

CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT

**BOARD CHAMBERS ROOM 107, ADMINISTRATION BUILDING, 651 PINE STREET
MARTINEZ, CALIFORNIA 94553-1229**

JOHN GIOIA, CHAIR
CANDACE ANDERSEN, VICE CHAIR
DIANE BURGIS
KAREN MITCHOFF
FEDERAL D. GLOVER

DAVID J. TWA, CLERK OF THE BOARD AND COUNTY ADMINISTRATOR, (925) 335-1900
LEWIS T. BROSCARD III, FIRE CHIEF

PERSONS WHO WISH TO ADDRESS THE BOARD DURING PUBLIC COMMENT OR WITH RESPECT TO AN ITEM THAT IS ON THE AGENDA, WILL BE LIMITED TO TWO (2) MINUTES.

The Board Chair may reduce the amount of time allotted per speaker at the beginning of each item or public comment period depending on the number of speakers and the business of the day.
Your patience is appreciated.

A closed session may be called at the discretion of the Board Chair.

Staff reports related to open session items on the agenda are also accessible on line at www.co.contra-costa.ca.us.

AGENDA
June 11, 2019

1:00 P.M. Convene and call to order.

CONSIDER CONSENT ITEMS (Items listed as C.1 through C.2 on the following agenda) – Items are subject to removal from Consent Calendar by request of any Director or on request for discussion by a member of the public. **Items removed from the Consent Calendar will be considered with the Discussion Items.**

DISCUSSION ITEMS

D. 1 CONSIDER Consent Items previously removed.

D. 2 PUBLIC COMMENT (2 Minutes/Speaker)

D.3 CONSIDER accepting a report from the Fire Chief providing a status summary for Contra Costa County Fire Protection District fire station construction projects.
(Lewis T. Broschard III, Fire Chief)

D.4 CONSIDER accepting a report from the Fire Chief providing a status summary for ongoing Fire District activities and initiatives. (Lewis T. Broschard III, Fire Chief)

- D.5** CONSIDER accepting a report from the Fire Chief on the status and progress of the Fire District with regard to City of Antioch development impact and funding issues. (Lewis T. Broschard III, Fire Chief)

CONSENT ITEMS

- C.1** RECEIVE Civil Grand Jury Report No. 1905, entitled "Fire Inspection Records and Reporting", and FORWARD to the Fire Chief for response. (No fiscal impact)
- C.2** Contra Costa County Fire Protection District (7300): APPROVE Appropriation and Revenue Adjustment No. 5088 authorizing revenue in the amount of \$2,378,000 from CCCFPD General Operating Fund Balance and appropriating it in the Contra Costa County Fire Protection District for Fire Station 16 and Fire Station 70 capital construction projects.

GENERAL INFORMATION

The Board meets in its capacity as the Board of Directors of the Contra Costa County Fire Protection District pursuant to Ordinance Code Section 24-2.402. Persons who wish to address the Board of Directors should complete the form provided for that purpose and furnish a copy of any written statement to the Clerk.

Any disclosable public records related to an open session item on a regular meeting agenda and distributed by the Clerk of the Board to a majority of the members of the Board of Directors less than 72 hours prior to that meeting are available for public inspection at 651 Pine Street, First Floor, Room 106, Martinez, CA 94553, during normal business hours. All matters listed under CONSENT ITEMS are considered by the Board of Directors to be routine and will be enacted by one motion. There will be no separate discussion of these items unless requested by a member of the Board or a member of the public prior to the time the Commission votes on the motion to adopt. Persons who wish to speak on matters set for PUBLIC HEARINGS will be heard when the Chair calls for comments from those persons who are in support thereof or in opposition thereto. After persons have spoken, the hearing is closed and the matter is subject to discussion and action by the Board. Comments on matters listed on the agenda or otherwise within the purview of the Board of Directors can be submitted to the office of the Clerk of the Board via mail: Contra Costa County Fire Protection District Board of Directors, 651 Pine Street Room 106, Martinez, CA 94553; by fax: 925-335-1913.

The District will provide reasonable accommodations for persons with disabilities planning to attend Board meetings who contact the Clerk of the Board at least 24 hours before the meeting, at (925) 335-1900; TDD (925) 335-1915. An assistive listening device is available from the Clerk, Room 106. Copies of recordings of all or portions of a Board meeting may be purchased from the Clerk of the Board. Please telephone the Office of the Clerk of the Board, (925) 335-1900, to make the necessary arrangements. Applications for personal subscriptions to the Board Agenda may be obtained by calling the Office of the Clerk of the Board, (925) 335-1900. The Board of Directors' agenda and meeting materials are available for inspection at least 96 hours prior to each meeting at the Office of the Clerk of the Board, 651 Pine Street, Room 106, Martinez, California.

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www.co.contra-costa.ca.us

ADVISORY COMMISSION

The Contra Costa County Fire Protection District Advisory Fire Commission is scheduled to meet next on Monday, August 12, 2019 at 7:00 p.m. at the District Training Center, 2945 Treat Blvd., Concord, CA 94518.

AGENDA DEADLINE: Thursday, 12 noon, 12 days before the Tuesday Board meetings.

Glossary of Acronyms, Abbreviations, and other Terms (in alphabetical order):

The Contra Costa County Fire Protection District has a policy of making limited use of acronyms, abbreviations, and industry-specific language in its Board of Supervisors meetings and written materials. Following is a list of commonly used language that may appear in oral presentations and written materials associated with Board meetings:

AB Assembly Bill
ABAG Association of Bay Area Governments
ACA Assembly Constitutional Amendment
ADA Americans with Disabilities Act of 1990
AFSCME American Federation of State County and Municipal Employees
ARRA American Recovery & Reinvestment Act of 2009
BAAQMD Bay Area Air Quality Management District
BART Bay Area Rapid Transit District
BayRICS Bay Area Regional Interoperable Communications System
BGO Better Government Ordinance
BOC Board of Commissioners
CALTRANS California Department of Transportation
CAER Community Awareness Emergency Response
CAL-EMA California Emergency Management Agency
CAO County Administrative Officer or Office
CCE Community Choice Energy
CBC California Building Code
CCCPFD (ConFire) Contra Costa County Fire Protection District
CCHP Contra Costa Health Plan
CCTA Contra Costa Transportation Authority
CCRMC Contra Costa Regional Medical Center
CCWD Contra Costa Water District
CFC California Fire Code
CFDA Catalog of Federal Domestic Assistance
CEQA California Environmental Quality Act
CIO Chief Information Officer
COLA Cost of living adjustment

ConFire (CCCFPD) Contra Costa County Fire Protection District
CPA Certified Public Accountant
CPF – California Professional Firefighters
CPI Consumer Price Index
CSA County Service Area
CSAC California State Association of Counties
CTC California Transportation Commission
dba doing business as
EBMUD East Bay Municipal Utility District
ECCFPD East Contra Costa Fire Protection District
EIR Environmental Impact Report
EIS Environmental Impact Statement
EMCC Emergency Medical Care Committee
EMS Emergency Medical Services
et al. et alii (and others)
FAA Federal Aviation Administration
FEMA Federal Emergency Management Agency
FTE Full Time Equivalent
FY Fiscal Year
GIS Geographic Information System
HCD (State Dept of) Housing & Community Development
HHS (State Dept of) Health and Human Services
HOV High Occupancy Vehicle
HR Human Resources
HUD United States Department of Housing and Urban Development
IAFF International Association of Firefighters
ICC International Code Council
IFC International Fire Code
Inc. Incorporated
IOC Internal Operations Committee
ISO Industrial Safety Ordinance
JPA Joint (exercise of) Powers Authority or Agreement
Lamorinda Lafayette-Moraga-Orinda Area
LAFCo Local Agency Formation Commission
LLC Limited Liability Company
LLP Limited Liability Partnership
Local 1 Public Employees Union Local 1
Local 1230 Contra Costa County Professional Firefighters Local 1230
MAC Municipal Advisory Council
MBE Minority Business Enterprise
MIS Management Information System
MOE Maintenance of Effort
MOU Memorandum of Understanding
MTC Metropolitan Transportation Commission
NACo National Association of Counties
NEPA National Environmental Policy Act
NFPA National Fire Protection Association
OES-EOC Office of Emergency Services-Emergency Operations Center

OPEB Other Post Employment Benefits
OSHA Occupational Safety and Health Administration
PACE Property Assessed Clean Energy
PARS Public Agencies Retirement Services
PEPRA Public Employees Pension Reform Act
RFI Request For Information
RFP Request For Proposal
RFQ Request For Qualifications
SB Senate Bill
SBE Small Business Enterprise
SEIU Service Employees International Union
SUASI Super Urban Area Security Initiative
SWAT Southwest Area Transportation Committee
TRANSPAC Transportation Partnership & Cooperation (Central)
TRANSPLAN Transportation Planning Committee (East County)
TRE or **TTE** Trustee
TWIC Transportation, Water and Infrastructure Committee
UASI Urban Area Security Initiative
UCOA United Chief Officers Association
vs. versus (against)
WAN Wide Area Network
WBE Women Business Enterprise
WCCTAC West Contra Costa Transportation Advisory Committee



Contra
Costa
County

To: Contra Costa County Fire Protection District Board of Directors
From: Lewis T. Broschard III, Chief, Contra Costa Fire Protection District
Date: June 11, 2019

Subject: Update on Fire Station Construction Projects

RECOMMENDATION(S):

ACCEPT a report from the Fire Chief providing a status summary for Contra Costa County Fire Protection District fire station construction projects.

FISCAL IMPACT:

Status report only. No fiscal impact.

BACKGROUND:

At the request of the Contra Costa County Fire Board of Directors, the Fire Chief is providing a report on the status and progress of District fire station construction projects.

APPROVE

OTHER

RECOMMENDATION OF CNTY ADMINISTRATOR

RECOMMENDATION OF BOARD COMMITTEE

Action of Board On: **06/11/2019** APPROVED AS RECOMMENDED OTHER

Clerks Notes:

VOTE OF SUPERVISORS

I hereby certify that this is a true and correct copy of an action taken and entered on the minutes of the Board of Supervisors on the date shown.

ATTESTED: June 11, 2019

Contact: Lewis T. Broschard III, Fire Chief (925) 941-3300

David J. Twa, County Administrator and Clerk of the Board of Supervisors

By: , Deputy

cc:

ATTACHMENTS

Construction Project Update_June
2019



CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT

June 11, 2019

TO: Board of Directors
FROM: Lewis T. Broschard III, Fire Chief
RE: Update on Fire Station Construction Projects

Fire Station 16 – Lafayette

We received approval of the new utility plan that will allow PG&E to power the building. The project team has implemented everything necessary, and we are waiting for PG&E to complete an inspection and set a date to (1) install a new transformer; and (2) bring permanent power into the building. Powering the building on temporary power is no longer an option.

The project will not be completed by our previous target date of July 1. The current target completion date is August 1. There are many reasons for this delay including record setting rain in May 2019, PG&E delays, and recently identified ground that will not achieve required compaction without mitigation.

Large areas of earth in the driveway will need to be removed and replaced with engineered fill in order to pass compaction testing. With heavy fire apparatus traffic daily, we cannot take any chances with soft ground under the driveway and parking areas.

We are presently negotiating the costs associated with these delays. Work continues on the building with cabinetry and installation of audio systems, security systems and appliances. Exterior landscaping should begin soon.

The largest unknown factor will be when PG&E can complete the work required on their side. We continue to have positive communications with them.

Fire Station 70 – San Pablo

Alten Construction has mobilized for the project, and construction has begun. The project team meets weekly to review the many details and decisions.

Fire Station 9 – Pacheco

The CEQA process continues, and we have received many draft studies. A planning review application has been submitted to the Department of Conservation and Development. We will be prequalifying contractors in the coming months.

Fire Station 86 – Bay Point

The CEQA process continues, and we have received many draft studies. A planning review application has been submitted to the Department of Conservation and Development. We are meeting with the Golden State Water Company about providing service and the possibility of granting them an easement on our property for an upgraded line to service the entire area.



**Contra
Costa
County**

To: Contra Costa County Fire Protection District Board of Directors
From: Lewis T. Broschard, III, Chief, Contra Costa Fire Protection District
Date: June 11, 2019

Subject: Fire Chief's Report - June 11, 2019

RECOMMENDATION(S):

ACCEPT a report from the Fire Chief providing a status summary for ongoing Fire District activities and initiatives.

FISCAL IMPACT:

No fiscal impact.

BACKGROUND:

At the request of the Contra Costa County Fire Board of Directors, the Fire Chief is providing a report on the status and progress of the various District initiatives.

APPROVE

OTHER

RECOMMENDATION OF CNTY ADMINISTRATOR

RECOMMENDATION OF BOARD COMMITTEE

Action of Board On: **06/11/2019** APPROVED AS RECOMMENDED OTHER

Clerks Notes:

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ATTESTED: June 11, 2019

Contact: Lewis T. Broschard III, Fire Chief (925) 941-3300

, County Administrator and Clerk of the Board of Supervisors

By: , Deputy

cc:

ATTACHMENTS

Fire Chiefs June
Report



CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT

June 11, 2019

TO: Board of Directors

FROM: Lewis T. Broschard III, Fire Chief

RE: Fire Chief's Report

- North Orinda Shaded Fuel Brake (NOSFB) Project. Work continues with the Moraga-Orinda FPD, Cal Fire, and other cooperators on logistics and planning. There is no start date for work to commence as of the date of this report.
- Fire Season. Crews continue their wildland training and preparations for fire season. In addition, our fire trail program has been working fire trail maintenance since early May, and personnel are out almost every day driving the trails; identifying issues to be addressed; and ensuring gates, locks, and signage are intact and operational. Heavy equipment, including our bulldozer and a rented motor grader, is used to modify or maintain the trails.
- New Fire Engines in Service. Two new wildland firefighting engines were placed into service in May at Fire Stations 85 (Pittsburg) and 83 (Antioch). These will help us improve fleet reliability and replace two 19-year-old engines that are well beyond their normal service life.



- REACH Public Safety Helicopter Program. We continue to work on the implementation of the program with REACH. The tentative start date for the new program is August 1, 2019.

- Wildfire Evacuation Guide. The District worked with the Lafayette Police Department to publish the Lamorinda Wildfire Evacuation Guide on May 17, 2019. The guide was distributed to over 60,000 residents and made available on all the participating agency websites. The guide can be found at www.cccfpd.org/pdfs/Residents_Guide.pdf. We will be issuing a similar guide to be used throughout our Fire District in conjunction with many of our city partners.



Contra
Costa
County

To: Contra Costa County Fire Protection District Board of Directors
From: Lewis T. Broschard III, Chief, Contra Costa Fire Protection District
Date: June 11, 2019

Subject: Report on City of Antioch Development Impact and Funding Issues

RECOMMENDATION(S):

ACCEPT a report from the Fire Chief on the status and progress of the Fire District with regard to City of Antioch development impact and funding issues.

FISCAL IMPACT:

Status report only. No fiscal impact.

BACKGROUND:

The Fire Chief is providing a report on the status and progress of the Fire District with regard to City of Antioch development impact and funding issues.

APPROVE

OTHER

RECOMMENDATION OF CNTY ADMINISTRATOR

RECOMMENDATION OF BOARD COMMITTEE

Action of Board On: **06/11/2019** APPROVED AS RECOMMENDED OTHER

Clerks Notes:

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ATTESTED: June 11, 2019

Contact: Lewis T. Broschard III, Fire Chief (925) 941-3300

David J. Twa, County Administrator and Clerk of the Board of Supervisors

By: , Deputy

cc:

ATTACHMENTS

Report on
Antioch



CONTRA COSTA COUNTY FIRE PROTECTION DISTRICT

June 11, 2019

TO: Board of Directors

FROM: Lewis T. Broschard III, Fire Chief

RE: Report on City of Antioch Development Impact and Funding Issues

At their May 1, 2019 meeting, the Planning Commission voted to recommend that the City Council approve an eleven building multi-family residential and senior housing development located in northeast Antioch along East 18th Street. Each building will be three stories in height, and the total project will have 394 units with the total population anticipated to be in excess of 1,200 residents. While the Planning Commission voted to recommend the project, they also took an additional step of voting unanimously to recommend that the City Council explore additional fire service funding options as soon as possible.

At their May 14, 2019 meeting, the City Council voted to approve the project and also approved two amendments to the approval resolution which directed the project to (1) pay an increased one-time development impact fee of \$460 per unit; and (2) participate in the formation of and funding for a Community Facility District (CFD) for fire service operational needs.

This action represents a significant step forward in securing additional impact fees for use in acquiring land, apparatus, and equipment, and constructing facilities necessary to cope with new development. Additionally, it will be the first development in Antioch to support the establishment and initial funding of a CFD to provide additional ongoing revenue in support of operational staffing as a result of new development.

As we have been working to secure the formation of a CFD within the City of Antioch since 2016, this action by the City Council will enable us to work more effectively with the City and future developments to ensure the necessary additional funding is secured to support new operational and staffing needs.



**Contra
Costa
County**

To: Contra Costa County Fire Protection District Board of Directors
From: Lewis T. Broschard III, Chief, Contra Costa Fire Protection District
Date: June 11, 2019

Subject: Civil Grand Jury Report No. 1905 "Fire Inspection Records and Reporting"

RECOMMENDATION(S):

RECEIVE Civil Grand Jury Report No. 1905, entitled "Fire Inspection Records and Reporting" (attached), and FORWARD to the Fire Chief for response.

FISCAL IMPACT:

No fiscal impact.

BACKGROUND:

On May 13, 2019, the 2018/19 Civil Grand Jury filed the above referenced report. Per standard procedures, this action alerts the Board of Directors that the report has been received and directs appropriate staff to review the report, provide the Board of Directors with an appropriate response, and forward that response to the Superior Court no later than August 11, 2019 (90 days).

CONSEQUENCE OF NEGATIVE ACTION:

No immediate consequence.

APPROVE

OTHER

RECOMMENDATION OF CNTY ADMINISTRATOR

RECOMMENDATION OF BOARD COMMITTEE

Action of Board On: **06/11/2019** APPROVED AS RECOMMENDED OTHER

Clerks Notes:

VOTE OF SUPERVISORS

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ATTESTED: June 11, 2019

Contact: Lewis T. Broschard III,
925-941-3300

David J. Twa, County Administrator and Clerk of the Board of Supervisors

By: , Deputy

cc: Lewis Broschard, Fire Chief

ATTACHMENTS

Civil Grand Jury Report No.
1905

**A REPORT BY
THE 2018-2019 CONTRA COSTA COUNTY GRAND JURY
725 Court Street
Martinez, California 94553**

Report 1905

**Fire Inspection Records and
Reporting**

What We Don't Know *Can* Hurt Us

APPROVED BY THE GRAND JURY

Date MAY 10, 2019



RICHARD S. NAKANO
GRAND JURY FOREPERSON

ACCEPTED FOR FILING

Date MAY 13 2019



ANITA SANTOS
JUDGE OF THE SUPERIOR COURT

Contra Costa County Grand Jury Report 1905
Fire Inspection Records and Reporting

What We Don't Know *Can* Hurt Us

TO: Contra Costa County Fire Protection District Board of Directors

SUMMARY

In June 2018, an investigative news report alleged that many of the San Francisco Bay Area's largest fire departments are not consistently performing all of their state-mandated fire inspections for schools and multifamily residences. The Contra Costa County Fire Protection District (Fire District) was among those named in these news reports.

The Grand Jury confirmed that the Fire District had fallen behind on completing all the state-mandated fire inspections for schools and multifamily residences. By the end of 2018, the Fire District had completed all these fire inspections for properties included in its database.

Cost-reduction and cost-control measures implemented by the Fire District in the wake of the recent economic recession included closing seven fire companies, which reduced staffing by 25%. The Fire Prevention Bureau lost clerical support during the downturn, forcing inspectors to take on administrative tasks in addition to their inspections. Fire District officials also indicated that reporting and technology improvements could have helped them manage fire inspections more effectively. These factors contributed to the inspection shortfall.

The Grand Jury recommends that the Fire District consider upgrading the existing Record Management System (RMS). There is a need for the ability to enter inspection results in the field using a tablet device, and automate the initial loading and updates of inspection data. There is a need for a formal audit process to verify the accuracy and completeness of the RMS data on a regular basis.

The Grand Jury recommends the Fire District consider changes to its reporting on inspections to include an indication about whether the Fire District is in compliance with

state mandates. It should also consider providing online public access regarding the status of fire inspections.

METHODOLOGY

In the course of the investigation, the Grand Jury:

- Reviewed Fire District Board of Directors public meetings
- Interviewed employees at various levels of the Fire District
- Reviewed applicable state laws, regulations, and local ordinances
- Examined Fire District policies, procedures, job aids, and activity reports
- Reviewed the 2016 Local Agency Formation Commission (LAFCO) Municipal Service Review
- Toured the Contra Costa Regional Fire Communications Center
- Attended fire inspections for a commercial property and a multifamily residence
- Reviewed examples of inspection notices including re-inspection reports following violations
- Observed the Record Management System in operation

BACKGROUND

Fire inspections are designed to help reduce the risk and severity of fire and limit injury or death when fires do occur.

The California Health and Safety Code (Sections 13143-13146; 17921 and 17958) mandates that fire departments perform annual fire inspections of schools and multifamily residences of three units or more. The California Code of Regulations (Titles 19 and 24) establishes minimum requirements for fire and building safety. The Contra Costa County Fire Protection District Ordinance 2016-23 adopts relevant sections of the California Code of Regulations with amendments tailored to the Fire District's needs. These regulations provide detailed requirements on the adequacy of exits, the installation and maintenance of fire extinguishing and alarm systems, and hazardous materials storage and handling.

After media attention brought fire inspection concerns to light, California passed legislation to increase accountability for performing mandated fire inspections. This new section of the California Health and Safety Code (Section 13146.4) takes effect in 2019 and requires that local fire departments report annually to their governing authority on their compliance with state fire inspection mandates.

Schools and Multifamily Residences

California law requires an annual fire inspection of all buildings used for educating K-12 students, including public, private, and faith-based schools. Private residences used for homeschooling are not included.

Fire inspections are required for California Department of Social Services-licensed care facilities initially, annually, and when significant changes are introduced in the facility or how it is used. Examples include residential care facilities for the elderly or disabled and assisted living facilities.

In addition to these state-licensed facilities, multifamily residences of three units or more must be inspected annually by the fire department. These include apartments, condominiums, triplexes, and temporary residences such as hotels and boarding houses. Annual fire inspection requirements in California do not apply to single-family residences, duplexes, or townhomes.

What Fire Inspectors Look For

In conducting these inspections, fire inspectors are required to check for working fire alarms and clear lines of sight to unobstructed exit paths. They ensure that doors and other building designs that limit or prevent the spread of fire and smoke work properly. In schools, inspectors enter classrooms and other areas to perform inspections. For multifamily residences, inspectors are only authorized to inspect common areas such as hallways, stairwells, and the exteriors of buildings.

The Contra Costa County Fire Protection District

The Fire District currently serves nine cities and one large unincorporated area in Contra Costa County. About 600,000 of the county's 1.1 million residents live in the Fire District. It is governed by a five-member Board of Directors and managed by the Fire Chief. There is a seven-member Advisory Fire Commission that receives regular reports on fire prevention activities.

The District's Fire Prevention Bureau includes two units charged with performing inspections and issuing fire clearances for properties indicating they passed the required fire inspection:

- The **Engineering Unit** reviews building drawings and inspects new buildings. This unit also performs fire inspections and issues fire clearances for building permits that require an initial fire inspection because of hazardous materials or processes.
- The **Code Enforcement Unit** inspects existing occupancies and operations requiring a fire clearance, including the state-mandated inspections referred to in this report. These regulated occupancies include K-12 schools and multifamily residences of three units or more.

Additional Inspections Beyond Schools and Multifamily Residences

The Fire District performs a variety of fire inspections outside of regulated occupancies. These include inspections of new or modified buildings such as high-rise facilities, jails, businesses, factories, storage facilities, and public assemblies of 50 or more persons. It also provides fire clearances for hazardous processes, or when hazardous materials and combustibles are stored in quantities requiring a permit.

Although these types of inspections are not the focus of this report, they are important community safeguards and they compete for Fire District resources.

DISCUSSION

In June 2018, the media reported that as many as 11 of the San Francisco Bay Area's largest fire departments had not consistently performed all the required annual fire inspections for schools and multifamily residences over the previous eight years. The Fire District was among those identified in these reports.

In public meetings following the media reports in June, the Fire District acknowledged it had not completed all state-mandated annual inspections in prior years. For example, the District reported that in 2017 it completed 60-70% of the required inspections for schools and about 45% of the required inspections for multifamily residences. Some schools had not been inspected in over two years. The Fire District publicly reported on its ongoing progress in closing the backlog over the second half of 2018. In August, the Fire District reported that all of the state-mandated fire inspections for schools were up to date. All the required 2018 inspections for multifamily residences in the Fire District's database were completed by the end of the year.

The Grand Jury looked at factors contributing to the fire inspection backlog and how the Fire District completed state-mandated inspections during the second half of 2018.

Factors Contributing to the Inspection Backlog

Sharply declining property tax revenue and increasing operating costs created a fiscal crisis for the Fire District during the economic downturn that began in 2008. In public meetings and documents, the Fire District described the difficulty of maintaining service levels during the 2013-2014 budget cycle. During this same budget cycle, the District predicted that it would be unable to fully respond to all 911 calls. As a result, it forecast more severe fire conditions and fire spread, as well as delays in providing lifesaving medical treatment.

During the fiscal crisis, the Fire District implemented cost-reduction and cost-control measures. The Contra Costa County Board of Supervisors voted to close four of its 28 fire stations in 2013. The Fire District reduced non-operational support positions and left vacant positions unfilled. During this time, staffing was reduced by about 25%. In its 2016 Municipal Service Review, LAFCO reported that the number of active fire apparatus in the Fire District service area was reduced by as much as 30%.

In order to reduce expenses, the District introduced the new Fire Inspector I classification, which meets the basic requirements of the job. However, there are limitations on the types of inspection they can perform, compared to the more experienced and higher compensated Fire Inspector II's.

The Fire Prevention Bureau lost clerical support during the downturn, compelling fire inspectors to take on more administrative duties such as manually loading fire inspection data into the Record Management System (RMS) from paper forms completed at the inspection site. Because of RMS limitations, the Fire District was unable to substitute technology (i.e. data entry in the field) for lost inspector productivity.

The Grand Jury found no evidence that the public was informed of potential impacts of the fiscal crisis on state-mandated fire inspections during this time.

Code Enforcement Inspection Revenue

The Fire Prevention Bureau is funded through a cost of service fee recovery provision in the California Health and Safety Code (Section 3143.5). As the table below shows, fees collected by the Fire District's Code Enforcement Unit have declined every year since 2014. This downward trend in fee revenue reflects the fact that the Fire District has seen a declining number of inspectors to do code enforcement inspections. In the summer of 2018, the Fire District reported in public meetings that in the past three years it struggled with attrition, recruitment, and retention of Fire Inspector I employees. These factors contributed to inspector vacancies. Fee revenue in the 2017-2018 fiscal year was less than half the amount collected just five years earlier.

Code Enforcement Unit Fee Revenue

Fiscal Year	Estimated Inspection Fees	Collected Inspection Fees	Difference vs. Previous Year
2013-2014	\$1,100,000	\$1,207,638	\$185,834
2014-2015	\$1,268,000	\$1,131,349	(\$76,289)
2015-2016	\$1,268,000	\$923,489	(\$207,860)
2016-2017	\$1,000,000	\$882,679	(\$40,810)
2017-2018	\$1,050,000	\$566,410	(\$316, 269)

The code enforcement fees collected reflect the amount of time spent performing or supporting fire inspections. Fees collected are primarily influenced by inspector vacancies. Other contributing factors are short-term assignments of code enforcement

personnel to other units and for training, which temporarily removes fire inspectors from the field. As the number of inspectors and inspections increases, fees collected for inspections should proportionately increase. In June of 2018, four new Fire Inspector I employees were hired in the Code Enforcement Unit, bringing its workforce up to the seven inspectors authorized for the unit.

California law allows cost-of-service fees to include the cost of capital equipment, software, and maintenance agreements. Funding for the RMS recommendations in this report could come from additional fees paid for each fire inspection or fire clearance issued.

How the Fire District Addressed the Backlog in 2018

The Fire District hired four additional clerical staff to help the Code Enforcement Unit improve inspection data in the second half of 2018. These resources were used to help validate and correct data deficiencies in the RMS. System administrators accessed county and state websites such as the County Tax Collector, the California Department of Social Services, and the California Department of Education for this purpose.

Fire inspectors from Engineering were temporarily reassigned to Code Enforcement to help the Fire District eliminate the backlog. Management analyzed the inventory of regulated occupancies assigned to each inspector and redistributed the workload in 2018. The Fire District also terminated an agreement in November 2018 that provided fire inspection resources to the East Contra Costa Fire Protection District.

Each inspector in the Code Enforcement Unit can perform up to 900 inspections per year, on average. There are currently seven inspectors assigned to inspect about 8,000 occupancies. To meet state mandates, each inspector would have to average over 1,100 inspections per year.

Fire Prevention Reports

Fire inspection reports are manually recorded on paper forms that must be transcribed into the RMS database after inspectors return to the office. Fire District personnel publicly support the need to implement enhancements to the RMS, including the capability to enter inspection data in the field utilizing a tablet device.

The reports on compliance with state-mandated fire inspections that are shared with the Advisory Fire Commission and the public only show the number of inspections completed monthly. The reports do not indicate the status of compliance with the California fire inspection mandate for schools or multifamily residences in the prior 12 months. Nor do the reports forecast the status of state-mandated fire inspections to the end of the year.

The public does not have online access to a location's latest fire inspection notice. Instead, the public must call the Fire District during business hours and request that the status of the last fire inspection be looked up while they wait on the phone. The Grand

Jury recommends that the Fire District consider providing an address lookup feature via the Internet, including the pass/fail status and date of the last fire inspection.

RMS Does Not Meet Fire District Needs

The Fire District agrees that the RMS used for identifying, scheduling, and processing fire inspections no longer meets the needs of the Fire District. The current paper-based process inhibits the integrity and completeness of data. Paper-based forms are completed in the field and brought back to the office for input into the RMS. There is evidence that they can be illegible, transcribed into the RMS erroneously, or go missing.

A new RMS system should enable fire inspectors to enter inspection results in the field and connect to other external data sources as well as to the Fire District's own Computer Aided Dispatch (CAD) system. This will allow for a more efficient use of personnel and make inspection reports instantly available in the RMS. By connecting to the CAD system, the communication capability between the Fire Prevention Bureau and first responders will be improved.

There are fire inspection software applications that utilize a mobile data entry platform such as an iPad or other tablet device. System users can document the inspection on-site and insert pictures, notes, and signatures into the system at the time of inspection. This saves fire inspector time and improves the accuracy and availability of inspection data. The current RMS system does not support a mobile/tablet device that can be utilized by inspectors in the field.

The RMS system includes more than 35,000 records, of which about 8,000 are schools and multifamily residences. Fire District personnel manually load initial occupancy data and hazards and manually update the occupancy data. The new RMS could eliminate the need to re-key data from paper forms or online sources, which is time-consuming and increases the opportunity for errors.

The Grand Jury reviewed reports from the RMS, including the inventory list of regulated occupancies. Information provided in these reports appeared to be incomplete. The Fire District confirmed that some addresses of regulated occupancies were not included in the reports. However, the Fire District indicated that RMS operators are still able to access these records. Because of this data discrepancy, the Grand Jury was unable to independently verify that all mandated annual inspections were completed in the previous 12 months.

Information on a building and its inherent hazards, inspection, or firefighting concerns is only as current as the last time an inspector or firefighter was on site or plans were presented to the Fire Prevention Bureau. Information on changes in occupancy or other factors that impact fire safety are more readily available to fire inspectors and first responders when transmitted directly from local government permitting or licensing functions. Automating the initial loading and updating of occupancy data from authoritative sources, such as the California Department of Social Services and the California Department of Education, would improve the accuracy of RMS data.

The Fire Prevention Bureau has worked to improve the accuracy and completeness of the RMS database over the last half of 2018 by comparing RMS data to online resources. The Grand Jury recommends that the Fire District consider conducting periodic audits to confirm the accuracy and completeness of the RMS database.

The Fire District is up to date on the 2018 state-mandated fire inspections in its RMS database.

The Grand Jury recommends the Fire District consider whether Code Compliance staffing is sufficient to meet ongoing state inspection mandates, and to consider technology and reporting improvements that could help the Fire District manage fire inspections more effectively.

FINDINGS

- F1. The Code Enforcement Unit's fee revenue has declined every year over the past four years. Fee revenue in the 2017-2018 fiscal year was less than half the amount collected just five years earlier.
- F2. Each inspector in the Code Enforcement Unit can average up to 900 inspections per year. There are currently seven inspectors assigned to inspect about 8,000 occupancies.
- F3. Additional fire inspectors or other efficiencies are needed to keep pace with state-mandated inspections for schools and multifamily residences.
- F4. By December 2018, the Fire District completed the required state-mandated inspections for schools and multifamily occupancies that are known to them.
- F5. The Fire District has not consistently performed all the state-mandated annual fire inspections for schools or multifamily residences in prior years.
- F6. There is no evidence that the public was informed of potential impacts of the fiscal crisis on state-mandated fire inspections prior to the media reporting in June 2018.
- F7. The current RMS system used for processing fire inspections requires that inspectors use paper forms in the field and manually enter data into the RMS once they return to the office.
- F8. The Fire District does not have a formal audit process to confirm the accuracy and completeness of RMS data.

RECOMMENDATIONS

- R1. The Fire District Board of Directors should consider directing the Fire Chief to evaluate the current staffing needs of the Code Enforcement Unit and confirm it has the staffing needed to complete the state-mandated annual inspections for

schools and multifamily residences (currently about 8,000), by December 31, 2019.

- R2. The Fire District Board of Directors should consider directing the Fire Chief to produce public quarterly reports on the status of compliance with state-mandated inspections, including status for the prior 12 months and projected status to the end of the year, by December 31, 2019.
- R3. The Fire District Board of Directors should consider directing the Fire Chief to develop a publicly available Internet-based address lookup feature disclosing the status of state-mandated fire inspections, by June 30, 2020.
- R4. The Fire District Board of Directors should consider directing the Fire Chief to replace the existing RMS with a system that includes the ability to utilize a tablet device for data entry in the field, by June 30, 2020.
- R5. The Fire District Board of Directors should consider directing the Fire Chief to connect the new RMS database to state and local data sources and to the District's own Computer Aided Dispatch system by June 30, 2020.
- R6. The Fire District Board of Directors should consider directing the Fire Chief to develop and implement an audit process to verify the accuracy and completeness of the RMS data, by December 31, 2019.

REQUIRED RESPONSES

	Findings	Recommendations
Contra Costa County Fire Protection District Board of Directors	F1, F2, F3, F4, F5, F6, F7, and F8	R1, R2, R3, R4, R5, and R6

These responses must be provided in the format and by the date set forth in the cover letter that accompanies this report. An electronic copy of these responses in the form of a Word document should be sent by e-mail to ctadmin@contracosta.courts.ca.gov and a hard (paper) copy should be sent to:

Civil Grand Jury – Foreperson
725 Court Street
P.O. Box 431
Martinez, CA 94553-0091



Contra
Costa
County

To: Contra Costa County Fire Protection District Board of Directors
From: Lewis T. Broschard III, Chief, Contra Costa Fire Protection District
Date: June 11, 2019

Subject: Appropriation and Revenue Adjustment - Fire District Station Construction Projects

RECOMMENDATION(S):

APPROVE Appropriation and Revenue Adjustment No. 5088 authorizing revenue in the amount of \$2,378,000 from CCCFPD General Operating Fund Balance and appropriating it in the Contra Costa County Fire Protection District (7300) for Fire Station 16 and Fire Station 70 capital construction projects.

FISCAL IMPACT:

100% CCCFPD General Operating Fund Balance. The Contra Contra County Fire Protection District will continue to meet its 10% reserve requirement. Any appropriated, unused funds will be returned to fund balance at the conclusion of this fiscal year.

BACKGROUND:

The Contra Costa County Fire Protection District (District) is currently finishing construction of Fire Station 16 in the City of Lafayette. Construction was originally scheduled to be completed in fiscal year 2018-19. The target completion date now August 1, 2019. Development impact fees have been exhausted in the Capital Outlay Fund, and the District will need to complete this project with General Operating Fund reserves. The District estimates needing to use approximately \$2.2 million in reserves to complete this project.

APPROVE

OTHER

RECOMMENDATION OF CNTY ADMINISTRATOR

RECOMMENDATION OF BOARD COMMITTEE

Action of Board On: **06/11/2019** APPROVED AS RECOMMENDED OTHER

Clerks Notes:

VOTE OF SUPERVISORS

I hereby certify that this is a true and correct copy of an action taken and entered on the minutes of the Board of Supervisors on the date shown.

ATTESTED: June 11, 2019

Contact: Jackie Lorrekovich, Chief Admin Svcs (925) 941-3300

David J. Twa, County Administrator and Clerk of the Board of Supervisors

By: , Deputy

cc:

BACKGROUND: (CONT'D)

Additionally, construction has begun on the new Fire Station 70 in the City of San Pablo. The approximate cost of that project is \$13.5 million. The City of San Pablo will reimburse the District for \$4.5 million in project costs. The remaining construction costs will come from the District reserves.

The District has a 10% Reserve Policy. Currently, reserves far exceed the required 10%. In previous discussions with County Administrator staff, there was consensus to complete Fire Station 16 and fund the District portion of construction costs for Fire Station 70 from reserves. As part of the preliminary budget adoption process for 2019-20, the District requested the establishment of a capital construction fund for current and future major construction projects, to include Fire Stations 70, 86, and 9. Effective July 1, 2019, the Fire Station 70 construction project will be moved to the new capital construction fund.

CONSEQUENCE OF NEGATIVE ACTION:

This action is needed to balance the District's 2018-19 capital budget.

ATTACHMENTS

TC24/27 AP #5088

**CONTRA COSTA COUNTY
APPROPRIATION ADJUSTMENT/
ALLOCATION ADJUSTMENT
T/C-27**



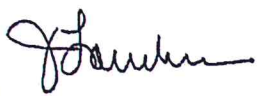
AUDITOR-CONTROLLER USE ONLY:	
FINAL APPROVAL NEEDED BY:	
<input checked="" type="checkbox"/>	BOARD OF SUPERVISORS
<input type="checkbox"/>	COUNTY ADMINISTRATOR
<input type="checkbox"/>	AUDITOR-CONTROLLER

ACCOUNT CODING		DEPARTMENT: Contra Costa County Fire Protection District 7300		
ORGANIZATION	EXPENDITURE SUB-ACCOUNT	EXPENDITURE ACCOUNT DESCRIPTION	<DECREASE>	INCREASE
7300	4704	FS70-NEW FIRE STATION SP		174,000.00
7300	4795	STATION 16 CONSTRUCTION		2,204,000.00
			0.00	2,378,000.00

<p align="center">APPROVED</p> <p>AUDITOR - CONTROLLER By: <u>[Signature]</u> Date <u>6/5/19</u></p> <p>COUNTY ADMINISTRATOR By: <u>[Signature]</u> Date <u>6/6/19</u></p> <p>BOARD OF SUPERVISORS YES: NO:</p> <p>By: _____ Date _____</p>	<p align="center">EXPLANATION OF REQUEST</p> <p>To appropriate revenue from CCCFPD general operating fund balance (fund 202000) for Fire Station 70 (San Pablo) and Fire Station 16 (Lafayette) capital construction projects.</p> <p align="right"><u>[Signature]</u></p> <p>PREPARED BY: <u>Jackie Lorrekovich</u> TITLE: <u>Chief of Administrative Services</u> DATE: <u>6/3/19</u></p> <p align="right">APPROPRIATION <u>AP00 5088</u> ADJ. JOURNAL NO.</p>
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**CONTRA COSTA COUNTY
ESTIMATED REVENUE ADJUSTMENT/
ALLOCATION ADJUSTMENT
TC/24**

AUDITOR-CONTROLLER USE ONLY: FINAL APPROVAL NEEDED BY:	
<input checked="" type="checkbox"/>	BOARD OF SUPERVISORS
<input type="checkbox"/>	COUNTY ADMINISTRATOR
<input type="checkbox"/>	AUDITOR-CONTROLLER

ACCOUNT CODING		DEPARTMENT: Contra Costa County Fire Protection District		
ORGANIZATION	REVENUE ACCOUNT	REVENUE ACCOUNT DESCRIPTION	INCREASE	<DECREASE>
7300	8981	Fund Balance	2,378,000.00	
TOTALS			2,378,000.00	0.00
<p align="center">APPROVED</p> <p>AUDITOR – CONTROLLER By:  Date <u>6-5-19</u></p> <p>COUNTY ADMINISTRATOR By:  Date <u>6/6/19</u></p> <p>BOARD OF SUPERVISORS</p> <p>YES: NO:</p> <p>By: _____ Date _____</p>		<p>EXPLANATION OF REQUEST</p> <p>To appropriate revenue from CCCFPD general operating fund balance (fund 202000) for Fire Station 70 (San Pablo) and Fire Station 16 (Lafayette) capital construction projects.</p> <p align="right"></p> <p>PREPARED BY: <u>Jackie Lorrekovich</u> TITLE: <u>Chief of Administrative Services</u> DATE: <u>6/3/2019</u></p> <p align="right">REVENUE ADJ. JOURNAL NO. RAOO <u>5088</u></p>		