14 percent~~%~~, or roughly 1,000 acres, of the land use in the City. Of this acreage, approximately 450 acres consist of wetlands in the southwest side of the City.

There exist three square miles in the east and southeast of the San Leandro Planning Area that is beyond the City's bounds in unincorporated Alameda County. The City of San Leandro has the responsibility of advising the County of its land use. There are several land use objectives for this region, including the potential to annex the City's former rock quarry into its SOI, and collaborating with the City of Oakland about areas of mutual concern.[467]

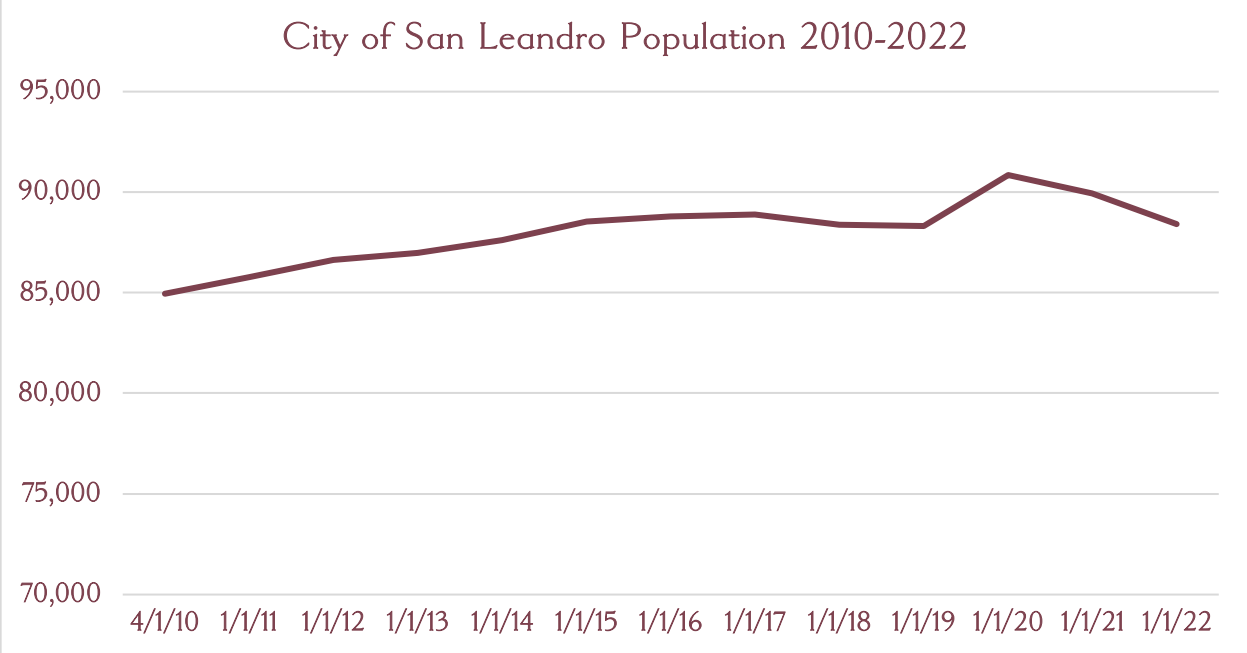
Current Population

According to the California Department of Finance's US Census results, the City of San Leandro has a population of 91,008 as of April 1, 2020. The population has mostly seen steady

[467] City of San Leandro, General Plan, p. 3-106, 2015

growth year after year, with a marked increase of more than double between 1950 and 1960. The City represents roughly 23 percent~~%~~ of the ACFD's territory based on the 2022 population estimates within the District. This is a population increase of 6,058, or just over six percent~~6%~~, since 2010, as seen in Figure 19-3. The median household income for the City is $86,604. Roughly 65 percent~~%~~ of the population over 16 years of age is in the labor force and 83 percent~~%~~ of the population over age 25 holds a high school degree or higher.

Figure 19-3: City of San Leandro Population, 2010-2022



Projected Growth and Development

Based on the Association of Bay Area Governments (ABAG) growth projections, the total population of the City of San Leandro is expected to increase by slightly more than five percent~~5%~~ between 2020 and 2030. In contrast, the entire area within ACFD is anticipated to grow by an average annual growth rate of 0.8 percent by 2035. Increases in the number of housing units and jobs are also expected. ABAG data shows the total number of housing units is projected to grow by roughly five percent~~5%~~ between 2020 and 2040 to 36,920, and the total number of jobs is also projected to increase by just over eight percent~~8%~~, or roughly 4,915, in that same timeframe.

The City of San Leandro is mostly built out with limited availability of vacant land. Vacant space is concentrated in industrial areas near the City's significant arterials, with some vacancies in the San Leandro Hills. Eight acres at the north end of Preda Street are already

committed to residential development. Otherwise, most development opportunities will rely on land that has not been developed to its full potential or underutilized commercial and industrial properties; however, the City states this potential can vary depending on the definition of what is underutilized and based on other environmental and design challenges.

The City has identified various areas of planned and proposed developments. In 2017, the City of San Leandro established an Opportunity Zone Dashboard to track community development that provides tax incentives for such investments. One Opportunity Zone is the Bay Fair Transit Oriented Development which encompasses 154 acres of largely retail and commercial uses. Described as a higher-density mixed-use transit village near the BART Station, there is a Bay Fair TOD Specific Plan to support the long-term vision of this project. Another highlighted Opportunity Zone is the 30-acre San Leandro Business Center which would be an industrial use development. The City has also stated it would like to prioritize the Monarch Bay Shoreline Development Project, which is proposed to add 500 housing units, a hotel, two restaurants, a public park, and a library. There are also plans for additional residential, commercial, and industrial spaces already underway, such as the Parrott St. Apartments. These projects would impact service demand and fire and emergency response access due to the aforementioned growth predicted in these areas.

Many of the development projects within the City of San Leandro are intended to develop its publicly owned shoreline with housing options as well as retail and other commercial space. Significant development projects are shown in Figure 19-4. These plans are part of the Bay Fair Transit-Oriented Development Plan, which aims to create a sustainable, walkable community hub with convenient access to many mixed-use spaces.

Figure 19-4: City of San Leandro Planned or Proposed Development Projects, 2023

CITY OF SAN LEANDRO DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Washington Ave. Apts.	72	
E. 14th St. Housing	221	
Loro Landing	62	
Maplelane	39	
Alvarado-Antonio	687	
Poppy Lane	18	
Bancroft Housing	42	
Bay Fair	497	
Town Hall Square	180	
Centro Callan	196	
268 Parrott Street	26	
Multi-restaurant		10,600
SI Tech Campus		396,000
Creekside Plaza		77,000

TOTAL	2,040	483,600

Growth Strategies

ACFD stated that collaboration with the City of San Leandro, as well as the other cities in its service area, will be vital to be able to meet demand through continued periods of growth. This will include communicating forecasted needs based on analysis of the City's population projections, development plans, and employee turnover and attrition in order to estimate staffing needs.

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUCs) that meet the basic, State-mandated criteria within the ACFD's service area, including the City of San Leandro.

Financial Ability to Provide Services

Financial Ability to Provide Services

The City of San Leandro Fire Department has the financial ability to continue to provide services. Its contract with ACFD has grown at a moderate rate slightly lower than other Citywide services, helping the City to manage reduced revenues during COVID-19. Although the City drew on its reserves during the pandemic, it still retains healthy reserves and anticipates future economic growth and fiscal stability.

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 3.2 percent annual average rate, comparable to the rate of inflation over that period.[468] Contract services from the Alameda County Fire Department (ACFD) represent nearly the entire fire department budget with the exception of periodic capital and equipment related expenditures. EMT reimbursements from Alameda County ($679,000 in FY2021-22) partially offset expenditures.

[468] City of San Leandro City Manager's Proposed Budget Fiscal Years 2022 and 2023; City Council's Adopted Budget Fiscal Years 2020 and 2021.

Fire department funding from the City's General Fund represents the balance of needed funds. The City's General Fund has experienced annual revenue growth averaging 2.5 percent that has been slower than continuing average annual expenditure growth of 4.4 percent from FY2017-18 through FY2021-22. Budget shortfalls caused by COVID-19 have been mitigated through the use of fund balances and reserves, and funding from the federal government's American Rescue Plan. The City projects long-term improvements in its fiscal stability from ongoing economic developments and related increases in the City's economic base and tax revenues.

Reserves

The City allocates its unrestricted fund balances towards major emergencies, economic uncertainty, and other potential future uses. As of June 30, 2021 the City's fund balances totaled approximately $66 million, or about 45 percent of General Fund expenditures, a "high" level of reserves.

Fire Services

Service Overview

Since 1995, the City of San Leandro has contracted with ACFD to provide fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. Three specialized response teams are available to the City through ACFD: the hazardous materials unit, the urban search and rescue unit, and the water rescue team unit. Figure 19-5 details the services provided by ACFD. If another agency offers a service, it is indicated in the figure.

Figure 19-5: City of San Leandro Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE

Boat With Fire Suppression Capabilities	Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department
Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Provider	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department
Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Alameda County Fire Department
Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department

Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department
Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department
Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department
Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

Collaboration

The City of San Leandro is one of several agencies that collaborate with ACFD. In addition to contracting with the cities of Dublin, Emeryville, Newark, and Union City for fire suppression and emergency services, ACFD has an automatic aid agreement with the City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department. ACFD also has a mutual response agreement with the Oakland Fire Department to provide coverage to the Bay-O-Vista area and the South Oakland Hills. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680. There is also a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

Additionally, ACFD collaborates with the County to receive a variety of administrative services and to work in conjunction with the Alameda County Sheriff's Department and Alameda

County Emergency Medical Services. ACFD and California's Office of Emergency Services also have an agreement for dispatch needs.

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. ACFD firefighters who are specially trained can be dispatched nationwide to assist with disaster response.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). In conjunction with ACFD, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand-in-hand with local police departments for welfare checks as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

For FY 20, ACFD stated there were a total of 42,363 service calls overall. This is a steady 19 percent~~%~~ increase since FY 13. Of those calls, 10,228, were for the City of San Leandro which accounts for 25 percent~~%~~ of the total. The call types are broken down in Figure 19-5.

Between 2014 and 2016, the most recent analysis period for the Standards of Cover, the number of incidents per year for all of the stations in the City was 3,008. This represents roughly 52 percent~~%~~ of total incidents for all ACFD stations. Based on the top ten stations with the most incidents, half of these stations are in the City of San Leandro, with Station 24 comprising the most incidents during the 2014-2016 timeframe with 1,032. Figure 19-6 shows the number of calls for FY 20 for each type of service for the City.

Figure 19-6: City of San Leandro Service Calls by Type, 2020

2019-2020 SERVICE CALLS BY TYPE FOR CONTRACT AGENCIES									
	Structure Fires	Other Fires	EMS/Rescue	Hazardous Condition	Service Calls	Good Intent	False Call	Cancelled Enroute	Total
San Leandro	131	176	7,004	177	869	593	519	759	10,228

Staffing

ACFD is responsible for staffing its Department to provide services to the City of San Leandro directly. ACFD follows minimum daily staffing requirements per unit. These standards include

3-4 firefighters per day for Engine Units, Aerial Ladder Truck Companies and Quints, and four firefighters per Technical Rescue Unit. These staffing guidelines ensure an Effective Response Force for serious fires and wildland areas and a multiple-unit force (first alarm response) designed to contain the emergency without the need for greater alarms.

ACFD's objectives include personnel trained and ready for emergency response 100 percent of the time and responding to all calls for service within the service area. The Department states that newly hired paid firefighters are required to have Firefighter Recruit Academy training, although the monthly training hours for firefighters vary.

ACFD provides education for staff that meets State mandated requirements for Emergency Medical Technicians and Paramedics, and the staff also assists in enforcing State and local fire codes and standards through the review and approval of building and facility plans. Community service objectives for ACFD staff include coordination of public education, events, and disaster operation activities within the communities served. The City's GP, however, has indicated a goal to restore staffing levels beyond those of ACFD in an effort to adequately provide emergency preparedness training and education. This is particularly relevant as the City of San Leandro is located on the Hayward Fault and is at an increased risk of wildland fires. [469]

Facilities and Capacity

The following information is specific to ACFD's operations within the City of San Leandro. For more details about ACFD's facilities, see chapter four.

The City of San Leandro is home to six of 29 ACFD fire stations throughout the District. These stations are shown in Figure 19-7. There is also a fire prevention bureau within the City of San Leandro, as there is one within each agency that contracts with ACFD.

Figure 19-7: City of San Leandro Fire Facilities

ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 9 (formerly station 1)	450 Estudillo Ave., San Leandro, CA 94577	City of San Leandro	Not provided	Not provided
Station 10 (formerly station 2)	2194 Williams St., San Leandro, CA 94577	City of San Leandro	Not provided	Not provided

[469] City of San Leandro, 2015 General Plan, p. 6-14, 6-4.

Station 11 (formerly station 3)	14903 Catalina St., San Leandro, CA 94577	City of San Leandro	Not provided	Not provided
Station 12 (formerly station 4)	1065 143rd Ave., San Leandro, CA 94577	City of San Leandro	Not provided	Not provided
Station 13 (formerly station 5)	637 Fargo Ave., San Leandro, CA 94577	City of San Leandro	1953	Not provided
Station 24	1430 164th Ave., San Leandro, CA 94578	City of San Leandro	Not provided	Not provided
San Leandro Fire Prevention Office	835 East 14th Street, San Leandro, CA 94577	City of San Leandro	Not provided	Not provided
Training Facility	890 Lola St., San Leandro, CA 94577	City of San Leandro	Not provided	Not provided

Of the fire stations within the City of San Leandro, Station 11 currently serves the largest area at approximately four-square miles. It hosts an engine company and is responsible for water rescue for the San Francisco Bay. Its rigid hull boat is kept at the San Leandro Marina. Station 12 houses both an engine and truck company but also contains the HazMat Response vehicles and the Battalion Chief for Battalion four. The City is also home to a training facility consisting of a four-story cement tower, a one-story wooden residence-type structure, auto extrication training capabilities, as well as other areas such as a classroom and office area. The City of San Leandro has the largest number of critical facilities and infrastructure of all five of ACFD's contracted cities with 43. This is notable as inaccessibility issues or damage during a significant emergency could impact service.

According to the 2017 Standards of Cover Risk Assessment (SOC), none of the City's engine or ladder companies approach maximum thresholds for unit-hour utilization, indicating additional units do not need to be added during peak hours at this time. Station 12 was the only station within the City to exceed five minutes (5:37 minutes) of travel time to a call which is slightly over the four-minute goal for best practices. However, this is a typical response time amongst all ACFD stations, with only one station being under the four-minute threshold.[470]

[470] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 47, 9/1/17.

Dispatch and Communications

There are a few ways the City of San Leandro communicates with residents to transmit important health and safety information. These methods include broadcasting emergency messages over public access television channels Comcast channel 15 and AT&T U-Verse channel 99, local radio channel AM 1610, and utilizing its multiple social media channels such as Facebook, Twitter, Linkedin, Nextdoor, and Youtube.

ACFD is responsible for coordinating dispatch communications for the City's service calls. The regional 9-1-1 dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore, and Pleasanton, and the County EMS transport provider Paramedics Plus ambulance service. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire, or medical emergency, the telephone provider first routes the calls to the public safety answering point (PSAP) dispatcher. The first-response dispatcher immediately determines the type or need of the call and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches ACFD and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

As previously mentioned, ACFD contracts with four agencies in addition to the City of San Leandro for fire and emergency response services. To do this, it shares personnel, dispatching services, and facility resources as necessary, not specifically in relation to the City. Consolidating facilities and shifting personnel is not uncommon, for instance, Station 8 firefighters having been relocated to Station 20, which is the Lawrence Livermore National Laboratory site. Another example is that Station 15 currently houses ACFD Reserve Firefighters, apparatus and equipment even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.[471]

[471] Alameda County Fire Department, https://fire.acgov.org/AboutUs/facilities.page?, page accessed 3/9/22

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would particularly improve efficiencies in service delivery, especially EMS delivery.[472]

Infrastructure Needs

The City of San Leandro has made various improvements and purchases to support its facilities in recent years. This has included the purchase of a fire pumper truck, two fire engines, completing a parking lot project for Station 13, and replacing two fire stations rather than funding a seismic retrofit of existing stations. Looking forward, funded projects currently affecting fire and emergency response facilities include replacing the HVAC equipment at Station 12 and most notably, replacing Station 13 with a new 6,000 square foot facility due to lack of space and heavy use over nearly 70 years.[473]

There are also capital improvement projects specific to ACFD in the County's Annual Capital Improvement Plan (CIP). For more information, refer to chapter 4.

Challenges

The City of San Leandro, like many other cities, noted a challenge being faced is managing the City's service needs while facing increasing costs and the need to grow revenue, particularly in light of the COVID-19 pandemic as a result of the unprecedented impact on businesses, unemployment, and revenues. Still, there are several active development projects, especially in terms of shoreline development throughout the City which affects fire and emergency response, most noticeably due to traffic congestion. As stated in the service adequacy section, the SOC has indicated that various response times could be improved, although none are presently passing a threshold to necessitate additional stations or units be implemented.

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For

[472] Alameda County Fire Department, SoGo Survey Responses, July 2021
[473] City of San Leandro, CIP FY20-21, p. 260

example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

ACFD has not indicated whether any complaints regarding fire service for the City were received in FY 21.

Each of ACFD's contract cities abides by individualized performance measures according to its agreement. See Figure 19- 8 for agreed-upon response times between ACFD and the City of San Leandro.

Figure 19-8: Response Time Policies by Contract City

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of San Leandro	Arrive within 5 minutes from the time the Company is first dispatched for 90 percent% of all incidents.	Arrival of first due company within 5 minutes from when they are first dispatched for 90 percent% of incidents. Remaining units in first alarm assignment should arrive on the scene of an incident within 10 minutes or less from when the first due company begins responding for 90 percent% of all incidents.

Based on the City's five-minute standard for arrival after dispatch, all the City of San Leandro stations exceeded the limit by over one minute as of 2017.[279] However, ACFD has its own response time measures that it reports to the County, the fire commission, and the contract cities. There are four specific response times based on the status of a call and the guidelines are based on NFPA 1710 standards for fire departments. ACFD does meet its performance goal of having the first unit on scene within 7:30 minutes of the fire dispatch call pick-up 90 percent of the time.

The most recent risk assessment for ACFD was released in 2017. This report shows that the number of incidents per year for Stations 9 and 10 increased significantly between 2014 and 2016 by 23 percent% and 54 percent%, respectively. Station 10 nearly saw a doubling of incidents between 2014 and 2015 alone, increasing from 36 to 66. Stations 11, 12, and 13 had a relatively steady number of incidents, with an overall decrease in the same timeframe. Station 9 had, by far, the highest total number of incidents, with 959, while Station 11 had the least, with 26.[280]

For more specific information related to the Department's overall service adequacy, please refer to Chapter 4.

City of San Leandro Fire Department MSR Determinations

Growth and Population Projections

19-1: The City's current population is 91,008. Continued growth is expected and is likely to affect service adequacy in the future.

19-2: The City of San Leandro is essentially built out. Any future growth is primarily focused on the area near the BART station, such as the Bay Fair TOD, and on shoreline development.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

19-3: There are currently no DUCs identified within the City of San Leandro and no SOI amendments are recommended at this time.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

19-4: ACFD is currently able to provide adequate services and service response times to the City of San Leandro. These measures will need to be continually reevaluated based on population projections and anticipated development to ensure facility and infrastructure needs are met.

19-5: The primary infrastructure need is completing the replacement of Fire Station 13.

Financial Ability of Agencies to Provide Services

19-6: The City of San Leandro Fire Department has the financial ability to continue to provide services. Its contract with ACFD has grown at a moderate rate, slightly lower than other Citywide services, helping the City to manage reduced revenues during COVID-19. Although the City drew on its reserves during the pandemic, it still retains healthy reserves and anticipates future economic growth and fiscal stability.

Status of, and Opportunities for, Shared Facilities

19-7: Because the City of San Leandro contracts with ACFD, there are no identified opportunities for shared facilities specifically relating to the City.

19-8: ACFD has outlined and should fulfill its effort to establish a fire-based ambulance transport model. This would improve efficiency of service and create an alternative revenue stream for the Department.

19-9: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

19-10: The City of San Leandro abides by all legislative obligations for accountability and governance practices.

19-11: The City of San Leandro demonstrated transparency when sharing information for the creation of this report.

19-12: No governance structure alternatives specific to the City of San Leandro were identified over the course of this review, however, ACFD, in contract with the City, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

20. CITY OF UNION CITY FIRE SERVICES

AGENCY OVERVIEW

BACKGROUND

The City of Union City is one of five cities that contracts with the Alameda County Fire Department (ACFD) for fire suppression and emergency medical services.

Incorporated as a general law city in 1959, the City of Union City was the result of joining the Cities of Alvarado and Decoto.[474] Located in the "East Bay" of the San Francisco Bay area, it is along the I-880 corridor in the Silicon Valley. Situated roughly 20 miles north of San Jose and 20 miles south of the City of Oakland, it is primarily comprised of low-density residential housing and provides easy access to regional transportation options.[475]

As of the 2020 US Census, the City had a total recorded population of 70,143.[476] Rooted in diversity, over 45 percent~~%~~ of its residents were born outside the United States. While more than 90 percent~~%~~ of the workforce commutes outside of City bounds for employment, the City of Union City is still home to a growing number of industries ranging from retail and warehousing to technology and the medical field, with Walmart being one of the biggest employers in the area.[477] [478]

The City of Union City is served by a City Council and City Manager. It provides various services, including parks, youth and family services, and transportation.

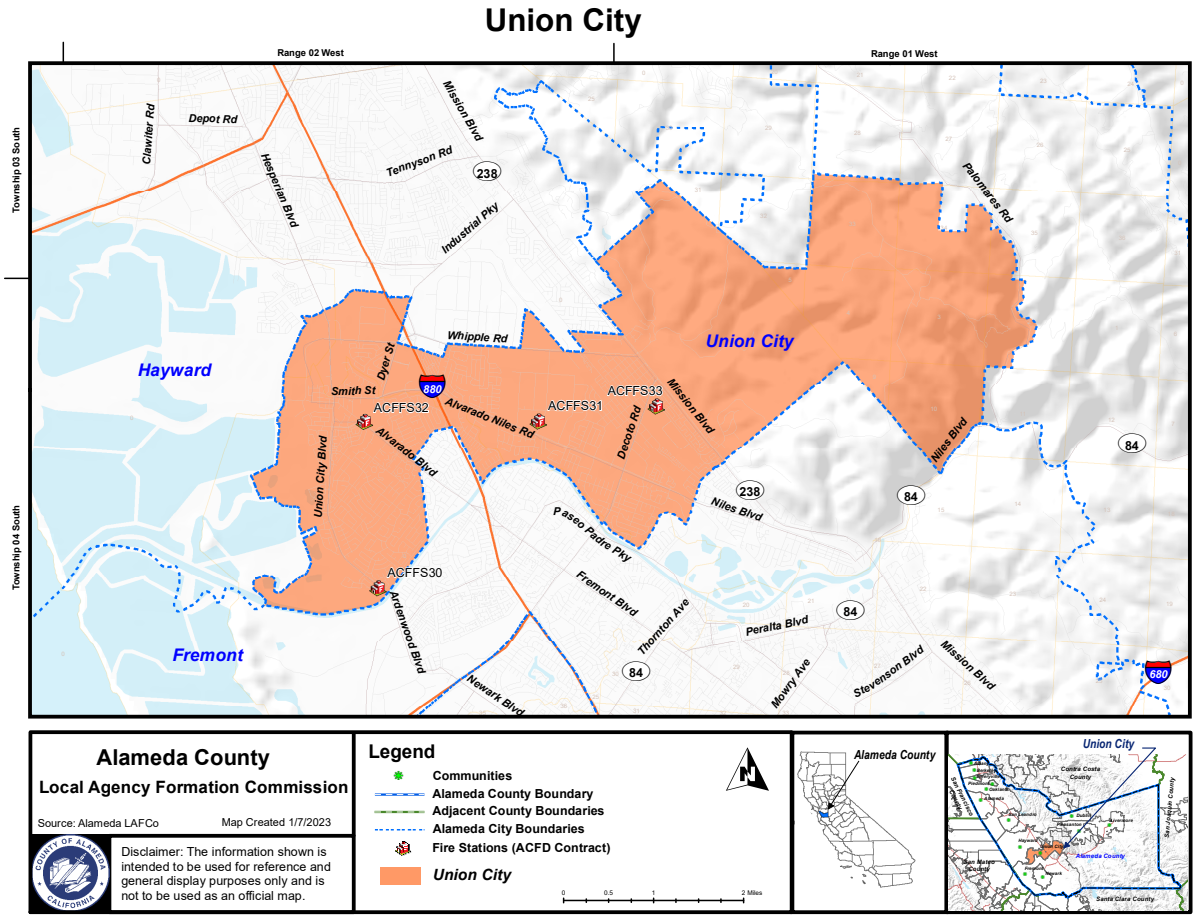
The City of Union City was last included in an MSR Update by the Alameda LAFCO that was adopted in 2018. There was also a Countywide MSR update for water, wastewater, flood control and stormwater services completed in 2021. The focus of this MSR is limited to the fire and emergency medical services provided by the City.

[474] City of Union City, Budget Book, FY19-20 and 20-21 Biennial Operating Budget and FY19-20 and 23-24 Five-Year Capital Improvement Plan, p. 19
[475] City of Union City, Union City General Plan, Introduction, p. 1
[476] 2020 US Census, https://www.census.gov/quickfacts/fact/table/unioncitycitycalifornia/POP010220, accessed 12/16/22
[477] City of Union City, Budget Book, FY19-20 and 20-21 Biennial Operating Budget and FY19-20 and 23-24 Five-Year Capital Improvement Plan, p. 19
[478] City of Union City, Union City General Plan, Introduction, p. 2.

Boundaries

The City of Union City is comprised of 19.4 square miles. The cities of Hayward and Fremont, which are also ACFD contract cities, surround the City to the north and south, respectively. There are hillsides on the eastern border of the City and the San Francisco Baylands to the west.[479] Figure 20-1 depicts the City's boundaries, which are also the service area for services provided by contract by ACFD.

Figure 20-1: City of Union Boundaries and SOI



Extra-territorial Services

The City of Union City does not provide services outside of its boundaries but does contract with ACFD, which is responsible for the execution of fire and emergency medical services within the city limits. However, ACFD fire stations that serve the City of Union City may provide services outside the city limits based on auto and mutual aid agreements.

[479] City of Union City, Union City General Plan, Introduction, p. 1.

Unserved Areas

There are no unserved areas in the City of Union City. ACFD is able to provide services throughout its bounds with access to the fire stations located throughout the city limits.

Sphere of Influence

The City of Union City's sphere of influence was first established in 1979 and later amended. At present, the SOI is coterminous with the city limits, and no changes are anticipated. The current SOI was last reaffirmed on January 12, 2018.[480]

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here focus on 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a website with the required content and other useful information, 3) timely ethics training for board/councils members and an adopted reimbursement policy, 4) a defined complaint process designed to handle all issues to resolution, 5) adopted bylaws that provide a framework and direction for governance and administration, 6) adoption of a conflict-of-interest code as required by law, 7) proper filing of Form 700 by the governing body members, and 8) transparency of the agency as indicated by cooperation with the MSR process and information disclosure at meetings, in documents, and on a website.

The City of Union City has a government structure with a City Manager, an elected mayor, and four council members serving staggered four-year terms on the City Council. Current council member names, positions, and term expiration dates are shown in Figure 20-2.

The City Council meets every second and fourth Tuesday of the month at 7:00 pm at City Hall in Union City, CA. Agendas for each weekly meeting are accessible from the City Clerk and made available online. Board actions and meeting minutes are available online and through the City Clerk as well. Through the City's website, the public can access live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. Public meetings are also aired on UCTV channel 15.

Figure 20-2: City of Union City's Governing Body

GOVERNING BODY	
Manner of Selection	Elections at large for mayor and by district for council members

[480] Alameda LAFCO, Resolution No. 2018-15, Reaffirm the Existing Soi for the City of Union City, 1/12/18

Length of Term	4-year terms with a limit of three full consecutive terms
Meetings	2nd and 4th Tuesday of each month at 7pm Council Chambers at City Hall 34009 Alvarado-Niles Road, Union City, California 94587
Agenda Distribution	Posted online, and through the City Clerk
Minutes Distribution	Posted online and available through the City Clerk

COUNCIL MEMBERS					
Member Name	District	Position	Term Expiration	Manner of Selection	Length of Term
Carol Dutra-Vernaci		Mayor	2024	Elected	4 Years
Gary Singh	1	Councilmember & Vice Mayor	2024	Elected	4 Years
Jaime Patino	2	Councilmember	2026	Elected	4 Years
Jeff Wang	3	Councilmember	2026	Elected	4 Years
Scott Sakakihara	4	Councilmember	2026	Elected	4 Years

CONTACT	
Contact	Joan Malloy, City Manager
Mailing Address	34009 Alvarado-Niles Rd., Union City, CA 94587
Phone	510-675-5344
Email/Website	joanm@unioncity.org

The City of Union City participates in community outreach events such as annual city festivals, holiday activities, job fairs, and community educational programs. ACFD also has specific fire prevention and emergency safety programs available to City residents.

While the Mayor's most recent Form 700 filing is from 2018, the four remaining council members have current filings for Form 700 with the California Fair Political Practices Commission, indicating transparency in their economic interests.

There is a conflict-of-interest code, and bylaws, outlined in the municipal code as lawfully required.

All complaints concerning the City of Union City or any of its employees are investigated, and a response is provided to the complainant. Constituents can file complaints in several ways, including online and by phone. All complaints are handled by the appropriate department and overseen by the City Manager as needed.

There is legislation to help ensure public agencies adhere to accountability standards. California AB 2257 (Government Code §54954.2) is an update to the Brown Act and indicates requirements for methods by which an agenda for all meetings should be made available on an agency's website, such as mandating a direct link (not in a dropdown menu) to an agenda on the primary (home) page of an agency's website. While the City of Union City does post agendas online, they are not currently in compliance with this regulation as there is not a direct link to these documents on the City's homepage.

The City of Union City demonstrated accountability in its disclosure of information and cooperation with the LAFCO questionnaires and other requests for information.

Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The City of Union City accounts for its fire and emergency services in a number of its planning and management documents, particularly in its agreement with ACFD, its annual budget, and the General Plan. The City is likewise following a Climate Action Plan and a Hazard Mitigation Plan in an effort to curb the significant impacts of climate change and its potential to affect the City. With regard to fire and emergency response services, rising sea levels, flooding, and wildfires are predicted to increase. Wildfires are expected to increase due to drought, high winds, and heat waves brought on by rising temperatures from greenhouse gas emissions. Although wildfire risk is relatively low in the City of Union City, the eastern portions of the City near the hillsides are at a higher risk. These concerns inform aspects of the City's various planning documents, which outline prevention efforts such as vegetation management, greenhouse gas reduction, and fire prevention education and training. Development considerations are also paramount, particularly with respect to their location and preventing further building in higher-risk areas.

Being that the City contracts with ACFD for services, ACFD abides by its own planning and management practices, as referenced here. ACFD's FY 21 budget indicates it has 559 authorized positions. This is an increase of 12, year over year, since FY 19. Of these 559 positions, 511.42 are considered full-time equivalents for management and non-management

positions. Additionally, the department indicates it has 100 reserve firefighters to help fulfill various services offered. The Fire Chief oversees four branches–Operations, Communications and Special Operations, Administrative Support Services, Fire Prevention and Community Outreach. Each branch has its own divisions. The Training division falls under the Operations branch, the EMS, Information Technology and Special Operations divisions are part of the Communications and Special Operations branch, and the divisions for Fleet Management, Financial Services, Facilities, and Human Resources are part of the Administrative Support Services Branch.

The Fire Chief provides the leadership and management overall. The Deputy Chief for Operations oversees the training division, three Operation Divisions, and the reserve program. The Administrative Services Director oversees Administrative Support Services by managing contracts and services, facilities, financial services, fleet management, and human resources. The Deputy Chief for Communications and Special Operations manages the Alameda County Regional Emergency Communications Center (ACRECC), EMS, information technology, Alameda County Operations Area & California Incident Command Certification Center (CICCS), and Special Operations.

ACFD, as a component of the Alameda County government, is required to conduct value-based budgeting. The goals of this process involve funding agreed-upon service levels, identifying revenues and expenditures as one-time or continuing, and maintaining adequate contingency and reserve funds.

ACFD battalion chiefs evaluate the operations of their respective battalions on an ongoing basis. ACFD also conducts annual personnel evaluations. Managers annually review goals and objectives for the coming year and goal achievements for the previous year. ACFD monitors its workload through the chief officer performance reviews which identify staffing and resource deficiencies.

ACFD has set policy goals and objectives to ensure fire service efficiency and effectiveness. ACFD aims to provide emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and disasters to all Alameda County citizens and to ensure that local, State and federal mandated and discretionary service levels are maintained within the communities served.

The County manages ACFD's finances. County financial planning documents include an annual budget and Comprehensive Annual Financial Report (CAFR). In addition, ACFD has financial statements audited annually. The County's Capital Improvement Plan (CIP) includes

the District's capital needs. ACFD adopted a Fire and Emergency Services Strategic Business Plan; the most recent update was for the years 2015-2019. Additionally, the District participates in the Region II plan for the Office of Emergency Services.

The City of Union City cooperates with ACFD to forecast staffing needs as necessary based on population growth and development plans and analyze employee turnover and attrition to meet hiring demands. Response times and response levels are indicated in the City's contract with ACFD and are tools for measuring satisfactory service levels. The Fire Chief is designated to act as the direct liaison to the City Manager and is obligated to attend, or provide a representative to attend, meetings as requested, including City Council meetings, and to discuss the budget, operations, and other topics as necessary. The ACFD Fire Marshall is obligated to attend all necessary meetings relating to the City's ability to meet its fire prevention needs. As a means of accountability and transparency, ACFD also provides requested reports to the City Manager, takes part in yearly audits of financial performance, must provide written notice of service level changes, and allows two City representatives to be a part of the ACFD Advisory Fire Commission. There are automatic month-to-month extensions of the contract, and any changes to the agreement are initiated by the City Manager. [481]

The City's Climate Action Plan (CAP) is a critical component of its planning documents and a key tool that helps decrease a community's share of greenhouse gas (GHG) emissions contributing to global climate change. In the City, most GHG emissions come from energy use in buildings and fuel for transportation, with water- and waste-related emissions contributing relatively smaller proportions. The City of Union City's CAP presents a strategy to achieve the City Council's goal of reducing GHG emissions 20 percent~~%~~ below 2005 levels by 2020. Additionally, the CAP includes strategies to help make the City a more attractive place to live through decreased traffic congestion, better air quality, cheaper energy and water bills, less waste, greener streets, additional local amenities, and more local jobs.[482]

Existing Demand and Growth Projections

This section discusses the factors affecting service demand, such as land uses and historical and anticipated population growth.

[481] ACFD, Agreement between the City of San Leandro and ACFD Regarding Fire and Emergency Response Services, Beginning September 20, 2005.
[482] Union City Climate Action Plan, https://www.unioncity.org/379/Climate-Action-Plan#:~:text=Union%20City%27s%20CAP%20presents%20a,levels%20by%20the%20year%202020.

When development plans are processed, ACFD reviews plans and works with planning staff from the County or affected city to ensure that fire codes are met and fire access and other issues are addressed as conditions of approval. The impacts of emergency fire and medical services are also addressed as part of any environmental review prepared for a development project. ACFD utilizes a collaborative process with local jurisdictions to forecast fire service needs so that local needs and trends can be identified and service trends developed.

Land Use

The City of Union City consists of approximately 19.4 square miles. Roughly 58 percent~~%~~ (7,100 acres) of the City's land area is open space, including shoreline to the west and hillsides to the east which have been identified as vital wildlife habitats. This open space is also integral to recreational opportunities for residents as it provides parks, sporting fields, and various social programs.[286] Due to the physical constraints presented by the landscape of the City, its remaining buildable land area is approximately 9 square miles. However, it is largely built out and primarily designed for residential use. The General Plan indicates a current focus on development for non-residential purposes for economic growth and a desire to create a more transit-oriented community.[286]

The General Plan guides the development of this land, while the safety element specifically indicates goals and policies for the land area as it relates to fire and emergency services. The plan lists continued efforts to prevent construction in unsafe areas subject to flooding and extreme fire hazards and ensure developments can be economically serviced by fire and other emergency service providers.

Current Population

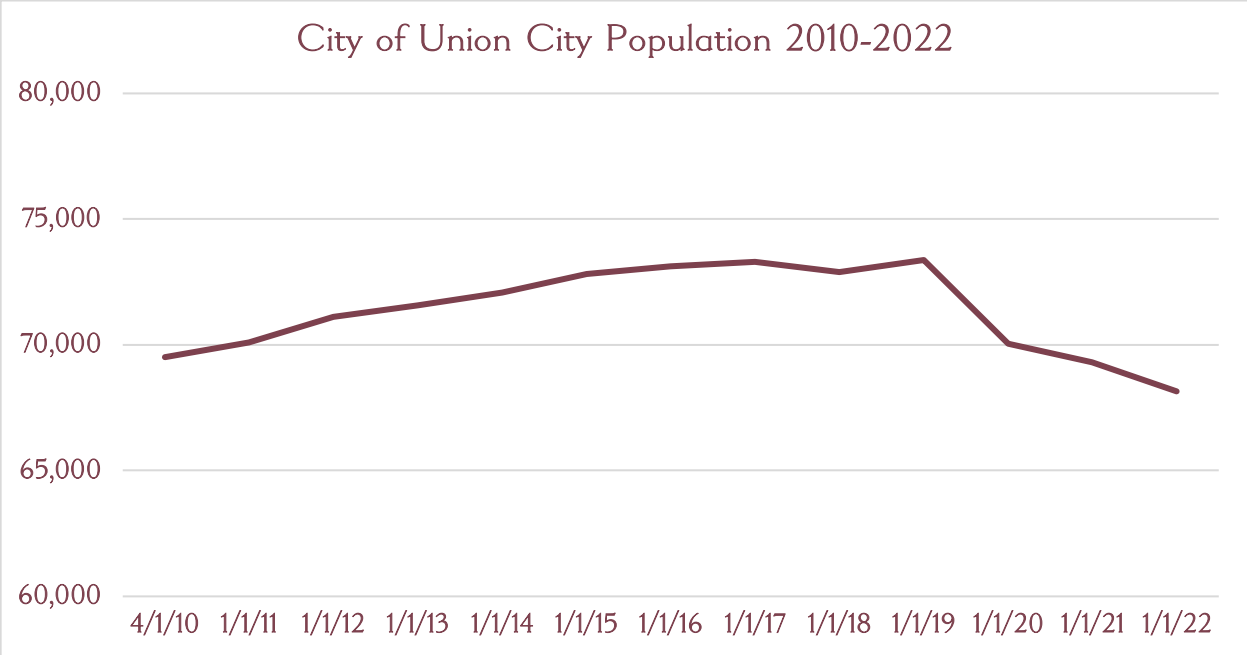
The City of Union City has a population of 70,037 as of April 1, 2020, based on the California Department of Finance's U.S. Census results. While the population has remained relatively stable, with only slight increases year over year, the 2020 population total is only one percent~~1%~~ greater than it was in 2010. The population peaked at 73,375 in 2019, however, which marks a five percent~~5%~~ decrease in 2020 but approximately a five percent~~5%~~ increase from 2010, as seen in Figure 20-3. This population estimate also accounts for roughly 18 percent~~%~~ of the total ACFD service area.

The median income in the City is $95,625, and 65 percent~~%~~ of residents are homeowners, reflecting the high number of low-density residential units within the City. The City states that

almost 60 percent% of its population is adults between 18 and 65 years old. Approximately 35 percent% of residents obtained a college degree.[483]

[483] City of Union City, Budget Book, FY19-20 and 20-21 Biennial Operating Budget and FY19-20 and 23-24 Five-Year Capital Improvement Plan, p. 18.

Figure 20-3: City of Union City Population Growth, 2010-2022



Projected Growth and Development

The Association of Bay Area Governments anticipates 2,400 households will be added to the City of Union City between 2010 and 2040 along with 7,100 jobs. The City is working diligently to accommodate mixed-use developments alongside transit corridors and employment centers to support its economic development goals as well as its strategic land use plans. At the same time, the City is dedicated to preserving and protecting its natural hillside and Baylands.[484]

There are two primary development projects currently taking place in the City of Union City, as seen in Figure 20-4. Both are residential projects. One of these developments is part of the Hillside Area Plan and will consist of up to 350 single-family homes. The other project is for the Seven Hills Development and is expected to add approximately 141 dwelling units in the form of both single-family and multifamily housing.

[484] City of Union City, Union City 2040 General Plan, adopted 12/10/19, Land Use p. 89.

Figure 20-4: City of Union City Planned or Proposed Development Projects, 2023

CITY OF UNION CITY DEVELOPMENT PROJECTS		
PROJECT	# OF DWELLING UNITS	COMMERCIAL SQUARE FEET
Hillside Area Plan	350	
Seven Hills Development	141	
TOTAL	491	

Growth Strategies

ACFD stated that collaboration with the City of Union City, as well as the other cities in its service area, will be vital to be able to meet demand through continued periods of growth. This will include communicating forecasted needs based on analysis of the City's population projections, development plans, and employee turnover and attrition to estimate staffing needs.

When development plans are processed, ACFD reviews plans and works with planning staff from the County or affected City to ensure that fire codes are met, and fire access and other issues are addressed as conditions of approval. The impacts of emergency fire and medical services are also addressed as part of any environmental review prepared for a development project. ACFD utilizes a collaborative process with local jurisdictions to forecast fire service needs so that local needs and trends can be identified and service trends developed.

Disadvantaged Unincorporated Communities

Per the Census Designated Places (CDP), as of 2021, there are no disadvantaged unincorporated communities (DUC) that meet the basic, State-mandated criteria within ACFD's service area, including the City of Union City.

Financial Ability to Provide Services

Financial Ability to Provide Services

The Union City Fire Department has the financial ability to continue to provide services. Its contract with ACFD has grown at a moderate rate slightly lower than other Citywide services, helping the City to manage reduced revenues during COVID-19. Although the City drew on its reserves during the pandemic, it still retains healthy reserves and anticipates future economic growth and fiscal stability.

Revenues and Expenditures

From FY2017-18 through FY2021-22 the Fire Department's expenditures grew at a 3.0 percent annual average rate, comparable to the rate of inflation over that period.[485] Contract services from the Alameda County Fire Department (ACFD) represent nearly the entire fire department budget with the exception of periodic capital and equipment related expenditures. EMS Enhancement Revenues ($344,300 in FY2021-22) partially offset expenditures. Revenues from Community Facilities Districts also helps offset a portion of costs.

In March 2020 the City's public safety parcel tax was not renewed by voters, resulting in a loss of approximately $2 million to the fire budget plus comparable losses to other public safety functions, increasing the amount of General Fund revenues required to maintain fire services. However, the voters approved a utility users tax that helped fill budget shortfalls. Overall, City revenues grew and average of 7.6 percent from FY2017-18 through FY2021-22, slightly less than expenditure growth of 9.3 percent.

Reserves

COVID-19 and loss of the public safety parcel tax contributed to significant reductions in the General Fund's ending balance; the balance in FY2017-18 represented a healthy 45.7 percent of General Fund expenditures, but declined to 23.7 percent in FY2021-22, which still represents a "moderate" level of reserve funding.[486]

Fire Services

Service Overview

In July 2010, the City of Union City consolidated City fire services by contracting with ACFD to provide numerous fire suppression, fire prevention, and emergency medical services such as fire inspection, public education, wildland and hazardous materials response, and paramedic services. Three specialized response teams are available to the City through ACFD: the hazardous materials unit, the urban search and rescue unit, and the water rescue team unit. Figure 20-5 details the services provided by the ACFD. If another agency offers a service, it is indicated in the figure.

[485] City of Union City Fiscal Year 2021-22 and 2022-23 Operating Budget.
[486] MicropolicyPress.com, based on State Auditor fiscal risk indicators.

Figure 20-5: City of Union City Fire Services

SERVICE	AGENCY
FIRE SUPPRESSION SERVICES	
Structural Fire Protection	Alameda County Fire Department
Wildland Fire Protection	Alameda County Fire Department
Vehicle Fire Protection	Alameda County Fire Department
Ladder Truck Capabilities	Alameda County Fire Department
Fire Suppression Hand Crew	CAL FIRE
Fire Suppression Dozer	Alameda County Fire Department
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	Berkeley Fire Department
EMERGENCY MEDICAL SERVICES	
Basic Life Support Provider	Alameda County Fire Department
Advanced Life Support – Non-Transport Provider	Alameda County Fire Department
Advanced Life Support Transport Provider	Alameda County Fire Department
Continuing Education Provider – Medical	Alameda County Fire Department
Air Ambulance Transport Helicopter Services	Reach Air Medical Services
Helicopter Landing Facilities On Site	N/A
Vehicle Extrication Tools/Equipment	Alameda County Fire Department
FIRE PREVENTION	
Fire Safety Education – Children	Alameda County Fire Department
Fire Safety Education – Adults/Seniors	Alameda County Fire Department
Juvenile Firesetter Prevention Program	N/A
Fire and Life Safety Business Inspection Program	Alameda County Fire Department
Fire Protection Planning	Alameda County Fire Department
New Commercial Construction Plan Reviews	Alameda County Fire Department
Public Education Provider (CPR, First Aid, etc.)	Alameda County Fire Department
Home Fire/Safety Inspections	N/A
Fire Origin and Cause Investigations	Alameda County Fire Department
Fuel Reduction/Weed Abatement Program	Alameda County Fire Department
Smoke Detector Giveaway/Installation Program	Alameda County Fire Department
Address Sign Installation Program	N/A
RESCUE SERVICES	
First Responder Swift Water Rescue Program	Alameda County Fire Department

Water Rescue Program	Alameda County Fire Department
Ice Rescue Program	U.S. Coast Guard
Dive Rescue Program	Alameda County Sheriff's Office
Low angle Rope Rescue Program	Alameda County Fire Department
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response to Boating Accidents	Alameda County Fire Department
Rescue Dog Services	Alameda County Fire Department
HAZARDOUS MATERIALS	
Hazardous Materials Emergency Response – Basic	Alameda County Fire Department
Hazardous Materials Response Team	Alameda County Fire Department
SUPPORT SERVICES	
Firefighter Incident Support Unit	Alameda County Fire Department
Mobile Incident Command/Communications Unit	Alameda County Fire Department
Fill Station for Self-Contained Breathing Apparatus	Alameda County Fire Department
Mobile Breathing Support Unit	Alameda County Fire Department
Community Emergency Response Team	Alameda County Fire Department
Chaplain Services	Alameda County Fire Department
Training Academy	Alameda County Fire Department
Emergency Operations Center Capabilities	Alameda County Fire Department
MISCELLANEOUS	
Public Service Assists	Alameda County Fire Department
Motor Vehicle Accident Response	Alameda County Fire Department
Welfare Checks	Alameda County Fire Department with local Police Departments
Public Safety Answering Point	Alameda County Fire Department
Fire/EMS Dispatch	Alameda County Fire Department
Fundraising Activities	Alameda County Fire Department
Firefighters Association – Non-Profit	Alameda County Fire Department
Auxiliary Association	Alameda County Fire Department

Collaboration

The City of Union City works closely with neighboring cities and Alameda County to provide needed services to the community. The most extensive collaborative efforts are for fire, emergency, and law enforcement services. The City is one of five agencies that collaborate

with ACFD. In addition to contracting with the cities of Newark, Emeryville, San Leandro, and Dublin for fire suppression and emergency services. ACFD's automatic aid agreement is with the City of Oakland, the City of Tracy, the San Ramon Valley Fire Protection District, and the Livermore-Pleasanton Fire Department. ACFD also has a mutual aid response agreement with Oakland and Berkeley that covers the Berkeley-Oakland Hills area. A shared automatic aid agreement exists for providing service to Interstates 580, 880, and 680 as well. Lastly, there is a State Mutual Aid Plan and a countywide mutual aid agreement for all fire departments in Alameda County.

ACFD, as a component of the County, receives various administrative services and works in conjunction with the Alameda County Sheriff's Department and Alameda County Emergency Medical Services. ACFD and California's Office of Emergency Services also have an agreement for dispatch needs.

Regionally, ACFD's collaborations include participating in the governance of the dispatch center in Livermore through the County Advisory Board. ACFD firefighters who are specially trained can also be dispatched nationwide to assist with disaster response.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) augments fire services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Much of the territory outside the developed municipal areas within the County is categorized as SRA. The City of Union City has areas of high fire hazard severity zones, primarily to the east.

In conjunction with ACFD, CAL FIRE is utilized for hand crew services and helicopter services for fire suppression. ACFD also works hand in hand with local police departments for welfare checks, as well as the California Highway Patrol, the County's Sheriff's office, and the Coast Guard for assistance with rescue efforts.

Existing Demand

ACFD indicated it received a total of 42,363 service calls in FY 20.[487] This was an increase of roughly 19 percent since 2013. Of the service calls in 2020, 5,323 (~12.5~~%~~ percent) were for the City of Union City. The call types are broken down in Figure 20-6. This is consistent with

[487] Alameda County Fire Department, Sogo Online Survey Response, July 2021.

the City's assertion that the Department receives approximately 5,600 calls per year.[488] The most recent publication of the AFCD standards of coverage review in 2017 indicated that as of 2016, Station 33 had the highest number of total incidents amongst all of the City's stations with 108.[489]

Figure 20-6: City of Union Calls for Service (2013-2020)

2020 SERVICE CALLS BY TYPE FOR CONTRACT AGENCIES									
	Structure Fires	Other Fires	EMS / Rescue	Hazard. Cond.	Service Calls	Good Intent	False Call	Cancel Enroute	Total
Union City	57	141	3,736	42	366	253	376	352	5,323

STAFFING

ACFD is responsible for staffing its department to directly provide services to the City of Union City. The City is responsible for a .5 FTE City employee for clerical support for the Fire Prevention Division including fire and deputy fire chiefs, division chiefs, battalion chiefs, and administrative staff.

Minimum staffing per unit per day is considered three firefighters per engine and truck company.[490] According to the contract between ACFD and the City for fire and emergency services, ACFD is to maintain three-person companies per shift, including one captain, one engineer, and one firefighter. A minimum of one of these staff must be a licensed paramedic. This equates to nine personnel across the City's three fire stations. These staffing levels decreased from 36-line personnel for four fire stations throughout the City as outlined in the FY 18 – FY 19 budget. This reflects that three fire stations are still operating since Station 30 closed. Additionally, the City's agreement with ACFD outlines that ACFD is to provide one Fire Marshal, one Deputy Fire Marshal, and one Code Compliance Officer.

ACFD's objectives include personnel trained and ready for emergency response 100 percent of the time and responding to all calls for service within the service area. The Department states that newly hired paid firefighters are required to have Firefighter Recruit Academy training, although the monthly training hours for firefighters vary.[491] ACFD provides an education that meets State mandated requirements for Emergency Medical Technicians and Paramedics and

[488] City of Union City, Budget Book, FY19-20 and 20-21 Biennial Operating Budget and FY19-20 and 23-24 Five-Year Capital Improvement Plan, p. 104
[489] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 43, 9/1/17.
[490] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 19, 9/1/17.
[491] Alameda County Fire Department, SoCo Survey Responses, July 2021.

enforces State and local fire codes and standards through reviewing and approving building and facility plans. Community service objectives include coordinating public education, events, and disaster operation activities within the communities served.

Facilities and Capacity

The following information is specific to ACFD's operations within the City of Union City. For more details about ACFD's facilities, see chapter four.

The City of Union City is home to three of the 29 ACFD fire stations throughout the District and a fire prevention bureau, all shown in Figure 20-7. A fourth fire station, station 30, was closed in 2019 as a financial savings measure. It is estimated that $3.2 million would be saved annually as a result of this closure.[492] Of its operational fire stations, Station 31 houses a truck and a reserve fire engine and is staffed by three firefighters, per contract terms. Station 32 was previously fire station 2 and serves the City's Alvarado District. It houses an engine, a reserve engine, and is likewise staffed by three firefighters. Lastly, the newest fire station in the City is Station 33, which is notably the first LEED-certified green building within the City of Union City. This station houses two engines, one of which is a Type III fire engine intended for wildland firefighting. Station 33 also staffs three firefighters and is intended to serve the City's Decoto District. The City's fire prevention bureau is located in its City Hall.

Figure 20-7: City of Union Fire Facilities

CITY OF UNION CITY ACFD FACILITIES				
Facility	Address	Owner	Year Built	Condition
Station 31	33555 Central Ave., Union City, CA 94587	City of Union City	1975	Not Provided
Station 32	31600 Alvarado Blvd., Union City, CA	City of Union City	1984	Not Provided
Station 33	33942 7th St., Union City, CA 94587	City of Union City	2009	Not Provided
Union City Fire Prevention Bureau	34009 Alvarado-Niles Rd., Union City, CA 94587	City of Union City	Not Provided	Not Provided

Overall, Department capacity appears sufficient, particularly in non-peak hours in centralized areas of the City. Based on the City's three current fire stations, the 2017 Standards of Cover Risk Assessment indicate none of these stations near the cautionary 20 percent unit-hour

[492] City of Union City, Budget Book, FY19-20 and 20-21 Biennial Operating Budget and FY19-20 and 23-24 Five-Year Capital Improvement Plan, p. 13

utilization threshold, indicating a strained workload.[296] However, for multi-unit coverage, it is recommended in the risk assessment that three engines be moved west as the City's western edges cannot be reached within the travel time goal of 8:00 minutes.[493]

Dispatch and Communications

The City of Union City communicates with residents in a few ways to transmit important health and safety information. These methods include broadcasting emergency messages over local television channel UCTV15, online, and utilizing its social media channels: Twitter, Facebook, Instagram, and YouTube.

ACFD is responsible for coordinating dispatch communications for the City's service calls. The regional 9-1-1 dispatching center is known as the Alameda County Regional Emergency Communications Center (ACRECC) and is housed at the Lawrence Livermore National Laboratory (LLNL) along with the Alameda County Fire Communication Center (ACFCC).

ACRECC currently dispatches fire and medical calls for ACFD, the U.S. Army at Camp Parks Combat Support Training Center in Dublin, the cities of Alameda, Fremont, Livermore, and Pleasanton, and the County EMS transport provider Paramedics Plus ambulance service. The Consortium, now known as the Advisory Board, is managed by a governing board made up of participating agencies. Each agency pays an annual amount with costs apportioned based on call volume as outlined in each contract for service.

Given that 9-1-1 calls may relate to a policing, fire, or medical emergency, the telephone provider first routes the calls to the public safety answering point (PSAP) dispatcher. The first-response dispatcher immediately determines the type or need of the call and routes all fire and medical 9-1-1 calls to the ACRECC. The ACRECC simultaneously dispatches ACFD and the County EMS transport provider for ambulance transport services.

Status of, and Opportunities for, Shared Facilities

Cooperation and consolidation of facilities is an impactful way to limit operating costs for the City while effectively providing needed services. As previously mentioned, ACFD provides contract services to four agencies in addition to the City of Union City for fire and emergency response services. To do this, it shares personnel, dispatching services, and facilities resources as necessary, not specifically in relation to the City of Union City. Consolidating facilities and shifting personnel is not uncommon; for instance, Station 8 firefighters have been relocated to

[493] ACFD, Standards of Coverage Review, 9/1/2017, p. 31.

Station 20, which is the Lawrence Livermore National Laboratory site. Another example is that Station 15 currently houses ACFD Reserve Firefighters, apparatus, and equipment, even though it was previously the Office of Emergency Services and Dougherty Regional Fire Authority Station 3.

An ACFD goal is to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

ACFD reports that collaboration with regional transport companies, in conjunction with other fire agencies and municipalities, to establish a fire-based ambulance transport model would improve service delivery efficiencies, especially EMS delivery.

Infrastructure Needs

Per the contractual agreement between the City of Union City and ACFD, the City is responsible for maintaining the grounds, building repairs, appliances, and other systems considered obligatory for operation. ACFD is responsible for the daily maintenance of these facilities and systems. To that end, the City's budget for FY 20 and FY 21 states that fire stations 30 and 31 need various infrastructure improvements. In particular, station 30 is mentioned as needing to replace its kitchen island due to water damage resulting from a plumbing leak, and station 31 is outlined to receive a kitchen renovation, window replacement, and restroom rehabilitation.[494] In addition to these specific projects, ACFD lists its own capital improvement projects in the County's Annual CIP. For more information, refer to Chapter 4.

Challenges

There are two primary challenges facing the City of Union City, the first being financial constraints. As with most other agencies, the COVID-19 pandemic negatively impacted the local economy by limiting revenues, especially in the form of tax revenue. This fiscal downturn took place in addition to the fiscal stress that was already facing the City and led to the closure of fire station 30 in 2019. The other significant challenge facing the City is inadequate access to fire services in outlying areas and during peak traffic congestion. In each instance, travel times are negatively affected and should be improved to maintain ACFD's ability to reach its response time goals.

[494] City of Union City, FY2019-20 and 2020-21 Biennial Operating Budget and FY2019-20 through FY2023-24 Five-Year Capital Improvement Plan, pgs. 221, 225.

Additionally, climate change is anticipated to be a challenge in the coming years. The hillside areas in the eastern portion of the City are considered to be at a higher risk for wildfire and the detrimental effects of climate change are expected to increase this risk even further.[495]

Service Adequacy

This section reviews indicators of service adequacy, including response times, ISO rating, and complaints received. There are many measures of a successful fire protection service. For example, the agency would meet guidelines established by the National Fire Protection Association (NFPA), the Center for Public Safety Excellence (CPSE) (formerly the Commission on Fire Accreditation International), and the California EMS Agency. There are also Public Protection Classifications (PPC) and Insurance Services Office (ISO) ratings that likewise establish an agency's level of service.

Each of ACFD's contract cities maintains individualized performance measures according to its agreement. The applicable response time measure for the City of Union City is shown in Figure 20-8.

Figure 20-8: City of Union City Response Time Policy

RESPONSE TIMES FOR ACFD AND CONTRACT CITIES		
Agency Name	Single Unit Incident	Multiple Unit Incident
City of Union City	Arrive within 8 min 30 sec from the time the Company is first dispatched for 90 percent~~%~~ of incidents.	Arrival of first company on the scene within 8 min 30 sec for 90 percent~~%~~ of all incidents. Remaining units should arrive on the scene of an incident within 20 min 15 sec from when the first due company is dispatched for 90 percent~~%~~ of all incidents.

Residential first alarm response, otherwise known as the Effective Response Force, has a goal of eight minutes of travel time or 11:30 minutes total response time for a minimum of three engine companies, one truck company, and one Battalion Chief to arrive. Only some areas of each urban core are accessible within this timeframe and the situation worsens with the addition of congestion through the coverage area. In the southern ACFD coverage area, this is notable since the western edges of Union City are not accessible within 8:00 minutes of all units.[496]

Despite these response times, most fire stations in the District provide service in less than 8:00 minutes within the most urbanized areas. Any time that is gained by adding stations would not

[495] City of Union City, General Plan Safety Element, Chapter 6, adopted 12/10/2019, p. 209.
[496] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 31, 9/1/17.

be cost-effective.[300] However, the outermost edges of the City of Union City, along with the City of Dublin and the City of Newark, see significant impacts on the arrival times of multiple units due to traffic congestion, street design, freeways that bisect the ACFD service area and incident demand at peak hours. For these reasons, the 2016 Standards of Coverage Review recommends that three engines must be moved west and indicates that the Battalion Chief is located too far northeast in the City to help meet response time standards.[497]

Furthermore, all three of the City's stations exceed the 4:00 minute travel time goal in urban areas, which is expected 90 percent~~%~~ of the time. Instead, Stations 31, 32, and 33 have the following average response times in urban areas, respectively: 6:13, 5:37, and 5:49. Meanwhile, the call to arrival time, also considered the time from dispatch to turnout, is as follows for all three stations, all of which exceed the department's 7:30 goal: Station 31–8:43, Station 32–8:43, and Station 33–8:19.[498]

Fire services in the communities are classified by the Insurance Service Office (ISO), as an indicator of the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. ACFD's most recent ISO rating was done in 2015, and it was given an ISO PPC rating of 01/1Y, which is the top classification available. The first number means a home is no more than five road miles from a fire station and 1,000 feet from a water supply such as a hydrant. The second classification, Y, refers to properties further than 1,000 feet from a fire hydrant but within five road miles of a recognized fire station.[499]

ACFD has not provided information as to whether any complaints regarding fire service for the City of Union City were received in FY 21.

[497] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 31-32, 9/1/17.
[498] Alameda County Fire Department, Volume 2 of 3 Technical Report Standards of Coverage Review, p. 48-49, 9/1/17.
[499] Alameda County, Public Protection Classification Summary Report, p. 7, July 2015.

City of Union City Fire Department MSR Determinations

Growth and Population Projections

20-1: The City of Union City has a population of 70,037 and has seen slow growth, increasing its population five percent~~5%~~ since 2010.

20-2: The City should continue to adhere to its land use plans as it endeavors to focus on economic growth and creating a transit-oriented community with a focus on mixed-use developments.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

20-3: The City of Union City does not have any DUCs within or contiguous to its SOI.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

20-4: The City of Union City's facility needs are adequately met by ACFD. Efforts should be made to move three engine companies west to be better able to access edges of the City that are currently unable to meet the goals for effective response times in multi-unit incidents.

20-5: Infrastructure needs are currently being met by the City of Union City as planned and current needs are represented appropriately in its budget for capital improvements.

Financial Ability of Agencies to Provide Services

20-6: The Union City Fire Department has the financial ability to continue to provide services. Its contract with ACFD has grown at a moderate rate, slightly lower than other Citywide services, helping the City to manage reduced revenues during COVID-19. Although the City drew on its reserves during the pandemic, it still retains healthy reserves and anticipates future economic growth and fiscal stability.

Status of, and Opportunities for, Shared Facilities

20-7: The City's fire service structure relies heavily on facility and resource sharing with ACFD, the County, and other providers in the region. No further opportunities for facility sharing were identified with regard to the City of Union City's fire services.

20-8: It is recommended that the Department join fellow Alameda fire providers to develop a regional, countywide dispatch strategy that employs the closest resource for the fastest response time, regardless of agency boundaries or responsibility.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

20-9: The City of Union City should add a direct link (not within a dropdown menu) to agendas on its website's homepage. This action would put the City in compliance with all legislative obligations for accountability and governance practices.

20-10: The City of Union City demonstrated transparency when sharing information for the creation of this report.

20-11: No governance structure alternatives specific to the City of Union City were identified over the course of this review, however, ACFD, in contract with the City, has a goal to pursue regional cooperation and consolidation of services. ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

CONTRIBUTORS

AGENCY	NAME	TITLE
Alameda County Fire Department	Irene DeJong	Administrative Services Director
Alameda County Fire Department	William McClurg	Fire Chief
East Bay Regional Park District	Khari Helae	Fire Captain
Emergency Medical Services CSA	Lauri McFadden	Director
Emergency Medical Services CSA	William McClurg	Deputy Director
Fairview Fire Protection District	Mike Preston	General Manager
Fairview Fire Protection District	Tara Reyes	Fire Services Supervisor
City of Alameda	Cody Moxley	Fire Division Chief
City of Alameda	Monique Raqueno	Fire Administrative Services Manager
City of Alameda	Jim Colburn	Deputy Chief of EMS and Support Services
City of Albany	Nicole Almaguer	City Manager
City of Albany	James Boito	Fire Chief
City of Berkeley	David Sprague	Deputy Chief
City of Berkeley	Abraham Roman	Fire Chief
City of Dublin	Linda Smith	City Manager
City of Dublin/ACFD	William McDonald	Fire Chief
City of Emeryville	Christine Daniel	Former City Manager
City of Emeryville/ACFD	William McDonald	Fire Chief
City of Fremont	Kyle Adams	Battalion Chief
City of Fremont	Corina Campbell	Fire Department Business Manager
City of Fremont	Donna Do	Fire Department Management Analyst II
City of Hayward	Tara Reyes	Fire Services Supervisor
City of Hayward	Garrett Contreras	Fire Chief
City of Livermore	Aaron Lacey	Deputy Chief
City of Newark/ACFD	William McDonald	Fire Chief

City of Oakland	Alison Rigau	Administrative Assistant to Deputy Chief
City of Oakland	Reginald Freman	Fire Chief
City of Oakland	Michael Hunt	Fire Department Chief of Staff
City of Piedmont	David Brannigan	Fire Chief
City of Pleasanton	Nelson Fialho	Former City Manager
City of Pleasanton	Aaron Lacey	Deputy Chief
City of Pleasanton	Monique McLaughlin	Fire Department Office Manager
City of San Leandro	Fran Robustelli	City Manager
City of San Leandro	Eric Engelbart	Deputy City Manager
City of San Leandro/ACFD	William McDonald	Fire Chief
City of Union City/ACFD	William McDonald	Fire Chief
Alameda LAFCO	Rachel Jones	Executive Officer Alameda LAFCO

APPENDIX A: FINANCIAL TABLES

AGENDA REPORT
March 14, 2024 Item
No. 8

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer
Policy and Budget Committee (Johnson, Vonheeder-Leopold, and Woerner)

SUBJECT: **Draft Operating Budget and Workplan for FY 2024-2025**

The Alameda Local Agency Formation Commission (LAFCO) will consider adopting a draft budget and work plan for fiscal year 2024-2025 in anticipation of taking final action at its next regular meeting. Proposed budget expenses total $818,538, representing an increase of $33,798, or 4.3% from the current fiscal year. The increase is marked by expenses for professional services in the Service and Supplies Unit for additional LAFCO studies and travel costs. Proposed budget revenues are matched to expenses with an increase in agency contributions by $25,798, or 5.3%, in step with a fund balance offset of $270,000, applied in the same manner as the previous fiscal year with a $5,000 increase in total amount. Adoption will precede a formal public review and comment period and conclude with final action taken at the next regular meeting scheduled for May 9, 2024.

Background

Alameda LAFCO is responsible under State law to adopt a proposed budget by May 1st and a final budget by June 15th. A mandatory review by all local funding agencies is required between the two adoption periods. Alameda LAFCO's ("Commission") annual operating costs are primarily funded by proceeds collected from 29 local public agencies operating within Alameda County. State law specifies the Commission's operating costs shall be divided in one-third increments between the (a) County of Alameda, (b) 14 cities, and (c) 15 independent special districts with the latter two categories apportioned based on total revenues as provided in the most recent annual report published by the State Controller's Office. A relatively small portion, typically representing less than one-tenth of total revenues, is also funded from application fees and interest earnings.

Adopted 2023-2024 Budget

The Commission's adopted final budget for fiscal year 2023-2024 totals $784,740. This amount represents the total approved operating expenditures divided between three active expenses units: salaries and benefits; services and supplies; and internal service charges. A matching revenue total was also budgeted to provide a balanced budget along with the purposeful transfer of $265,000 from reserves. Budgeted revenues are divided between three active units: agency contributions, application fees; and interest earnings. The total unaudited fund balance as of July 1, 2023 was $632,624.

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Nate Miley, Regular County of Alameda
Karla Brown, Chair City of Pleasanton
Ralph Johnson, Regular Castro Valley Sanitary District
Sblend Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regular City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

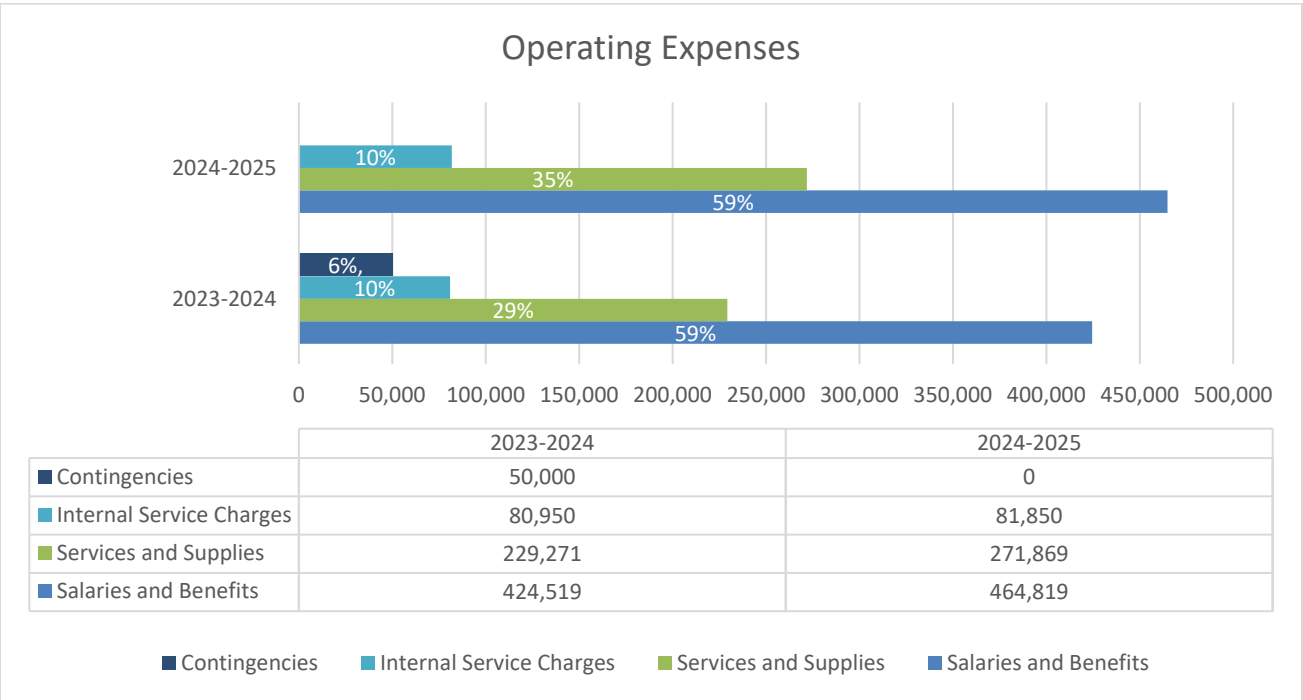
Budgeted Expenses FY 23-24	Budgeted Revenues FY 23-24	Budgeted Year End Balance FY 23-24	Fund Balance FY 23-24
$784,740	$784,740	$0	$632,624

Discussion

This item is for the Commission to consider adopting a proposed (a) operating budget and (b) workplan for the upcoming fiscal year. Adoption of these documents would immediately precede a formal public review and comment period, including providing copies of the proposed budget to the 29 local funding agencies, with final actions scheduled for the Commission's May 9th regular meeting. A summary of the proposed budget and accompanying work plan follows.

Proposed Operating Budget for FY 2024-2025

The proposed operating budget developed by the Executive Officer sets operating expenses at $818,538; a net increase of $33,798, or 4.3% from the current fiscal year. The operating expenses total, divided between labor and non-labor costs, are at a 59% to 45% split, with 0% dedicated to contingencies. Proposed operating revenues match operating expenses and is covered by drawing down reserves consistent with the practice to help offset and phase any sizable increases to agency contributions. The net effect would be an increase in contributions of $25,798, or 5.3% from $482,740 to $508,538.



	2023-2024	2024-2025
Contingencies	50,000	0
Internal Service Charges	80,950	81,850
Services and Supplies	229,271	271,869
Salaries and Benefits	424,519	464,819

Contingencies

Contingencies are integrated into the proposed operating budget devised by the Executive Officer and allocated within its Services and Supplies Unit and Internal Service Charges Unit for each account. Since the County does not specifically designate funds for contingencies, this allocation will be accounted for in LAFCO's budget and readily available for use, if necessary.

Operating Expenses

It is proposed the **Salaries and Benefits Unit** will increase by $28,077 or 9.5% over the next fiscal year from $424,519 to $464,819. The unit covers labor costs tied to staffing 2.5 full-time employees: Executive Officer, Commission Clerk and Analyst. Notable adjustments proposed may be reviewed below.

- The increase accommodates the addition of a LAFCO Analyst towards the end of fiscal year 2024-2025.

- Salary increases of no less than 6% are contemplated for all budgeted positions to accommodate merit and or cost of living adjustments that may be approved during the fiscal year.

It is proposed the **Services and Supplies Unit** will increase by 45,598 or 18.6% over the next fiscal year from $229,271 to $271,869. The unit provides for direct support services necessary to operate Alameda LAFCO. Notable adjustments proposed may be reviewed below.

- Adds $40,000 in the professional services account; a difference of 25% over the next fiscal year. The increase is based on the Commission's work plan for additional municipal service reviews and special studies.

- Adds $1,000 in the Commission pier diem account; a difference of 11.1% over the next fiscal year. The increase is anticipated on the Commission's additional ad hoc and subcommittee committee meetings.

- Increases $500 in the public notices services account to increase the total line item from $2,500 to $3,000; a difference of 20% over the next fiscal year. The increase is based on recent demands and future application notices.

- Adds $800 in the mileage/travel services account; a difference of 66.7% over the next fiscal year. The increase is based on the regular program of CALAFCO conferences, staff workshops, and Commissioner attendance.

It is proposed the **Internal Service Charges Unit** will increase by $900 or 1.1% over the next fiscal year from $80,950 to $81,850. The unit provides for indirect support services necessary to operate Alameda LAFCO. Notable adjustments proposed may be reviewed below.

- Adds $1,000 from the information technology services account to increase the total line item from $27,000 to $28,000, a difference of 3.7% over the next fiscal year. The rise is attributable to service cost increases.

Operating Revenues

It is proposed the **Intergovernmental Unit** will increase by $25,798, or 5.3% over the next fiscal year from $482,740 to $508,538. The unit provides payments received from the 29 local government agencies responsible under State law for funding Alameda LAFCO with apportionments divided in three equal shares among the County of Alameda, 14 cities and 15 independent special districts. Actual invoice amounts for cities and special districts would be determined by the County Auditor's Office consistent with the allocation formula outlined under Government Code Section 56383 and based on local revenue tallies.

It is proposed the **Service Charge Unit** remain as is at $30,000. This unit covers payments received from outside applicants to process change of organizations (annexations, detachments, formations, etc.), outside service extensions, and sphere of influence amendments.

It is proposed the **Interest Earnings Unit** will increase by $3,000, or 42.9% over the next fiscal year to a total of $10,000. This total is consistent with recent quarters.

It is proposed the **Unrestricted Fund Balance** will decrease by $265,000 to a total of $367,624. The total is close to the Commission's target of maintaining its fund balance at 33% of its operating budget. Staff will work with its Auditor, O'Connor and Company, to verify the fund balance.

Proposed Work Plan for FY 2024-2025

The proposed work plan draws on a review of Alameda LAFCO's needs and goals by the Executive Officer and ahead of receiving input and direction from the Commission. It outlines 20 specific projects divided between statutory (legislative directives) and administrative (discretionary) activities. The projects are listed in sequence by assigned priority between high, moderate, and low. The majority of the projects are rollover from this current fiscal year with several additional items. A summary of notable high-priority projects follows.

Municipal Services Review on Health Services and EMS/Ambulance Services
The project will consider accessibility of healthcare (including mental health) services to all residents within Alameda County. Staff and consultants will partner with stakeholders to scope and define

community needs. Staff will look to what other LAFCOs are doing to facilitate the coordination and provision of safety net services.

Countywide Municipal Service Review on Police Protection Services
This study will examine the current provision and need for police services and related financial and governance considerations in the County. The report will consider the potential needs in the unincorporated communities of Fairview, Cherryland, San Lorenzo and Castro Valley and include one special district and the municipal police departments of 14 cities.

Countywide Regional Water and Wastewater Committee
The draft report will review available alternatives and recommend a framework for Committee organization and implementation that best addresses the issues and concerns shared by the participating agencies in the previous phases. The report will also highlight other mechanisms to facilitate interagency collaboration that could contribute to achieving Committee goals.

Conclusion

The proposed operating budget and work plan affirmatively responds to the feedback provided by the Commission along with the functional needs in meeting the agency's existing and expanding duties under State law. This includes advancing the Commission's outreach and educational opportunities throughout the community and region, conducting municipal service reviews to inform spheres of influence updates, and creating stakeholder groups to determine growth management policies. The principal difference in the proposed budget is largely tied to the adjustments made in salaries and benefits and services and supplies units to account for staffing, such as the LAFCO Analyst, and the demand for more professional services to conduct LAFCO special studies and MSRs.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Adopt the attached resolution approving the proposed budget and work plan for 2024-2025 with any desired changes; and

Direct the Executive Officer to circulate the proposed budget for 2024-2025 for review and comment by the funding agencies and general public; and

Direct staff to return with a final budget for 2024-2025 for adoption as part of a noticed public hearing on May 9, 2024.

Alternative Two:
Continue consideration of the item to a special meeting scheduled no later than the legislative deadline of May 1, 2024, and provide direction to staff with respect to any additional information requests.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures for Consideration

This item has been placed on the agenda for action as part of a noticed public hearing. The following procedures are recommended for consideration.

1) Receive a verbal report from staff;
2) Invite questions from the Commission;
3) Open the public hearing and invite comments from audience (mandatory); and
4) Close the public hearing, discuss item, and consider recommendation.

Respectfully,

Rachel Jones
Executive Officer

Attachments:
1. Draft Resolution Adopting the Proposed Budget and Work Plan for FY 2024-2025
2. Proposed Budget for FY 2024-2025
3. Proposed Work Plan for FY 2024-2025

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

RESOLUTION OF THE
ALAMEDA LOCAL AGENCY FORMATION COMMISSION
ADOPTING A PROPOSED WORK PLAN AND BUDGET
FOR FISCAL YEAR 2024-2025

WHEREAS, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires the Alameda Local Agency Formation Commission ("Commission") to perform certain regulatory and planning duties for purposes of facilitating efficient and accountable local government; and

WHEREAS, the Commission is required to adopt proposed and final budgets each year by May 1st and June 15th, respectively; and

WHEREAS, the Commission's Executive Officer prepared a written report outlining recommendations with respect to anticipated work activities and budgetary needs in 2024-2025; and

WHEREAS, the Commission has heard and fully considered all evidence on a proposed work plan and budget for 2024-2025 presented at a public hearing held on March 14, 2024; and

WHEREAS, the adoption of a work plan and budget are not projects under the California Environmental Quality Act;

NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE AND ORDER as follows:

1. The proposed operating budget for 2024-2025 shown as Exhibit A is APPROVED.

2. The proposed work plan for 2024-2025 shown as Exhibit B is APPROVED

PASSED AND ADOPTED by the Alameda Local Agency Formation Commission on March 14, 2024 by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

APPROVED:

Karla Brown
Chair

ATTEST:

Rachel Jones
Executive Officer

APPROVED TO FORM:

Andrew Massey
Legal Counsel

ALAMEDA LOCAL AGENCY FORMATION COMMISION

Regional Service Planning | Subdivision of the State of California

Expense Ledger

		FY 2021-2022		FY 2022-2023		FY 2023-2024		FY 2024-2025		
		Adopted	Actuals	Adopted	Actuals	Adopted	Year-to-Date	Proposed		Difference
Salary and Benefit Costs										
Account	Description									
60001	Staff Salaries	250,564	250,564	275,933	275,933	292,488	194,724	320,565	28,077	9.6%
-	(ACERA)	123,411	123,411	124,558	124,558	132,031	87,140	144,254	12,223	9.3%
		373,975	**373,975**	**400,491**	**400,491**	**424,519**	**281,864**	**464,819**	**40,300**	**9.5%**
Service and Supplies										
Account	Description									
-	Intern	-	-	-	-	-	-	-	-	-
610077	Postage	500	-	500	-	500	-	500	-	-
610141	Copier	1,000	-	500	-	500	-	500	-	0.0%
610191	Pier Diems	8,500	5,600	7,500	7,003	9,000	6,515	10,000	1,000	11.1%
610211	Mileage/Travel	500	373	600	124	1,200	1,785	2,000	800	66.7%
610461	Training (Conferences and Workshops)	2,500	-	2,500	4,619	2,500	-	2,500	-	0.0%
610241	Records Retention	350	210	350	-	350	118	360	10	2.9%
610261	Consultants	100,000	135,017	150,000	112,465	160,000	174,661	200,000	40,000	25.0%
610261	Mapping - County	500	-	-	-	-	-	-	-	-
610261	Planning Services	5,000	-	5,000	-	5,000	-	5,000		0.0%
610261	Legal Services	20,000	-	20,000	-	20,000	-	20,000	-	0.0%
610261	SALC Grant Charges		72,404		78,811		102,224	-	-	-
610311	CAO/CDA - County - Services	1,000	-	1,000	-	250	-	250	-	-
610312	Audit Services	10,000	-	10,000	-	10,000	-	10,000	-	0.0%
610351	Memberships	10,760	10,760	11,287	11,287	12,221	12,221	12,509	288	2.4%
610421	Public Notices	3,000	2,453	2,000	1,222	2,500	2,223	3,000	500	20.0%
610441	Assessor - County - Services	500	-	250	-	250	-	250	-	0.0%
610461	Special Departmental	1,500	233	1,500	-	2,000	297	2,000	-	0.0%
620041	Office Supplies	4,000	28	3,000	41	3,000	2,087	3,000	-	0.0%
		269,610 Amended	**227,078**	**215,987**	**215,573**	**229,271**	**302,131**	**271,869**	**42,598**	**18.6%**
Internal Service Charges										
Account	Description									
619991	Office Lease/Rent/CDA	32,500	22,241	50,550	22,894	50,550	3,841	50,550	-	0.0%
630021	Communication Services	100	-	100	-	100	-	0	(100)	-100.0%
630061	Information Technology	25,870	27,938	26,000	22,080	27,000	12,844	28,000	1,000	3.7%
630081	Risk Management	3,280	-	3,300	-	3,300	-	3,300	-	0.0%
		61,750	**50,179**	**79,950**	**44,974**	**80,950**	**16,685**	**81,850**	**900**	**1.1%**
Contingencies		**50,000**	**-**	**50,000**	**-**	**50,000**	**-**	**0**	**-**	**-100.0%**
Account	Description									
-	Operating Reserve	-	-	-	-	-	-	-	-	-
		-	-	-	-	-	-	-	-	-
		655,335 Adopted								
EXPENSE TOTALS		**755,335** Amended	**651,232**	**746,428**	**661,037**	**784,740**	**600,680**	**818,538**	**33,798**	**4.3%**

Revenue Ledger

		FY 2021-2022			FY 2022-2023		FY 2023-2024		FY 2024-2025		
		Adopted		Actuals	Adopted	Actuals	Adopted	Year-to-Date	Proposed		Difference
Intergovernmental											
Account	**Description**										
-	Agency Contributions										
	County of Alameda	144,445		144,445	153,143	153,143	160,913	160,913	169,513	8,599	5.3%
	Cities	144,445		144,445	153,143	153,143	160,913	160,913	169,513	8,599	5.3%
	Special Districts	144,445		138,943	153,143	153,143	160,913	160,913	169,513	8,599	5.3%
		433,335		**427,833**	**459,429**	**459,429**	**482,740**	**482,739**	**508,538**	**25,798**	**5.3%**
Service Charges											
-	Application Fees	**30,000**		**6,434**	**30,000**	**-**	**30,000**	**-**	**30,000**	-	**0.0%**
-	SALC Grant Funds	**100,000**	Amended	**72,404**		**53,397**		**102,224**			
Investments											
-	Interest	**7,000**		**5,765**	**7,000**	**7,156**	**7,000**	**23,538**	**10,000**	**3,000**	**42.9%**
Fund Balance Offset		**185,000**		**185,000**	**250,000**	**250,000**	**265,000**	**-**	**270,000**	**5,000**	**1.9%**
		655,335	Adopted								
REVENUE TOTALS		**755,335**	Amended	**697,436**	**746,429**	**769,982**	**784,740**	**608,501**	**818,538**	**33,798**	**4.3%**
OPERATING NET		-		46,204	1	108,945	(0)	7,821	(0)	-	-
UNRESTRICTED FUND BALANCE		**716,424**			**632,624**						

Priority	Urgency	Type	Project	Key Issues
1	High	Statutory	Countywide MSR on Health and EMS/Ambulance Services	Consider accessibility of healthcare (including mental health) services to all residents within Alameda County
2	High	Statutory	Countywide Regional Water and Wastewater Committee	Develop a Framework for Creating a Countywide Regional Water and Wastewater Committee
3	High	Statutory	Countywide MSR on Police Services	Examine Current Provision and Need for Police Services and Related Financial and Governance Considerations
4	High	Administrative	LAFCO Office Move	Fulfill Long-Term Lease in MOU with CDA; Aid in Hiring LAFCO Analyst
5	High	Statutory	Application Proposals and Requests	Utilize resources to address all application proposals and boundary issues (ex. South Livermore Sewer Extension Project)
6	High	Administrative	Informational Report on Island Annexations	Map all Unincorporated Islands and Examine Island Annexation Implementation Issues in Alameda County
7	High	Administrative	2023-2024 Audit	Verify Fund Balance; Perform Regular Audits
8	Moderate	Administrative	Local Agency Directory Update and MSR Summary Report	Continue Producing LAFCO Graphic Design Materials for Transparency and Outreach
9	Moderate	Statutory	MSR Implementation Program	Ensure MSR Recommendations are Reviewed and Considered by Agencies
10	Moderate	Administrative	Agricultural Land Use Designation Project	Work in Partnership with the County to Review and Evaluate Land Use Designations for Agricultural and Open Space Areas
11	Moderate	Statutory	Participate and Facilitate Ongoing MSR Fire Service Discussions	Work with Fire Agencies in Providing Possible Boundary Solutions and Shared Facilities
12	Moderate	Administrative	Explore SALC Agricultural Conservation Acquisition Grants	Apply for SALC Grants to permanently protect croplands, rangelands, and lands utilized for the cultivation of traditional resources from conversion to non-agricultural uses
13	Moderate	Administrative	Prepare Informational Report on JPAs	Post Enactment of SB 1266; Enhance Repository on Local Government Services
14	Low	Administrative	Review of County Transfer of Jurisdiction Policies	Ensure Policies are Consistent with CKH
15	Low	Administrative	Update Application Packet and Mapping Requirements	Streamline LAFCO Application and County Mapping Requirements; Make User Friendly
16	Low	Administrative	Informational Report on Remen Tract	Special Report on Service Delivery

17	Low	Administrative	Bay Area LAFCO Meetings	Attend Meetings with Other Bay Area LAFCOs for Projects/Training
18	Low	Administrative	Website Content Update	Update Relevant Information on LAFCO Website and Create New Mapping Page
18	Low	Administrative	Social Media	Expand Alameda LAFCO's Social Media Presence
19	Ongoing	Statutory	Policy Review on Agricultural Protection and Out of Area Service Agreements	Periodical review of exisitng policies relative to practices and trends, and determine whether changes are appropriate to better reflect current preferences

AGENDA REPORT
March 14, 2024
Item No. 9

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Establishment of Ad Hoc Committee | County MOU Agreement**

The Alameda Local Agency Formation Commission (LAFCO) will consider establishing an Ad Hoc Committee to review and negotiate its Memorandum of Understanding (MOU) Agreement with the County of Alameda for support services.

Background

The Cortese-Knox-Hertzberg Reorganization Act of 2000 ("CKH") and the Hertzberg Commission encouraged more independence of LAFCOs from counties so they could be granted more power to achieve the State Legislature's goals of rational boundaries, urban sprawl prevention and the preservation of prime agricultural land. It authorizes LAFCOs to enter into agreements or contracts with public and private parties for services necessary to meet its regulatory and planning responsibilities. This includes making independent arrangements for personnel, services, and facilities. Since CKH, Alameda LAFCO has contracted support services from the County of Alameda including staffing, human resources, and financial accounting.

As the current five-year agreement between the County and LAFCO approaches its expiration on June 30, 2024, it is imperative for the Commission to initiate the process of negotiating a new MOU to govern our relationship moving forward. The Commission's last agreement was approved on May 29, 2019.

Discussion

To ensure a comprehensive and collaborative negotiation process, staff proposes the establishment of an ad hoc committee composed of three Commissioners. The Committee's primary objective will be to review the current agreement, identify areas for improvement, and negotiate terms that align with the interests and objectives of both parties.

Administrative Office
Rachel Jones, Executive Officer
224 West Winton Avenue, Suite 110
Hayward, California 94544
T: 510.670.6267
www.alamedalafco.org

Nate Miley, Regular County of Alameda
Karla Brown, Chair City of Pleasanton
Ralph Johnson, Regular Castro Valley Sanitary District
Sblend Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regular City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

The proposed approach is to:

1. **Initial Meeting**: Once the committee is formed, staff will schedule an initial meeting to kick off the negotiation process and set timelines for completion.

2. **Review of Current Agreement:** Staff will circulate an editable copy of the current agreement to all committee members, allowing for redline edits and comments to be made.

3. **Discussion and Clarification:** Once edits are made, the committee will convene with County representatives to discuss any areas of contention or ambiguity. The discussion will provide an opportunity for both parties to voice their concerns and ensure that all aspects of the agreement are thoroughly addressed.

Analysis

The establishment of an ad hoc committee to review and negotiate the MOU agreement with the County is crucial in ensuring that the interests of both parties are adequately represented.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):
Select three Commissioners to create an Ad Hoc Committee to review and negotiate LAFCO's MOU Agreement with the County.

Alternative Two:
Continue the item for consideration at a future meeting and provide direction to staff as needed.

Alternative Three:
Take no action.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the business calendar. The following procedures are recommended in consideration of this item:

1. Receive verbal presentation from staff unless waived.
2. Invite any comments from the public.
3. Provide feedback on the item as needed.

Respectfully,

Rachel Jones
Executive Officer

Attachments:
1. 2019 MOU Agreement with County of Alameda

MEMORANDUM OF UNDERSTANDING BETWEEN THE ALAMEDA LOCAL AGENCY FORMATION COMMISSION AND THE COUNTY OF ALAMEDA

THIS AGREEMENT is entered into by and between the ALAMEDA LOCAL AGENCY FORMATION COMMISSION (hereafter "LAFCo"), and the COUNTY OF ALAMEDA (hereafter "County") and shall take effect upon its approval by both parties.

WHEREAS, Government Code Section 56380 provides that LAFCo shall "make its own provision for necessary quarters, equipment, and supplies, as well as personnel," and that LAFCo "may choose to contract with any public agency or private party for personnel and facilities;" and

WHEREAS, Government Code Section 56384 provides that LAFCo shall appoint an executive officer and legal counsel; and

WHEREAS, since becoming a separate public agency from the County pursuant to changes in state law in 2000, LAFCo has contracted with the County for personnel and facilities; and

WHEREAS, historically the County has provided staff from the County Administrator's Office and the Office of the County Counsel, and office space within the County Administrator's Office; and

WHEREAS, LAFCo through a series of strategic planning meetings has recognized that it has grown and changed since 2000, and while it seeks to continue its contract with the County, it recognizes the need for certain changes reflecting the maturing of its operation; and

WHEREAS, the County generally is amenable to the changes requested by LAFCo and is willing to continue its contractual relationship going forward;

NOW, THEREFORE, it is hereby agreed as follows

1. Personnel.

   a. The County will provide up to three (3) full-time County employees to serve as staff to LAFCo. When vacancies arise, the County will recruit employees to perform the duties as staff to LAFCo. These new County employees will be recruited into positions with LAFCo-specific job descriptions developed by the County in consultation with LAFCo and approval by the County's Civil Service Commission. The LAFCo designated staff positions will include an Executive Officer, as set forth in California Government Code Section 56384(a), and such other positions as are listed in Exhibit "A." The LAFCo Commission may by resolution request the County modify or remove a job description in Exhibit "A" or create a new job description for inclusion in Exhibit "A" without otherwise

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amending this Agreement. Upon transmittal of such a resolution by LAFCo to the County, the County shall work in coordination with LAFCo staff to develop a mutually-agreeable modification to or creation of a job description in Exhibit "A", or agree to removal of an existing job description in Exhibit "A." If the parties are able to reach agreement on a modification, creation or deletion of a job description in Exhibit "A", the document shall be submitted to LAFCo for its Commission to approve the final form for submission to and approval by the Civil Service Commission.

b. The County will fill the LAFCo staff positions with County employees consistent with the LAFCo Commission's approval of a budget including line items delineating agreed upon funding for each such position in amounts consistent with the labor rates provided in paragraph 5. LAFCo shall work in close coordination with appropriate County staff in the course of the development and approval of the LAFCo budget so that the County may timely fill positions funded in the LAFCo Commission's budget.

c. The County shall hire and employ staff for LAFCo in accordance with the same civil service and other employment laws, regulations and rules as would apply to the hiring of individuals for other positions with the County. LAFCo shall fund the costs for the services provided by the County and its employees by appropriations in LAFCo's annual budget.

d. The professional and support staff assigned to perform services for LAFCo are County employees and all employment actions pertaining to them are the responsibility and shall be carried out by the County Administrator, as the appointing authority, or her designees. The County Administrator may not, however, permanently remove, replace, substitute, or otherwise change any of the Executive Officer or other staff assigned to LAFCo without communication with the LAFCo Commission in advance of taking such action when it is reasonably practicable to do so.

e. The County will conduct a job recruitment in the course of filling each vacant LAFCo position commensurate with the nature of the position, and in consultation with the LAFCo Commission or Executive Officer, as appropriate. The final hiring decision for the Executive Officer rests with the County Administrator, as the appointing authority, and she will consult with the LAFCo Commission in making her determination. The Commission shall appoint the incumbent of the Executive Officer position as the Commission's Executive Officer in accordance with the Government Code. The final hiring decision for positions subordinate to the Executive Officer rests with the County Administrator, as the appointing authority, and she will consult with the Executive Officer in making her determination.

f. The day-to-day duties of the Executive Officer shall be overseen by the

LAFCo Commission. The LAFCo Commission will be given the opportunity to provide comments to the County Administrator annually for the Executive Officer's performance evaluation and the Commission may provide input or feedback to the County Administrator, or her designees, with respect to the performance of the individual in the Executive Officer position at any other time. In the event that the Commission is dissatisfied with the performance of the individual in the Executive Officer position, and reasonable personnel actions are unsuccessful in resolving the performance issues to the LAFCo Commission's satisfaction, the County Administrator or her designees will coordinate the selection and appointment of a new individual for the Executive Officer position with the LAFCo Commission.

g. LAFCo staff subordinate to the Executive Officer shall be overseen in their work by the Executive Officer. Notwithstanding the supervision of the Executive Officer by the LAFCo Commission and subordinate staff by the Executive Officer, the County Administrator or her designees will provide administrative support with respect to such matters as approval of payroll, timekeeping, vacation, sick or other forms of leave, and other related matters unrelated to the substantive work of the Executive Officer and subordinate staff.

h. The primary responsibility of the Executive Officer and other staff assigned to LAFCo shall be to perform duties as required by the Cortese-Knox-Hertzberg Local Government Reorganization Act (Government Code Sections 56000, et seq.) ("the Act") and one hundred percent of their time will be devoted to duties directly or indirectly related to LAFCo. The County Administrator shall not provide any direction to the Executive Officer or other staff assigned to LAFCo with respect to policy matters or recommendations on matters before the LAFCo Commission.

i. The CAO has designated the Director of the Community Development Agency (CDA) to exercise the CAO's personnel rights and obligations set forth in this paragraph 1. The CAO retains all final authority and the right to change this designation at any time.

2. County Financial System: To assist in LAFCo's financial planning and management of resources, LAFCo shall participate in the County's financial management system as its own business unit.

3. Office Space, Furniture and Equipment: The County shall provide LAFCo with office space separate from County agencies or departments; provided, however, that LAFCo's office space shall be located within County-owned or leased facilities that may also be occupied by other County agencies or departments. LAFCo shall provide in writing to the County the parameters of its office space needs including location, size, space configuration, amenities and costs. County

shall exercise best efforts to locate office space that reasonably conforms to LAFCo's stated needs. LAFCo shall have discretion in the ultimate selection of its office space; provided, however, that should LAFCo not agree to occupy proffered space within County-owned or occupied facilities that reasonably conform to LAFCo's requested space needs then the parties shall meet and confer about whether LAFCo's space needs can be met through alteration of LAFCo's space requirements. If the parties cannot reach agreement regarding LAFCo's space requirements, then either party may terminate this Agreement in the manner provided in paragraph 12 and LAFCo shall compensate County for all services performed and costs incurred on behalf of LAFCo as of the date of termination. County shall furnish and equip the office space in accordance with LAFCo's reasonable written request and at LAFCo's sole expense. All furniture and equipment provided by the County shall remain the property of the County and upon termination of this MOU shall be restored to the County in its original condition, normal wear and tear excepted. LAFCo shall pay the County the usual rents and related charges paid for similar space and equipment by County agencies and departments. The County and LAFCo have jointly identified acceptable interim and long-term office space for LAFCo to occupy in CDA's Hayward offices. LAFCo and CDA shall enter into a memorandum, or memoranda of understanding to memorialize the location and size of the interim space and the related charges for LAFCo's occupancy. LAFCo and the County General Services Agency (GSA) shall enter into a license agreement to memorialize the location and size of the long term space and related changes, including tenant fit up costs, for LAFCo's occupancy.

4. Support Services: The County shall provide to LAFCo, at LAFCo's expense, the services of the following County departments as LAFCo may reasonably require them and to the extent the listed County departments are able to perform them, excepting that the obligation of any County agency or department to perform a duty imposed by the Act shall not be diminished by the terms of this Agreement:

   Assessor: The Assessor shall provide LAFCo with assessment and parcel map information, property owner information for the issuance of legal notices and pending proposals, and such related services as the parties agree to be necessary.

   Auditor Controller: The Auditor-Controller shall provide LAFCo with general accounting and payroll services and such related services as the parties agree to be necessary.

   Clerk/Recorder: The Clerk/Recorder shall fulfill the statutory duties assigned to that office in the Act and related services as the parties agree to be necessary.

   Registrar of Voters: The Registrar of Voters shall fulfill the statutory duties assigned to that office, including but not limited to providing voter

registration information.

General Services Agency: The General Services Agency shall provide its full range of support services, including without limitation, facilities management and maintenance, real property services and purchasing, as the parties agree to be necessary.

Human Resource Services: The Human Resource Services Department shall provide personnel recruitment, testing, certification, classification, compensation studies, position control, records maintenance, employment verifications, labor relations, discipline/grievance, administration, training, benefits management and administration, and related services as the parties agree to be necessary.

Risk Management Unit: The Risk Management Unit of the County Administrator's Office shall include LAFCo in the County risk pool and shall provide defense and indemnification to LAFCo and its employees as it would for any County agency, including without limitation, for all covered claims, demands and causes of action for damages arising from workers' compensation and tort liability.

Information Technology Department: The Information Technology Department shall provide LAN infrastructure, management and administration, electronic mail, voice and data network, wireless and security services, application systems support and development, and related services as the party agrees to be necessary.

5. Reimbursement of County by LAFCo: LAFCo shall reimburse the County for the costs of all services, employees, space, equipment, and materials provided pursuant to this Agreement. The amount of reimbursement shall be determined on a quarterly basis, in accordance with the rates established by the County and shall be paid in the ordinary course of County operations through transfers from LAFCo's funds to the County or through the County's cost allocation plan. The method of reimbursement of each department or agency shall be established through consultations among the department, the Auditor-Controller, and LAFCo.

Until termination of this Agreement, LAFCo shall pay the County for these services labeled as "County Charges" in the annual LAFCo budget the total amount allocated for such services in LAFCo's approved budget. Should actual expenses exceed the budgeted charges, LAFCo shall take all steps necessary to amend its budget to provide for the full reimbursement of the County. The County shall bill LAFCo for the services provided pursuant to this paragraph of the MOU, and upon approval of the bill by the LAFCo Executive Officer, which approval shall not be unreasonably denied, delayed or withheld, LAFCo shall transfer the appropriate amounts to the County. In the event that this Agreement is terminated pursuant to the provisions of paragraph 12 of this Agreement,

LAFCo shall pay the County for the pro rata amount for these County Charges up to the termination date of this Agreement. In the event that LAFCo terminates from the general liability or workers' compensation program under this MOU, an additional contribution may be required to fund the incurred but unpaid actuarial liabilities attributable to LAFCo at the date of termination at the 75% confidence level. The determination of the amount due shall be based upon the actuarial valuation of the plan as of the close of the plan year in which LAFCo last participates and the percentage that LAFCo's ultimate accrued liability and allocated expenses bear to that of the plan in its entirety as of that date.

6. Legal Counsel Services. The County, through its Office of the County Counsel, shall provide legal services to LAFCo. The County Counsel shall make available staff appropriately qualified to serve as the legal counsel to LAFCo. If there is ever a conflict of interest between LAFCo and the County, LAFCo may seek independent counsel. These services shall include, but not be limited to, the following:

- Preparing legal memoranda concerning matters within the jurisdiction of LAFCo and assisting the LAFCo staff with legal issues that arise in the day-to-day management of LAFCo's affairs.

- Attending LAFCo meetings.

- Representing LAFCo in litigation brought against or by LAFCo, including all phases of the usual legal services which might be anticipated in connection with litigation, such as settlement negotiations, trials, and any appeals.

(a) Until termination of this Agreement, LAFCo shall pay the County for the services provided by the Office of the County Counsel pursuant to the annual budget approved by LAFCo. The County shall bill LAFCo for the services provided pursuant to this paragraph of the MOU, and upon approval of the bill by the LAFCo Executive Officer, which approval shall not be unreasonably denied, delayed or withheld, LAFCo shall transfer the appropriate amounts to the County. Each fiscal year that this contract is in effect, the Office of the County Counsel will work with the LAFCo Executive Officer to provide an estimate of the expenses for the upcoming year to be included in the LAFCo budget. In the event that this Agreement is terminated pursuant to the provisions of paragraph 11 of this Agreement, LAFCo shall pay the County for the pro rata amount for the Office of the County Counsel services performed up to the date of the termination of this Agreement.

(b) LAFCo understands that the County Counsel serves as the County's legal advisor and representative on all civil matters. LAFCo also understands that County Counsel serves as the legal advisor for a number of other separate legal entities that are *governed* by the same five (5) individuals that sit as the

Board of Supervisors for the County, such as the Alameda County Fire Department, the Alameda County Flood Control District, and others (collectively "Related Public Entities"). In addition, County Counsel may, upon request, represent local government entities that are distinct from County government, such as LAFCo. From time to time the interests of LAFCo may potentially conflict with the interests of the County or Related Public Entities, such as in a situation where the Commission and the County both require assistance of County Counsel in negotiating a contract with each other (as with this Agreement). As required by the Rules of Professional Conduct, County Counsel will take all steps necessary to safeguard the confidential information of LAFCo in such situation. Upon execution of this Agreement, LAFCo agrees to execute the Waiver of Conflict attached as Exhibit "B," so that County Counsel may continue to represent the County (or Related Public Entities) and LAFCo in the absence of an actual conflict. Further, should an actual conflict develop between LAFCo and the County (or Related Public Entities), LAFCo expressly waives its right to disqualify County Counsel from representing the County (or Related Public Entities) in any matter involving LAFCo. Notwithstanding execution of this waiver, when the County or a Related Public Entity is an applicant before LAFCo, the parties shall meet and confer to determine whether it is desirable for LAFCo to retain alternate legal counsel as described in paragraph 7. Nothing in the waiver attached as Exhibit "B" shall diminish LAFCo's authority to appoint alternate legal counsel in accordance with Government Code Section 56384 and paragraph 7.

7. Conflicts of Interest: Pursuant to Government Codes Sections 56384(a) and 56384(b), LAFCo must appoint an alternate executive officer and/or alternate legal counsel if the appointed executive officer and/or legal counsel are subject to a conflict of interest on a matter before LAFCo. Any executive officer or legal counsel provided by the County through this Agreement will promptly notify LAFCo of any conflict of interest on any matter before the Commission.

8. Insurance and Risk Management Services. In order to protect LAFCo and the County against claims and liability for injury, loss, damage or death as a result of LAFCo's operations, LAFCo shall maintain insurance coverage consistent with the County's program of self-insurance and purchased insurance as follows: (a) comprehensive general liability; (b) comprehensive automobile liability; (c) directors' and officers' liability; (d) blanket fidelity and public officials bonds; (e) workers' compensation; (f) property and related programs providing coverage for loss or damage to equipment and other personal property used in the course and scope of the functions of LAFCo. LAFCo shall satisfy its insurance obligation as a paying participant in the County's program of self-insurance and purchased insurance. LAFCo shall comply with all applicable requirements, rules and policies of the County Risk Management Unit ("Risk Management") relating to the provision of insurance, the handling of claims, the charging of premiums, and other administrative responsibilities and functions in the same manner as such rules and policies apply to County agencies and departments. Applicable rules

and policies for the County's Risk Management Program can be found on the County's website, www.acgov.org/cao/rmu. Annually, the County will endeavor to notify LAFCo, through its executive officer, of any significant change to its insurance coverage.

9. Indemnification. LAFCo shall defend, indemnify and hold harmless the County, its officers, employees and agents from any and all liabilities and claims, suits, actions, judgments or losses by whomever asserted arising out of acts or omissions of LAFCo, its commissioners, officers or agents, or arising out of the acts or omissions of any of LAFCo's contractors or consultants. The County shall notify LAFCo promptly of any such claim, action or proceeding of which it is aware and cooperate fully in the defense. The County shall defend, indemnify and hold harmless LAFCo, its commissioners, officers and agents, from any and all liabilities and claims, suits, actions, judgments or losses by whomever asserted arising out of acts or omissions of the County, its officers, employees or agents. LAFCo shall notify the County promptly of any such claim, action or proceeding and cooperate fully in the defense.

10. Independent Contractor: The County shall perform the services required by this Agreement as an independent contractor. The County and its officers, agents and employees are not, and shall not be deemed, LAFCo employees for any purpose, including workers' compensation.

11. Term. The term of this Agreement shall be for a term of one year commencing on the date when both parties have approved this Agreement or June 1, 2019, whichever is last to occur, until June 30, 2020, and, unless earlier terminated as provided in paragraph 12, shall automatically renew for four (4) additional terms of one year each to June 30, 2024.

12. Termination. Either party to this Agreement may terminate this Agreement for any reason upon at least 180 days written notice to the other party. If this Agreement is terminated pursuant to this paragraph, LAFCo shall compensate the County for any work performed prior to the date that the termination becomes effective. In addition, either party may terminate this Agreement for cause on 10 days-notice to the other party. The provisions of paragraphs 8 and 9 shall survive the termination of this Agreement.

13. Notices. All notices required or authorized by this Agreement shall be in writing and shall be delivered in person, or by deposit in the United States mail, or by deposit in a sealed envelope in the County's internal mail system, when available. Either party may change its addresses by notifying the other party of the change. Any notice delivered in person shall be effective as of the date of delivery. Any notice sent by U.S. mail or the County's internal mail shall be deemed to have been received as of the date of actual receipt or five days following the date of deposit, whichever is earlier. Any notice to the County or LAFCo pursuant to this agreement shall be sent to the following addresses:

For the County:

County Administrator
County of Alameda
1221 Oak St., Room 555
Oakland, CA 94612

For LAFCo:

Executive Officer
Alameda LAFCo
1221 Oak St., Room 555
Oakland, CA 94612

14. Confidentiality. Confidential information is defined as all information disclosed to the County in the course of the County's performance of services under this Agreement, where such information relates to LAFCo's past, present, and future activities, as well as activities under this Agreement, and is not publicly available. The County and any of its officers, agents and employees providing services under this Agreement shall use their best efforts to hold all such information as they may receive, if any, in trust and confidence, except with the prior written approval of LAFCo as expressed through its Chair or its Executive Officer or as otherwise required by law.

15. Assignments. Neither party to this Agreement may assign its obligations hereunder without the prior written consent of the other party.

16. Modification of Agreement. This Agreement may be modified with the written consent of both parties.

17. Interpretation. This Agreement shall be governed by the laws of the State of California. The venue for any legal action filed by either party in state court to enforce any provision of this Agreement shall be Alameda County, California.

18. Severability. If any provision of this Agreement, is found by any court of competent jurisdiction to be unenforceable or invalid for any reason, such provision shall be severable and shall not in any way impair the enforceability of any other provision of this Agreement.

19. Entire Agreement. This Agreement contains the entire and complete understanding of the parties and supersedes any and all other agreements, oral or written, with respect to the subject matter of this Agreement.

[SIGNATURES ON NEXT PAGE]

Dated: 7/1/19

COUNTY OF ALAMEDA

By: _____
President, Board of Supervisors

Approved as to Form:

Donna R. Ziegler, County Counsel

By: _____
Andrea L. Weddle, Chief Assistant

Dated: 6-13-2019

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

By: _____
Scott Haggerty, Chair

By: _____
Andrew J. Massey, Esq.
Legal Counsel, Alameda Local Agency Formation Commission

Exhibit "A": LAFCo Job Descriptions

Local Agency Formation Commission Executive Officer

Local Agency Formation Commission Analyst

Local Agency Formation Commission Clerk

Exhibit "B"
General Waiver of Conflict

WHEREAS, the Office of the County Counsel for the County of Alameda ("County Counsel") serves as the legal advisor and representative in all civil matters for the County of Alameda ("County"); and

WHEREAS, County Counsel also serves as the legal advisor for a number of other separate legal entities that are governed by the same five (5) individuals that sit as the Board of Supervisors for the County, such as the Alameda County Fire Department, the Alameda County Flood Control District, and others (collectively "Related Public Entities"); and

WHEREAS, County Counsel may, upon request, represent local governmental entities that are distinct from County government, such as the Alameda Local Agency Formation Commission ("the Commission"); and

WHEREAS, from time to time, the interests of the Commission may potentially conflict with the interests of the County or Related Public Entities; and

WHEREAS, the Commission acknowledges that a potential conflict of interest may arise from the fact that the County or Related Public Entities may have divergent interests from the Commission in transactions involving the Commission and the County or the Commission and Related Public Entities; and

WHEREAS, while transactional matters generally do not raise any specific potential for litigation between the parties, it is important for both parties to understand the potential conflict before agreeing to waive it; and

WHEREAS, the Commission wishes County Counsel to provide legal services notwithstanding such potential conflict; and

WHEREAS, in order to provide prompt legal services to all parties on transactions involving the parties, County Counsel is requesting a waiver from the Commission;

NOW, THEREFORE, the Commission hereby acknowledges that the nature of such potential conflicts has been explained, and the Commission hereby agrees to waive any potential conflicts of interest between the Commission and the County and between the Commission and Related Public Entities.

The Commission further agrees to waive the right to disqualify County Counsel from representing the County or any Related Public Entity *over* any conflict between the Commission and the County or between the Commission and any such Related Public Entities.

Alameda Local Agency Formation Commission

By: _____

_____ Executive Officer

Date: _____

AGENDA REPORT
March 14, 2024 Item
No. 11

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Executive Officer's Report**

The Commission will receive an update from the Alameda LAFCO Executive Officer. The report is being presented for discussion and feedback only.

Information

CALAFCO STAFF WORKSHOP SPONSORSHIP
Mobile Workshop at Wente Vineyards on April 24, 2024

Staff has contributed $5,000 towards the CALAFCO Staff Workshop scheduled to take place in Alameda County on the Commission's behalf.

Based on LAFCO's small contracting authority, as outlined in our operational guidelines, the Executive Officer is authorized to negotiate contracts up to $5,000 on behalf of the Commission within the authority conferred by the adopted budget. This authority allows us to support initiatives and events that align with the goals and objectives of Alameda LAFCO.

The CALAFCO Staff and Mobile Workshop presents a valuable opportunity for Alameda LAFCO to showcase the County and enhance staff members knowledge, skills and professional network. By contributing to this workshop, Alameda LAFCO demonstrates its commitment to professional development and collaboration within the LAFCO community.

The itinerary of the Mobile Workshop includes a tour of Wente Vineyards and a presentation from a speaker from the City of Livermore, discussing Measure P – the South Livermore Sewer Extension. Lunch will be provided.

Alameda LAFCO's contribution will offset transportation costs, venue fees, and catering.

Administrative Office
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Karla Brown, Chair City of Pleasanton
Ralph Johnson, Regular Castro Valley Sanitary District
Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regular City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Letter from Cities of Livermore and Dublin on Crosby Property

On December 26, 2023 Alameda LAFCO Executive Officer received a joint letter from the Cities of Livermore and Dublin stating that both cities are committed to achieving a compromise by Summer 2024 regarding which areas of the Crosby property to annex into Dublin's or Livermore's jurisdictional boundaries.

Attachments: Letter from Cities of Dublin and Livermore, Crosby Property

DUBLIN
CALIFORNIA
THE NEW
AMERICAN
BACKYARD

CITY OF
LIVERMORE
CALIFORNIA

December 26, 2023

Rachel Jones, Executive Officer
Alameda Local Agency Formation Commission
224 West Winton Avenue, Suite 110
Hayward, CA 94544

Re: Crosby Property - Cities of Dublin and Livermore Collaboration

Dear Rachel:

The Cities of Dublin and Livermore are writing jointly to inform you that the two cities are working collaboratively to reach a compromise in planning for the area known as the Crosby property including the development of a roadway extension to connect the two communities.

In September 2023, the Cities of Dublin and Livermore independently submitted a response to Municipal Service Review (MSR) surveys. Each jurisdiction requested a Sphere of Influence change for the same territory, known as the Crosby property. The cities are committed to facilitating the extension of Dublin Boulevard and North Canyons Parkway to link the two communities and provide an opportunity to meet shared mobility goals. As such, we are negotiating the most effective ways to achieve our shared goals of:

1. building the road
2. maintaining open space and an appropriate view corridor
3. ensuring orderly and visually attractive development in the most practical areas

We are committed to achieving a compromise by Summer of 2024 which includes identifying which areas to annex into Dublin or Livermore's jurisdictional boundaries and/or remain in unincorporated Alameda County.

Please continue to inform the Cities of Dublin and Livermore of the status of the MSR, the evaluation process, and any other related notices, documents, or meetings. If you have any questions or need additional information regarding the ongoing negotiations described above, please contact either:

Hazel L. Wetherford
Deputy City Manager
City of Dublin
(925) 452-2158
hazel.wetherford@dublin.ca.gov

Paul Spence,
Assistant City Manager
City of Livermore
(925) 960-4474.
prspence@livermoreca.gov

Sincerely,

Linda Smith (Dec 27, 2023 16:11 PST)

Linda Smith
City Manager
City of Dublin

Marianna Marysheva
City Manager
City of Livermore

cc: Jason Alcala, City Attorney
Ashley Vera, Senior Planner

AGENDA REPORT
March 14, 2024 Item
No. 12a

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Current and Pending Proposals**

The Commission will receive a report identifying active proposals on file with the Alameda Local Agency Formation Commission (LAFCO) as required under statute. The report also identifies pending local agency proposals to help telegraph future workload. The report is being presented to the Commission for information only.

Information / Discussion

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH") delegates LAFCOs with regulatory and planning duties to coordinate the formation and development of local government agencies and their municipal services. This includes approving or disapproving boundary changes involving the formation, expansion, merger, and dissolution of cities, towns, and special districts, as well as sphere of influence amendments. It also includes overseeing outside service extensions. Proposals involving jurisdictional changes filed by landowners or registered voters must be put on the agenda as information items before any action may be considered by LAFCO at a subsequent meeting.

Current Proposals | Approved and Awaiting Term Completions

Alameda LAFCO currently has no proposals on file that were previously approved and awaiting term completions. CKH provides applicants one calendar year to complete approval terms or receive extension approvals before the proposals are automatically terminated.

Current Proposals | Under Review and Awaiting Hearing

There are currently no active proposals on file with the Commission that remain under administrative review and await a hearing as to the date of this report.

Administrative Office
Rachel Jones, Executive Officer
224 West Winton Avenue, Suite 110
Hayward, California 94544
T: 510.670.6267
www.alamedalafco.org

Nate Miley, Regular County of Alameda
Karla Brown, Chair City of Pleasanton
Ralph Johnson, Regular Castro Valley Sanitary District
Sblend Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regular City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Pending Proposals

There are currently two new potential proposals at the moment that staff believes may be submitted to the Commission from local agencies based on ongoing discussions with proponents.

- **Annexation of West Jack London Boulevard | City of Livermore**
  The City of Livermore plans to annex two parcels on West Jack London Boulevard that total 71 acres within the unincorporated area of Alameda County. The purpose of the annexation is to facilitate the Oaks Business Park for the development of offices, research institutions, warehousing, manufacturing, and limited business supporting commercial uses.

- **Reorganization of Appian Way/Louis Ranch Property | ACWD and USD**
  The Alameda County Water District (ACWD) and Union Sanitary District (USD) are evaluating a plan to annex one parcel totaling approximately 30 acres within the City of Union City. The purpose of the annexation is to develop 325 single-family residential units on nine parcels totaling 98.6 acres.

Alternatives for Action

This item is for informational purposes only. No formal action will be taken as part of this item.

Attachments: none

AGENDA REPORT
March 14, 2024 Item
No. 12b

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Progress Report on 2023-2024 Work Plan**

The Alameda Local Agency Formation Commission (LAFCO) will receive a progress report on accomplishing specific projects as part of its adopted work plan for 2023-2024. The report is being presented to the Commission to formally receive and file as well as provide direction to staff as needed.

Background

Alameda LAFCO's current strategic plan was adopted following a planning session on June 23, 2023. The plan defines each of LAFCO's priorities through overall goals, core objectives, and target outcomes with overarching themes identified as education, facilitation, and collaboration. The strategic plan is anchored by seven key priorities that collectively orient the Commission to proactively fulfill its duties and responsibilities under the Cortese-Knox-Hertzberg Act of 2000 in a manner responsive to local conditions and needs. These pillars and their related strategies, which premise individual implementation outcomes, are summarized below.

1. Education – Serve as a resource to the public and local agencies to support orderly growth and logical sustainable service provision.

2. Facilitation – Encourage orderly growth and development through the logical and efficient provision of municipal services by local agencies best suited to feasibly provide necessary governmental services and housing for persons and families of all incomes.

3. Collaboration – Be proactive and act as a catalyst for change as a way to contribute to making Alameda County a great place to live and work by sustaining its quality of life.

On May 11, 2023, Alameda LAFCO adopted the current fiscal year work plan at a noticed public hearing. The work plan is divided into two distinct categories – statutory and administrative – with one of three priority rankings: high; moderate; or low. The underlying intent of the work plan is to serve as a management tool to allocate Commission resources in an accountable and transparent manner over the corresponding 12-month period that pulls from the key priorities in the Commission's Strategic Plan.

Administrative Office
Rachel Jones, Executive Officer
224 West Winton Avenue, Suite 110
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www.alamedalafco.org

Nate Miley, Regular County of Alameda
Karla Brown, Chair City of Pleasanton
Ralph Johnson, Regular Castro Valley Sanitary District
Sblend Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regular City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

Further, while it is a standalone document, the work plan should be reviewed in relationship to the adopted operating budget given the planned goals and activities are facilitated and or limited accordingly.

This item provides the Commission with a status update on nineteen targeted projects established for the fiscal year with a specific emphasis on the "top ten" projects that represent the highest priority to complete during the fiscal year as determined by the membership. This includes identifying the projects already completed, underway, or pending in the accompanying attachment. The report and referenced attachment are being presented for the Commission to formally receive and file while also providing additional direction to staff as appropriate.

Discussion

The Commission has initiated work on five of the nineteen projects included in the adopted work plan. This includes progress on projects, such as the municipal service review (MSR) on Community Services, LAFCO Office Move, 2022-2023 Audit Report, and Countywide Regional Water and Wastewater Committee. The Commission has completed its LAFCO Informational Brochure, Sustainable Agriculture Lands Conservation Planning Grant and Unincorporated Areas Incorporation Feasibility Report.

Alternatives for Action

This item is for informational purposes only. No formal action will be taken as part of this item.

Attachments:
1. 2023-2024 Work Plan

Priority	Urgency	Type	Project	Key Issues
1	High	Statutory	Community Services Municipal Service Review	Service Specific MSR | Identify Accessibility Issues for Broadband Services
2	High	Statutory	Countywide MSR on Police Protection Services	Examine Current Provision and Need for Police Services and Related Financial and Governance Considerations
3	High	Statutory	Comprehensive Tri-Valley Area Study	Region Specific MSR | Review of Potential Needs and Issues
4	High	Administrative	LAFCO Office Move	Fulfill Long-Term Lease in MOU with CDA; Aid in Hiring LAFCO Analyst
5	High	Statutory	Application Proposals and Requests	Utilize resources to address all application proposals and boundary issues
6	High	Administrative	Establish LAFCO Bank Account	Deposit LAFCO Application funds for Special Projects and CALAFCO Conferences
7	High	Administrative	2018-2021 Audits	Verify Fund Balance; Perform Regular Audits
8	Moderate	Administrative	Alameda LAFCO Brochure	Create and Distribute Pamphlet for LAFCO Outreach and Education
9	Moderate	Statutory	Informational Report on Island Annexations	Map all Unincorporated Islands and Examine Island Annexation Implementation Issues in Alameda County
10	Moderate	Administrative	Create Countywide Regional Water and Wastewater Committee	Explore Opportunities and Share Practices for Collobaration on Recycled Water for the Region and Better Utilization of Imported Water
11	Moderate	Statutory	Unincorporated Areas Incorporation Feasbility Report	Prepare a Feasibility Report on the Incorporation of Castro Valley and surrounding areas of Ashland, Cherryland, and San Lorenzo
12	Moderate	Administrative	SALC Grant Award	Continue Two-Year Process on Grant Project and Track Agricultural Trends
13	Moderate	Administrative	Prepare Informational Report on JPAs	Post Enactment of SB 1266; Enhance Repository on Local Government Services
14	Low	Administrative	Review of County Transfer of Jurisdiction Policies	Ensure Policies are Consistent with CKH
15	Low	Administrative	Update Application Packet and Mapping Requirements	Streamline LAFCO Application and County Mapping Requirements; Make User Friendly
16	Low	Administrative	Informational Report on Remen Tract	Special Report on Service Delivery
17	Low	Administrative	Bay Area LAFCO Meetings	Attend Meetings with Other Bay Area LAFCOs for Projects/Training

18	Low	Administrative	Website Content Update	Update Relevant Information on LAFCO Website and Create New Mapping Page
18	Low	Administrative	Social Media	Expand Alameda LAFCO's Social Media Presence
19	Ongoing	Statutory	Policy Review on Agricultural Protection and Out of Area Service Agreements	Periodical review of existing policies relative to practices and trends, and determine whether changes are appropriate to better reflect current preferences

AGENDA REPORT
March 14, 2024
Item No. 12c

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer
April Raffel, Commission Clerk

SUBJECT: **Alameda LAFCO Brochure**

The Alameda Local Agency Formation Commission (LAFCO) will receive its first ever Alameda LAFCO brochure prepared as part of the Commission's adopted 2023-2024 work plan. The brochure will be made available online and part of the Commission's ongoing commitment to conduct greater outreach to its diverse stakeholders and the public.

Background

Alameda LAFCO's work plan for fiscal year 2023-2024 was adopted at a noticed public hearing in May 2023 and includes over two-dozen project goals for the fiscal year. This includes direction to staff to prepare its first ever brochure for public education and outreach about the agency.

Discussion

This item is for Alameda LAFCO to receive the brochure titled, *Navigating Growth: A Guide to Local Agency Formation Commissions.* The brochure is designed to help Alameda LAFCO tell its story and educate all audiences about the history of LAFCO, its mission and mandate, how it functions, and its role in maintaining efficient and effective orderly development throughout Alameda County.

A link to the brochure will be sent to local agencies and other state and regional governmental agencies. The Commission is invited to discuss the directory and provide feedback on possible content changes ahead of future publications.

Alternatives for Action

None.

Recommendation

This item is for information and Commission discussion only.

Attachments:
1. Alameda LAFCO Brochure

Administrative Office
Rachel Jones, Executive Officer
224 West Winton Avenue, Suite 110
Hayward, California 94544
T: 510.670.6267
www.alamedalafco.org

Nate Miley, Regular County of Alameda
Karla Brown, Chair City of Pleasanton
Ralph Johnson, Regular Castro Valley Sanitary District
Sblend Sblendorio, Regular Public Member
David Haubert, Regular County of Alameda
Melissa Hernandez, Regular City of Dublin
Mariellen Faria, Regular Eden Township Healthcare District
Bob Woerner, Alternate Public Member
Lena Tam, Alternate County of Alameda
John Marchand, Alternate City of Livermore
Georgean Vonheeder-Leopold, Alternate Dublin San Ramon Services District

ALAMEDA
LOCAL AGENCY FORMATION COMMISSION

NAVIGATING GROWTH

A Guide to Local Agency Formation Commissions

INTRODUCTION TO LAFCO | **FEBRUARY 2024**

HISTORY:
Metropolitan Area Problems

The sun rises over San Francisco, Oakland, and the rest of the bay

Vessels and cranes at the Port of Oakland container terminal in Oakland

In 1959, Governor Edmund G. Brown, Sr. appointed the Commission on Metropolitan Area Problems. The Commission's charge was to study and make recommendations on the "misuse of land resources" and the growing complexity of local governmental jurisdictions.

The Governor did this in response to California experiencing dramatic growth in population and economic development after World War II.

With this boom came a demand for housing, jobs, and public services. To accommodate this demand, the state approved the formation of many new local government agencies, often with little forethought as to the ultimate governance structures in a given region. The lack of coordination and adequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, and the premature conversion/loss of California's agricultural and open-space lands.

The Commission's recommendations on local governmental reorganization were introduced in the Legislature in 1963, resulting in the creation of Local Agency Formation Commissions, or "LAFCO."

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LAFCO LAW: A Brief History

After WWII

California experiences a post-war population boom. Housing and industry needs lead to the rapid creation or expansion of many cities and special districts. Without oversight, the results are often overlapping and inefficient services, at the cost of valuable agricultural land.

1959

Governor Edmund G. "Pat" Brown, Sr. forms the Commission on Metropolitan Area Problems (CMAP) to study and recommend solutions for the "misuse of land resources" and the growing complexity of local governmental jurisdictions.

1960

CMAP issues recommendations urging for a local governmental reorganization.

1963

Using the CMAP recommendations, the Knox-Nisbet Act is created. It creates Local Agency Formation Commissions (LAFCOs) and provides governance for the formation of new cities and special districts.

1985

The Knox-Nisbet Act, the District Reorganization Act, and the Municipal Organization Act are consolidated into the Cortese Knox Local Government Reorganization Act of 1985.

1997

The Commission on Local Governance for the 21st Century forms to consider city, county, and special district boundary laws and takes testimony from around the state.

2000

LAFCOs gain independence as a state agency when the Cortese Knox Herzberg Local Government Reorganization Act of 2000 (CHK) is passed in response to recommendations made in "Growth Within Bounds," the final report of the Commission on Local Governance for the 21st Century.

ALAMEDA COUNTY TODAY

813 Square Miles

14 Cities

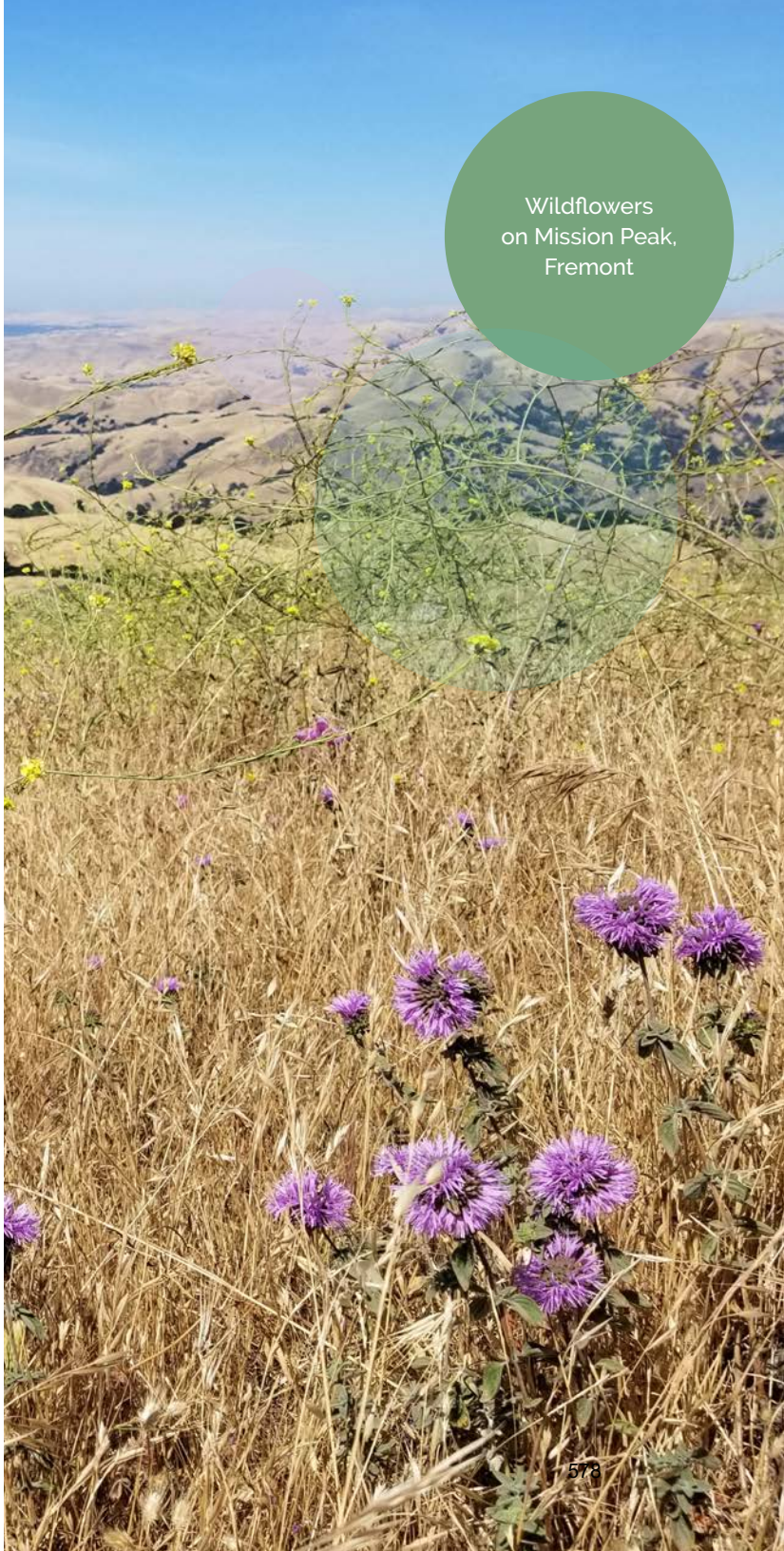
29 Special Districts

1.6M 2020 Population

1.9M Projected Population In 2050

Unincorporated Communities

Ashland, Castlewood, Castro Valley, Cherryland, Fairview, Happy Valley, Hayward Acres, Hillcrest Knolls, Rement Tract, San Lorenzo, and Sunol



Wildflowers on Mission Peak, Fremont

WHAT ARE LAFCOs?

You probably never heard about them

LAFCOs are state-mandated quasi-judicial agency

They were created by the California Legislature to control the boundaries of cities and most special districts

LAFCOs are directed to achieve three main purposes:

- Discourage urban sprawl
- Encourage orderly government and development
- Preserve agricultural and open space lands

There is an independent LAFCO in every county

LAFCOs commissioners are local representatives that are not state-appointed, thus keeping local control within their respective counties

Commissions have ability to adopt their own policies to fit local needs

LAFCO base decisions on data-driven analysis, considering things like population and land use patterns, socioeconomic conditions, present and projected municipal service needs, and the efficiency and effectiveness of service delivery

They hold agencies accountable

LAFCO JURISDICTION
Countywide

14
Cities

Alameda
Albany
Berkeley
Dublin
Emeryville
Fremont
Hayward
Livermore
Newark
Oakland
Piedmont
Pleasanton
San Leandro
Union City

29
Special Districts

DEPENDENT SPECIAL DISTRICTS

Alameda County Fire Department
Alameda County Flood & Water Conservation District
Alameda County Flood & Water Conservation District Zone 7
Castle Homes CSA (R-1982-1)
Castlewood CSA (R-1967-1)
Emergency Medical Services CSA (EM-1983-1)
Estuary Bridges (B-1988-1)
Extended Police Protection CSA (PP-1991-1)
Five Canyons (PW-1994-1)
Lead Abatement (LA-1991-1)
Morva CSA (R-1982-2)
Public Works Extended Services CSA (PW-2006-1)
Street Lighting CSA (SL-1970-1)
Vector Control Services District CSA (VC-1984-1)

INDEPENDENT SPECIAL DISTRICTS

Alameda County Mosquito Abatement District
Alameda County Resource Conservation District
Alameda County Water District
Castro Valley Sanitary District
City of Alameda Healthcare District
Dublin San Ramon Services District
East Bay Municipal Utility District
East Bay Regional Park District
Eden Township Healthcare District
Fairview Fire Protection District
Hayward Area Recreation and Park District
Livermore Area Recreation and Park District
Oro Loma Sanitary District
Union Sanitary District
Washington Township Healthcare District dba Washington Hospital Healthcare System
Zone 7 Water Agency*

LAFCO DOES NOT REGULATE:

- County boundary lines
- Community facilities
- School or college districts
- Other agencies such as JPAs or improvement districts
- Bridge or highway districts
- Assessment districts

580

THE COMMISSION

State law dictates LAFCO composition. The Alameda LAFCO is composed of two county supervisors selected by the Board of Supervisors; two city council representatives selected by a majority of the mayors in the county; two special district board members selected by the special district selection committee; and one public member selected by the other six members. There is an alternate for each category – city, county, special district, and public.

These members are all required by State law to think with their LAFCO "hats" and represent the interests of the public at large – not their elected positions.

Karla Brown
Chair City Member
City of Pleasanton Mayor

Melissa Hernandez
City Member
City of Dublin Mayor

John Marchand
City Member, Alternate
City of Livermore Mayor

Ralph Johnson
Vice Chair Special District Member
Castro Valley Sanitary District

Mariellen Faria
Special District Member
Eden Township Healthcare District

Georgean Vonheeder-Leopold
Special District Member, Alternate
Dublin San Ramon Services District

Nate Miley
County of Alameda
District 4 Board of Supervisor

David Haubert
County of Alameda
District 1 Board of Supervisor

Lena Tam
County of Alameda, Alternate
District 3 Board of Supervisor

Sblend Sblendorio
Public Member

Bob Woerner
Public Member, Alternate

Berkeley Skyline, including Sather Tower, and International House, with San Francisco Bay in the background.

LAFCO STAFF

Rachel Jones
Executive Director

April Raffel
Commission Clerk

Andrew Massey
County Counsel

- LAFCO contracts with County for support services: Assessor, Auditor Controller, Recorders' Office, Clerk of the Board, Registrar of Voters, General Services Agency, Human Resource Services, Legal Counsel, Risk Management Unit, and Information Technology Department
- The Executive Officer takes policy direction from the Commission

A vibrant green field of crops in Livermore

582

LAFCO FUNDING

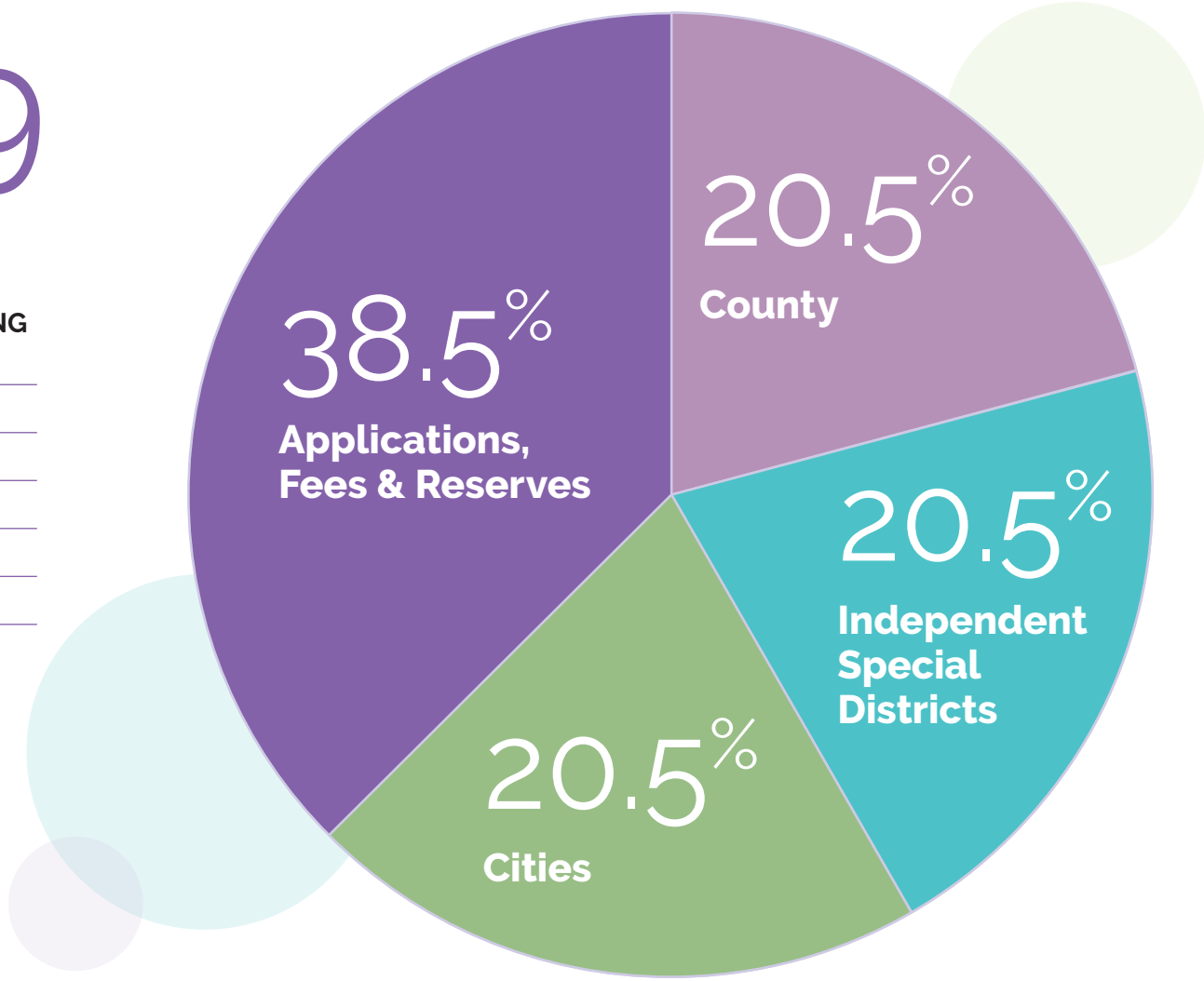
State law specifies the Commission's operating costs shall be divided into one-third increments between the (a) county, (b) cities, and (c) independent special districts.

- LAFCOs are locally funded by county, cities, and special districts in equal apportionments
- Application fees help to offset expenses
- Must adopt a budget each fiscal year

$784,739

2023-2024 Operating Budget

AGENCIES	OPERATING BUDGET
County	160,913
Independent Special Districts	160,913
Cities	160,913
Applications, Fees, & Reserves	302,000
Total Operating Budget	784,739



Lake Del Valle at
Livermore, CA

MISSION STATEMENT

Alameda LAFCO provides oversight over local governments to make Alameda County a great place to live and work by balancing the preservation of agriculture and open space with provision of sustainable municipal services.

WHAT DO LAFCOs DO?

View towards the towns of east bay, San Francisco bay area and Hayward

A PLANNING AGENCY

LAFCO plans for orderly growth and development by considering proposed **amendments to jurisdictional boundaries** of cities and special districts; and works collaboratively with local agencies on growth, preservation, governance and service issues by **conducting service reviews**, prior to **updating the spheres of influence** of cities and special districts once every five years, or as necessary.

Vineyard rows in Livermore Valley

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A REGULATORY AGENCY

LAFCO regulates the boundaries of cities and special districts. Boundary change proposals to LAFCO may include annexations to, or detachments from cities or districts; incorporation of new cities; formation of new districts; dissolution of districts; disincorporation of cities; or other changes such as consolidations and mergers of cities and districts.

LAFCO regulates service extensions of cities and special districts. Agencies are required to obtain LAFCO's approval prior to **extending services outside of their boundaries.** Districts are required to obtain LAFCO's approval prior to exercising their power to **provide new or different services**.

Traffic passing through downtown Emeryville

SPHERE OF INFLUENCE

A Sphere of Influence designates an agency's probable future physical boundary and service area. It is territory that a city or special district will annex in the future. It is also the area where local government will build facilities and deliver services sometime in the future. A sphere of influence is often bigger than a local government's current jurisdiction.

An aerial view of Alameda Point, with skyline of San Francisco across the Bay.

DETERMINING A SPHERE

The Commission considers several factors in determining a sphere:

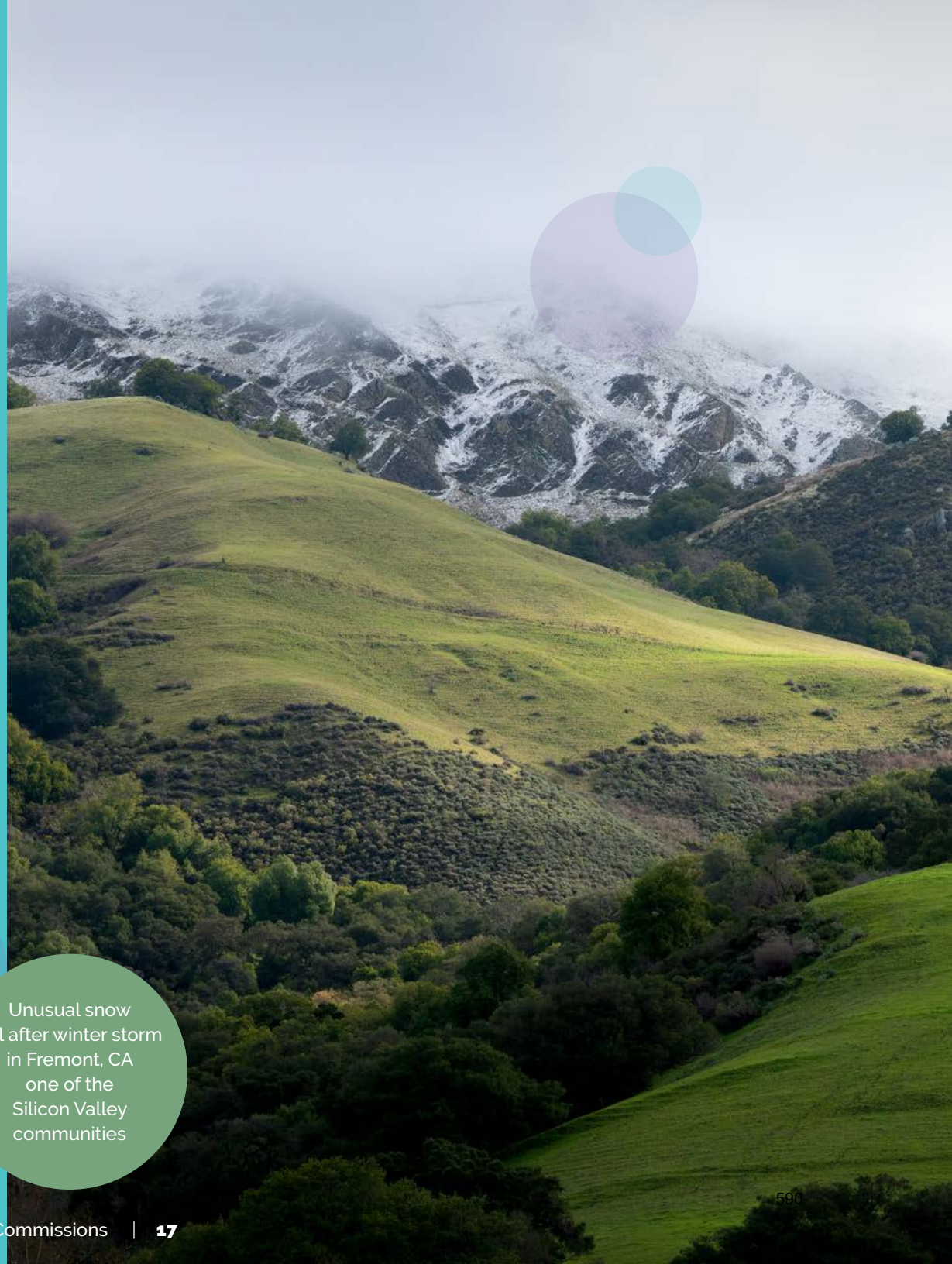
- Present and planned land uses
- Present and probable need for public facilities and services
- Present capacity of public facilities and adequacy of public services
- Existence of any social or economic communities of interest

The intent in preparing the written statements is to orient LAFCOs in addressing the core principles underlying the sensible development of local agencies consistent with the anticipated needs of the affected communities.

MUNICIPAL SERVICE REVIEWS

A Municipal Service Review (MSR) is a comprehensive study designed to better inform LAFCO, local agencies, and the community about the provision of municipal services.

Service reviews attempt to capture and analyze information about the governance structures and efficiencies of service providers, and to identify opportunities for greater coordination and cooperation between providers. The service review is a prerequisite to a sphere of influence amendment and may also lead a LAFCO to take other actions under its authority, such as reorganizations, like consolidations or dissolutions of local agencies.



Unusual snow fall after winter storm in Fremont, CA one of the Silicon Valley communities

MSRS INFORM LAFCO AND LOCAL AGENCY DECISIONS

These MSRs must make recommendations and provide information on growth and population projections, present and planned capacity for an agency to provide service, the financial ability of an agency to provide services, the opportunity of shared facilities among agencies, accountability of agencies to the public, and other issues determined by the Commission, one example being how the agency plans to face climate change.

- Orderly growth: agencies and territory
- Future boundary changes
- Service delivery options
- Regional Transportation Plans

Turbines in Altamont Pass Wind Farm near Livermore

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LAFCOS CREATE PUBLIC VALUE

Sustainable Communities
Actively sync the development of local agencies and their municipal services to meet changing community needs and priorities.

Housing
Approval of boundary proposals or services often helps accommodate housing needs of all incomes and types.

Land Preservation
Redirects urban uses away from agricultural and open space lands to help preserve open spaces, parks, farmlands, and wildlife.

Economic Activity
Extends of services to agricultural lands to maintain economic vitality.

Accountability
Promotes public accountability and transparency of local agencies.

Pleasanton Ridge Regional Park, Alameda County

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GET INVOLVED

There are many ways to stay informed and get involved in Alameda LAFCO.

Utilize The Website

The Alameda LAFCO website is your resource for news and announcements, meetings, policies & procedures, application materials, spheres of influence, municipal service reviews, special studies, and other resources.

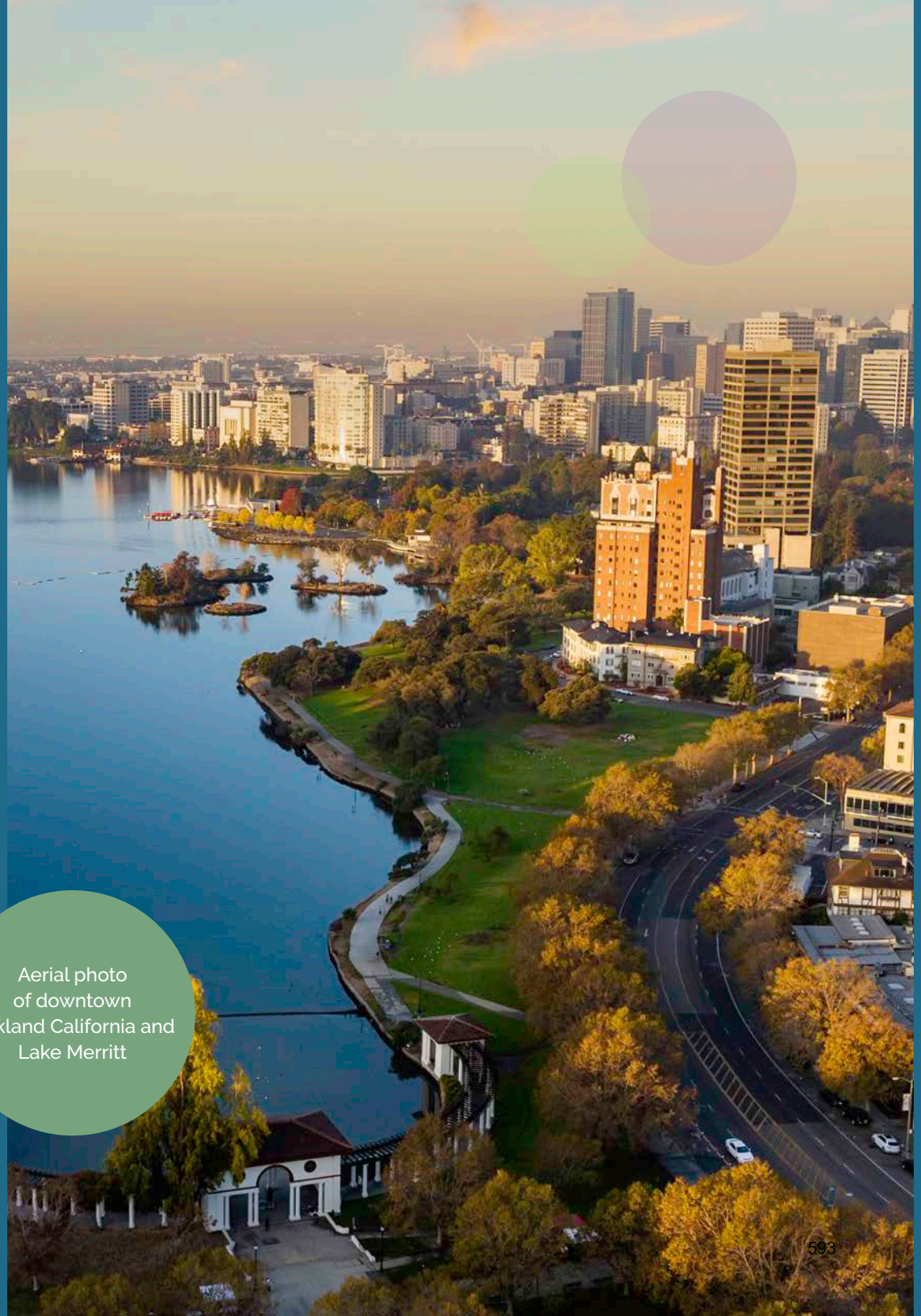
CONTACT STAFF

Reach our Commissioners and Staff at **https://alamedalafco.org/contact-us/.**

ATTEND MEETINGS

Alameda LAFCO meetings are open to the public.

Visit **alamedalafco.org** for a complete list of meetings and agendas.



Aerial photo of downtown Oakland California and Lake Merritt

California Association of Local Agency Formation Commissions

CALAFCO

SUPPORTING SUSTAINABLE COMMUNITY GROWTH

NEWSLETTER

January, 2024

FROM THE BOARD CHAIR

Dear Board of Directors and esteemed LAFCO members,

I am honored by your invitation to serve as the Chair of the CALAFCO Board for 2024. I sincerely appreciate your trust and confidence in me, and I look forward to working with you to advance our organization's mission and vision.

As the Chair of the Board, I will strive to uphold the highest standards of leadership, integrity, and accountability. I will also seek to foster a culture of collaboration, innovation, and excellence among our board members, staff, and stakeholders. I believe that together, we can overcome any challenges and seize any opportunities that may arise in our dynamic environment.

I am excited about the prospects of our organization and the potential impact we can have on our communities and beyond. I am eager to hear your ideas, insights, and feedback on improving our performance and achieving our goals. I invite you to contact me anytime with your suggestions, concerns, or questions.

Thank you once again for this incredible opportunity. I am grateful to Bill Connelly and would like to thank him for his leadership in 2023. I wish you all a productive and prosperous year ahead.

Sincerely,

Margie Mohler, Chair

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BOARD BRIEF

Retirements and other circumstances saw five members cycle off the Board after the October elections. Our profoundest thanks go to Southern region reps Jo MacKenzie (San Diego) and Mike Kelley (Imperial), Coastal Region rep Shane Stark (Santa Barbara), Northern region rep Debra Lake (Humboldt), and Central Region reg Daniel Parra (Fresno) for the time and expertise that they devoted to CALAFCO—some of them for many years. We are confident that we will see many of you in future endeavors.

In their place, we were also honored to install the five new members. Southern Region: Kimberly Cox (San Bernardino) and Yxstian Gutierrez (Riverside); Coastal Region: Kenneth Leary (Napa); Northern Region: Gordon Mangel (Nevada); and Central Region: Tamara Wallace (El Dorado). We look forward to the many contributions that we know our new Board members will make to CALAFCO. Welcome aboard, everyone!

While the end and beginning of a year are typically full of holiday happenings, the CALAFCO Board was still hard at work. Actions taken during the December and January meetings included approval of the following items:

- CALAFCO 2024 Legislative Policies and Priorities. (Those were unchanged from 2023.)
- 2024 Board meeting schedule (see the Schedule of Events on page 9 for more information.)
- FY 2024-2025 Member dues (approved with a 3.1% CPI

(Continued on page 4)

BOARD MEMBERS

Margie Mohler, Chair
Acquanetta Warren, Vice Chair
Gay Jones, Treasurer
Black Inscore, Secretary
Bill Connelly
Kimberly Cox
Rodrigo Espinosa
Yxstian Gutierrez
Kenneth Leary
Gordon Mangel
Michael McGill
Derek McGregor
Anita Paque
Wendy Root Askew
Josh Susman
Tamara Wallace

CALAFCO Staff

René LaRoche, Exec. Director
Clark Alsop, Legal Counsel
Stephen Lucas, Exec. Officer
José Henriquez, Dep. Exec. Ofc.
Dawn Longoria, Dep. Exec. Ofc.
Gary Thompson, Dep. Exec. Ofc.
Jeni Tickler, Administrator

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Happy 2024!

It absolutely boggles my mind to be saying that because it seems like we just launched into 2023. Where *did* the year go?

As we bid farewell to 2023 and welcome the new year, I am filled with gratitude for the incredible community that is CALAFCO. Your enthusiasm, volunteerism, commitment, and support have made the past year truly remarkable.

We've developed a new brand and have some exciting plans in the pipeline – from our engaging events and enriching workshops, to a new website and staff photo contest – and all are designed to make the CALAFCO experience even more fantastic for our members. Stay tuned for updates and get ready to make this year the best one yet!

Of course, it wouldn't be a new year without a toast! So, here's to new beginnings, shared laughter (and lots of it), and the continued growth of our wonderful association. My wish for each of you is that the year ahead is filled with accomplishments, health, happiness, and countless reasons to celebrate.

May we all embark on 2024 with boundless energy, fresh perspectives, and a shared spirit of collaboration, and may this year bring you nothing but joy, success, and memorable moments!

Here's to making the new year all that we want it to be!

Happy New Year!!

René LaRoche, Executive Director

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BOARD COMMITTEE ASSIGNMENTS

The following Board member committee assignments were made on January 5, 2024:

AWARDS COMMITTEE:

Rodrigo Espinosa (Central), Blake Inscore (Northern), Kenneth Leary (Coastal), and Derek McGregor (Southern)

CONFERENCE COMMITTEE:

Kenneth Leary (Coastal), Gordon Mangel (Northern), Anita Paque (Central), and Acquanetta Warren (Southern)

ELECTIONS COMMITTEE:

Bill Connelly (Northern), Kimberly Cox (Southern), Kenneth Leary (Coastal), and Anita Paque (Central)

LEGISLATIVE COMMITTEE:

Bill Connelly (Northern), Yxstian Gutierrez (Southern), Gay Jones (Central), Mike McGill (Coastal), Derek McGregor (Southern), Margie Mohler, Anita Paque, Wendy Root Askew (Coastal), Josh Susman (Northern), and Tamara Wallace (Central)

AD HOC MODERNIZATION COMMITTEE:

Gordon Mangel (Northern), Margie Mohler (Coastal), Tamara Wallace (Central), Acquanetta Warren (Southern)

BOARD BRIEF, Continued from page 2

adjustment.)

- Amended CALAFCO Policy 4.5, pertaining to the Legislative Committee (Now defines a quorum as 7 of the Board and Staff voting members, requires the committee to disband within 15 minutes of the start time when no quorum exists, and has been reformatted for easier reading.)
- A new CALAFCO brand.
- Authorization to move association funds into higher yielding accounts.
- Appointment of members to committees.

Additional information for any Board item can be found in the agenda packets posted on the website, or by contacting the Executive Director.

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NEW BRAND UNVEILED

California Association of
Local Agency Formation Commissions
CALAFCO
SUPPORTING SUSTAINABLE
COMMUNITY GROWTH

NEW LOOK

It's here! It's here! After a process that started with our Strategic Planning in February, 2023, we are thrilled to share our revitalized CALAFCO brand! As our first ever professionally designed logo, this brand represents a significant milestone in our journey towards modernization and innovation under Phase I of our Strategic Plan.

Our new brand provides us with a **Refreshed Visual Identity** in a simple, modern design to better represent our professionalism, as well as **Enhanced Messaging** that builds on CALAFCO's new Mission Statement. We've also added a new tag line to better communicate the supportive position that CALAFCO plays for its members.

While operational enhancements have been happening, and continue to happen, behind the scenes, the new logo is our first public-facing change. As such, it also symbolizes our transition into a streamlined, more efficient, and modernized association.

The rebranding will soon be accompanied by a new website, which is currently under development. The new website is expected to complement our new brand with a similar modern aesthetic, while also providing us with the technological platform to take event registrations, and administer dues and payments.

As the hub for all CALAFCO information and resources, we look forward to enhanced website features that will serve up information with an intuitive and friendly user experience. Watch for that unveiling soon!

Of course, work of this magnitude does not occur in a vacuum. Thank you to the Board of Directors for their effort to develop the 2023-2026 Strategic Plan which outlined rebranding as an action item, as well as for the input they provided to develop the logo Design Brief that guided our consultant, Tara Bravo Mulally with CV Strategies.

Also, our sincere thanks to the EOs who took the polls which provided us with needed feedback.

Finally, special thanks to our Ad Hoc Rebranding Committee members who guided the development of this new brand through multiple meetings, discussions, and polls. Those members were Mike Kelley (Southern), Steve Lucas (Northern), Margie Mohler (Coastal), and Anita Paque (Central).

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YEAR 1 END

2023 marked the end of the first-year of this two year legislative cycle. During the year, a total of 3,030 bills were introduced – 1,974 in the Assembly and 1,056 in the Senate. Of those, CALAFCO reviewed nearly all at least once, tracked 21 bills, and took formal positions on 7 bills.

Support positions were taken by CALAFCO on AB 1753 (Assembly Local Government Committee) which was CALAFCO's Omnibus bill, SB 360 (Blakespear) regarding the California Coastal Commission membership, and SB 878, 879, and 880, the Senate Governance and Finance Committee annual validations.

Positions in Opposition were taken on AB 399 (Boerner) County Water Authority Act, AB 530 (Boerner) the first iteration of the County Water Authority Act bill that missed deadlines, and AB 918 (Garcia) the Imperial County Healthcare District.

The call for legislative proposals went out in July and culminated in the receipt of five new Omnibus proposals. To be Omnibus material, the proposal must seek to institute minor or technical changes that are not of concern to other stakeholders.

The collection of Omnibus proposals was submitted to the Assembly Local Government Committee Consultant for the 2024 session. However, after review and stakeholder outreach, the Committee Consultant approved only one proposal to move forward.

Consequently, CALAFCO starts 2024 with 10 active bills in tracking (all currently marked as watch, neutral or no position), and an Omnibus bill. Thank you to Joe Serrano (Santa Cruz) for spearheading the Omnibus effort.

NEW LAWS

AB 1753 (ALGC) CALAFCO's Omnibus bill adds two new provisions. The first addition is to Government Code Section 56658(d) where a cross reference to existing Revenue and Taxation Code Section 99 was added. The second change is to GC Sec. 56882, changes "mail" to "transmit" and adds subsection (b), which requires a confirmation of receipt for resolutions transmitted by email or electronic means.

SB 360 (Blakespear) California Coastal Commission - Allows members of JPAs, LAFCOs, and the San Diego Association of

(Continued on page 7)

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HAPPY TRAILS, JURG!!

The End of the year brought with it the retirement of long-time Imperial EO, Jurg Heuberger - a life change to which Jurg was looking forward! Displaying their characteristic solidarity, Southern Region EOs and staffers traveled to El Centro on December 13th where they wined and dined Jurg, and then hailed him the next day at his last LAFCO meeting. Respect takes many forms, and this display was certainly one of the sweetest! **Congratulations to Jurg on this new journey!**

Associate Member SPOTLIGHT

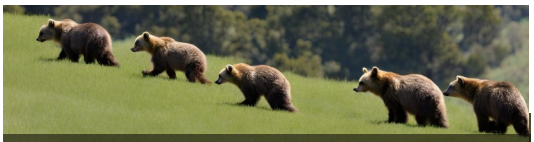
NEW GOLD ASSOCIATE!

PLANWEST PARTNERS, INC.

Thank you to Planwest Partners for upgrading to a **Gold Membership**!

Planwest Partners provides contract LAFCO staffing services to multiple LAFCOs - and Collette is a regular presenter at workshops and conferences! Many thanks!

Also, **WELCOME** to our new Associate member, **David Scheurich**! David is Staff Chief of Cooperative Fire Protection for CAL FIRE. His primary activities include review and assistance in coordination of Cooperative Fire Protection agreements.



TRACKS AROUND THE STATE

Only one month into the year and we have two new EOs!

Congratulations to Paula Graf, who traded in the "Assistant" mantle to become the new Imperial LAFCO EO on January 1st.

And in Shasta, Krystle Heaney replaces George Williamson who happily stepped aside as EO. **Congratulations, Krystle!**

NEW LAWS

(Continued from page 6)

Governments to serve on the Coastal Commission.

AB 557 (Hart) Brown Act teleconferencing - Revises the rules for teleconferencing during a proclaimed emergency by removing the sunset date, removing references to social distancing, and extending the time between legislative findings of a continued emergency from the previous 30-day period to 45 days. Does not affect regular teleconferencing rules.

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2023 CONFERENCE – MONTEREY

"The best conference, yet!"

We heard that refrain repeatedly from attendees during the October, 2023, Annual Conference. But, it's hard NOT to get it right when you've got the location, weather, and volunteers that we had to help put it all together! Thank you to the 40 or so volunteers who had our backs to make everything happen from planning to execution! It definitely takes a village to provide for 270 attendees (nearly 23% higher than our previous high) but you all nailed it!

And, a special thank you to Director Wendy Root Askew, EO Kate McKenna, and the fabulous crew from Monterey LAFCO for providing SOOOO much assistance! You guys rock!

Award Winners

Of course, the much anticipated highlight of the event was the Achievement Awards that were presented at the Association Dinner on Thursday night. Congratulations to all of our winners!

OUTSTANDING VOLUNTEER: *Anita Paque (Calaveras)*

OUTSTANDING ASSOCIATE MEMBER: *Colantuono, Highsmith & Whatley*

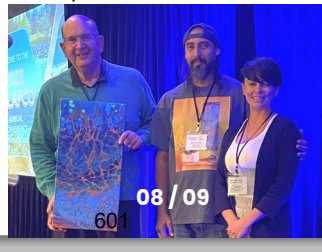
OUTSTANDING COMMISSIONER: *Richard Bettencourt (San Benito)*

OUTSTANDING LAFCO PROFESSIONAL: (two-way tie)
Andrea Ozdy (Ventura), and *José Henriquez (Sacramento)*

MIKE GOTCH EXCELLENCE IN PUBLIC SERVICE AWARDS,
- AGRICULTURE CATEGORY: *Napa LAFCO*
- INNOVATION CATEGORY: *Tom Cooley (Plumas)*

LIFETIME ACHIEVEMENT AWARD: *Dawn Mittleman Longoria (Napa)*

And, a special congratulations to *Commissioner Fred Sheriff* from *Tulare LAFCO* who won the evening's door prize - a spectacular painting donated by Anwar Fonseca. Congrats, Fred!



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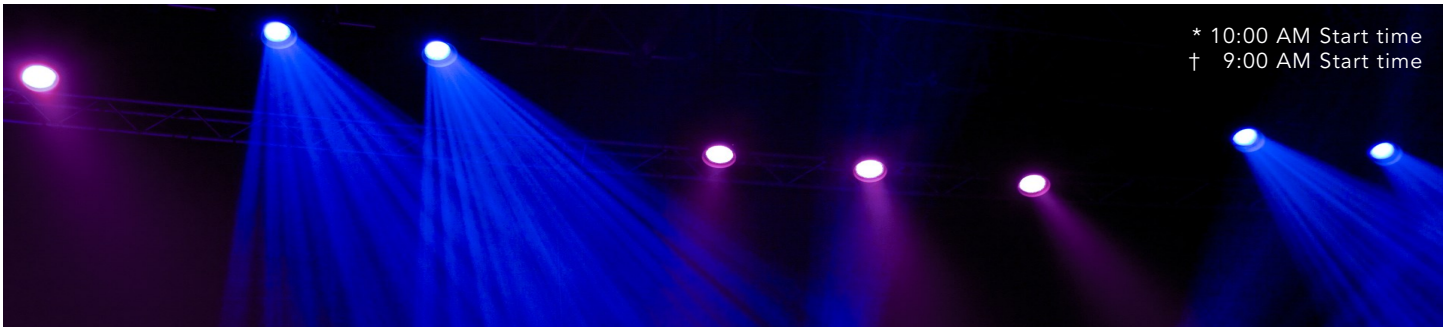
SCHEDULE OF UPCOMING EVENTS

Tenaya Lodge, Fish Camp, CA
2024 Annual Conference Site

JANUARY	5	CALAFCO Board of Directors Meeting (Virtual)*
	12	CALAFCO Legislative Committee (Virtual)†
FEBRUARY	16	CALAFCO Legislative Committee (Virtual)†
MARCH	5	CALAFCO U -
	22	CALAFCO Legislative Committee (Virtual)†
APRIL	12	CALAFCO Board of Directors Meeting (Virtual)*
	24-26	CALAFCO Staff Workshop (Pleasanton)
MAY	10	CALAFCO Legislative Committee (Virtual)†
JUNE	14	CALAFCO Legislative Committee (Virtual)†
JULY	12	CALAFCO Legislative Committee (Virtual)†
	19	CALAFCO Board of Directors Meeting (Virtual)*
AUGUST	23	CALAFCO Legislative Committee (Virtual), if needed†
SEPTEMBER		Let's get ready for the Conference!
OCTOBER	16-18	CALAFCO Annual Conference (Yosemite)
	17	CALAFCO Annual Business Meeting (Yosemite)
	18	CALAFCO Board of Directors Meeting (Yosemite)
NOVEMBER	1	CALAFCO Legislative Committee (Virtual)†
DECEMBER	6	CALAFCO Legislative Committee (Virtual), if needed†



* 10:00 AM Start time
† 9:00 AM Start time

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2024

California Association of Local Agency Formation Commissions
CALAFCO
SUPPORTING SUSTAINABLE COMMUNITY GROWTH

WEDNESDAY, APRIL 24TH • 7:30 A.M. – 12:30 P.M.

Mobile Workshop

Sustainable Growth: From Grounds to Grapes with Public Wastewater

In 2022, the citizens of Livermore resoundingly passed Measure P which provided the funding and mechanisms needed to extend sewer services to areas beyond the City's urban growth boundary. Join us to learn about the proposed sewer extension.

This unique half-day workshop will whisk you away to Wente Vineyards, founded in 1883 by C.H. Wente, where you will explore the vineyard's rich legacy through a guided tour of the grounds. You will then be joined by representatives from the City of Livermore who will discuss Measure P and how the proposed sewer extension addresses nitrate contamination from septic tanks, and aims to safeguard groundwater and support agriculture in the South Livermore Valley. We will also delve into discussions about the impacts of groundwater issues, the benefits of agricultural tourism, and the jurisdictional considerations of LAFCO.

The workshop will conclude with a delightful lunch provided by Wente Vineyards, where fusion, history, viticulture and collaborative initiatives create a truly enriching experience.

COST: $60 per person (includes lunch)

Limited to the first 50 registrants

Schedule:

7:15 a.m – Bus loads outside the hotel
7:30 a.m. – Bus departs PROMPTLY
12:30 p.m. – Return to the hotel

Dress in layers and wear closed-toe, closed-back flat shoes, as light walking is required.

Don't miss out. Join us for a day of exploration, learning, and enjoyment!

Thank you to our Mobile Workshop sponsors:

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

WENTE VINEYARDS

LIVERMORE CALIFORNIA

For more information, visit www.calafco.org or email info@calafco.org