



# Agenda

## MEASURE X COMMUNITY ADVISORY BOARD (MXCAB)

April 21, 2021  
5:00 P.M.

### VIRTUAL MEETING

The Public may observe and participate in  
the Virtual Zoom Meeting by using this link:

<https://cccouny-us.zoom.us/j/81176769191>

Meeting ID: 811 7676 9191

Or by dialing (888) 278-0254

Conference Code: 468751

1025 Escobar St., Martinez

Mariana Moore, Chair  
BK Williams, Vice Chair

### Agenda Items:

Items may be taken out of order based on the business of the day and  
preference of the Committee

1. Introductions
2. Roll Call - Assignment of Alternates
3. Public comment on any item under the jurisdiction of the Committee and not on this agenda (speakers may be limited to three minutes).
4. CONSIDER approving the Record of Action for the April 13, 2021, Measure X Community Advisory Board meeting (Lisa Driscoll, County Finance Director)
5. DISCUSS/APPROVE operating principles for MXCAB (Mariana Moore, Chair)
6. DISCUSS and approve plan for holding a series of focused presentations and discussion at upcoming MXCAB meetings (Mariana Moore, Chair)
7. Recommendations for discussion items for next MXCAB meeting (Mariana Moore, Chair)
8. The next meeting is currently scheduled for Wednesday, April 28, 2021.
9. Adjourn

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*The Measure X Community Advisory Board will provide reasonable accommodations for persons with disabilities planning to attend Measure X meetings. Contact the staff person listed below at least 72 hours before the meeting.*

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*Any disclosable public records related to an open session item on a regular meeting agenda and distributed by the County to a majority of members of the Measure X Community Advisory Board less than 96 hours prior to that meeting are available for public inspection at 1025 Escobar St., 4th Floor, Martinez, during normal business hours.*

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*Public comment may be submitted via electronic mail on agenda items at least one full work day prior to the published meeting time.*

For Additional Information Contact:

Lisa Driscoll, Committee Staff

Phone (925) 655-2047

[lisa.driscoll@cao.cccounty.us](mailto:lisa.driscoll@cao.cccounty.us)



# Contra Costa County Board of Supervisors

## Subcommittee Report

### MEASURE X COMMUNITY ADVISORY BOARD

**Meeting Date:** 04/21/2021

**Subject:** Record of Action for April 13, 2021 Measure X Community Advisory Board Meeting

**Submitted For:** FINANCE COMMITTEE,

**Department:** County Administrator

**Referral No.:** N/A

**Referral Name:** Record of Action

**Presenter:** Lisa Driscoll, County Finance Director

**Contact:** Lisa Driscoll (925) 655-2047

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#### **Referral History:**

County Ordinance requires that each County body keep a record of its meetings. Though the record need not be verbatim, it must accurately reflect the agenda and the discussions made in the meetings.

#### **Referral Update:**

Attached for the Board's consideration is the Record of Action for its April 13, 2021 meeting.

#### **Recommendation(s)/Next Step(s):**

Staff recommends approval of the Record of Action for the April 13, 2021 meeting.

#### **Fiscal Impact (if any):**

No fiscal impact.

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#### **Attachments**

Record of Action MXCAB 4-13-21

Public Comments received 4-12-2021

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# Agenda

## MEASURE X COMMUNITY ADVISORY BOARD

April 13, 2021

9:00 A.M.

1025 Escobar St., Martinez

Mariana Moore, At-large Appointee, Chair  
BK Williams, District I Appointee, Vice Chair

### Agenda Items:

Items may be taken out of order based on the business of the day and preference of the Committee

Present: Chair Mariana Moore; Vice Chair BK Williams; District I Appointee Edith Pastrano; District II Appointee Kathryn Chiverton; District II Appointee Jim Cervantes; District III Appointee Odessa LeFrancois; District III Appointee David Cruise; District IV Appointee Dr. Michelle Hernandez; District IV Appointee Sharon Quezada Jenkins; District V Appointee Michelle Stewart; District V Appointee Ali Saidi; At-large Jerry Short; At-large Kimberly Aceves-Iniquez; At-large Ruth Fernandez; At-large Debbie Toth; At-large Sandra Wall; At-large Susun Kim; District I Alternate Cathy Hanville; District III Alternate Sandro Trujillo; District V Alternate Gigi Crowder; At-large Alternate Geneveva Calloway; At-large Alternate Melissa Stafford Jones; At-large Alternate Diana Honig; At-large Alternate Lindy Lavender

Absent: District IV Alternate Pello Walker; At-large Alternate Peter Benson

Staff Lisa Driscoll, County Finance Director; Enid Mendoza, Senior Deputy County Administrator;

Present: Chris Wikler, BOS District IV; Sonia Bustamante, BOS District I; Jill Ray, BOS District II

### 1. Introductions

*There were 47 participants. Participants introduced themselves and provided a brief statement of their areas of interest/expertise.*

### 2. Roll Call

*Staff conducted a roll call. All voting members were present.*

### 3. Public comment on any item under the jurisdiction of the Board and not on this agenda (speakers may be limited to two minutes)

*The attached public comments were received on 4-12-2021. There were no other comments for items not on the agenda.*



4. REVIEW Housekeeping Items:  
Use of alternates  
Publishing email addresses  
Notice of meeting recordings

*Staff reviewed housekeeping items: all meetings will be recorded, members were asked to let staff know if their emails could be published, explanation of alternates.*

5. Complete required training and submit the Training Certification Form by June 5, 2021.

*Staff reviewed where training materials could be found and explained the process for confirming training completion. Staff also explained that public comments received prior to the posting of the agenda would be attached to the next agenda. Those received after the deadline would be emailed to the Board and then posted with the meeting minutes.*

6. Review current Needs Assessment prepared by the Sales Tax Working Group.

*Staff briefly reviewed the Bylaws, Purpose Statement, and asked Mariana Moore to review the current Needs Assessment.*

7. ELECTION of Chair and Vice Chair

*Staff explained the selection process for Chair and Vice Chair and opened the floor for nominations. Mariana Moore was nominated for Chair and BK Williams was nominated for Vice Chair. Vote was unanimous.*

8. SCHEDULE fixed future meetings (please have your calendars available)

*Staff opened the discussion of scheduling fixed future meetings. To include as many members and alternates as possible, several dates and times were identified to be sent to all members and alternates as an initial poll. After the meeting the initial poll was sent to the 27 members and alternates. The results of that first poll were compiled and sent to the 17 voting members for a second poll. The second poll result was a fixed meeting time of Wednesdays from 5:00 PM to 6:30 PM.*

9. Adjourn

*The meeting adjourned.*

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*Public comment may be submitted via electronic mail on agenda items at least one full work day prior to the published meeting time.*

For Additional Information Contact:

Lisa Driscoll, Committee Staff  
Phone (925) 655-2047  
[lisa.driscoll@cao.cccounty.us](mailto:lisa.driscoll@cao.cccounty.us)

**Public Comments, MX Community Advisory Board**  
**April 13, 2021**  
**Bryan Scott, Chair, East County Voters for Equal Protection**

Good afternoon, new members of the Measure X Community Advisory Board. My name is Bryan Scott, and for the last six years I have led a group of East County citizens in advocating for a level of emergency medical and fire services in the eastern 31% of the county which is comparable to the rest of the county.

The Board of Supervisors, when in 2002 it consolidated three fire districts into one, created a situation which today provides inadequate emergency services to the eastern part of the county, where about 130,000 people live.

With the passage of Measure X, and as stated in the Advisory Board's Bylaws, adopted by the Board of Supervisors on April 6, 2021, and as stated in Article I, Section A, Item 1, fire and emergency medical services are the very first priority for this new tax revenue.

State-level elected representatives have called the situation in East County a "public safety emergency." The situation has been documented repeatedly, in county Grand Jury reports, in Local Agency Formation Committee studies, by an intergovernmental task force, and by industry consultants.

The regional fire district serving East County has declared an emergency, and limits its firefighting activities to defensive practices. Emergency response times are two and three times stated goals, and the fire district is unable to respond, AT ALL, for significant periods of time each month, due to the number of emergency calls it receives.

As you begin your work, please recognize that Measure X tax funds represent a way to provide funding for the three additional fire stations the region needs. Dedicating a small portion of the Measure X funds to this purpose, just 15 percent, will result in the fastest growing part of the county receiving a level of emergency services which are comparable to the rest of the county.

I've included in my Public Comment submission a consulting report which documents the services needed by the region, as well as a short profile of East County Voters for Equal Protection, my community organization.

Thank you.

# CITYGATE ASSOCIATES, LLC

■ FOLSOM (SACRAMENTO), CA

MANAGEMENT CONSULTANTS ■

■ ■

**DEPLOYMENT PERFORMANCE  
AND HEADQUARTERS  
STAFFING ADEQUACY STUDY  
EAST CONTRA COSTA  
FIRE PROTECTION  
DISTRICT, CA**

*VOLUME 1 OF 3 –  
EXECUTIVE SUMMARY*

*June 15, 2016*

■ ■



■ 2250 East Bidwell St., Ste #100 ■ Folsom, CA 95630  
(916) 458-5100 ■ Fax: (916) 983-2090



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**VOLUME 2 of 3 – Standards of Response Cover and Headquarters Staffing Adequacy Study Technical Report (separately bound)**

**VOLUME 3 of 3 – Map Atlas (separately bound)**

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## VOLUME 1—EXECUTIVE SUMMARY

Citygate Associates, LLC performed a Standards of Response Cover (deployment) and headquarters staffing adequacy study for the East Contra Costa Fire Protection District (District). This study included reviewing the adequacy of the current fire station deployment system and the headquarters staffing to support the agency. This report is presented in three volumes, including this Executive Summary (**Volume 1**) summarizing our findings and recommendations, a Technical Report (**Volume 2**) that includes a Standards of Coverage (deployment) assessment and a headquarters staffing adequacy assessment, and a geographic map atlas (**Volume 3**) that displays fire unit travel time coverage.

### 1.1 POLICY CHOICES FRAMEWORK

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As the District's Board of Directors understands, there are no mandatory federal or state regulations directing the level of fire service response times and outcomes. The body of regulations on the fire service provides that *if fire services are provided, they must be done so with the safety of the firefighters and citizens in mind*. Historically, the District has tried to make investments in its fire services, but has never had the economic strength since its formation in 2002 to keep services commensurate with the growth of the cities in particular.

### 1.2 CITYGATE'S OVERALL OPINIONS ON THE STATE OF THE DISTRICT'S FIRE SERVICES

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In brief, Citygate finds that the challenge of providing fire services in the District is similar to that found in many communities: providing an adequate level of fire services within the context of limited fiscal resources, competing needs, growing and aging populations, plus uncertainty surrounding the exact timing of future development. The District's weak service level decreased due to the recent great recession. As a result, the District's current level of fire service deployment and headquarters staffing is only appropriate for lightly-populated rural areas.

Citygate must state up front that we found quality staff that the community should be proud of. The staff are doing a lot with very little in the way of adequate staffing, and have to serve a very large, diverse area. The recommendations in this study should be used for the District to have another earnest conversation with its taxpayers over providing more than a rural level of fire services to urban population density areas.

The District cannot meet its needs through its own fire response resources, and is dependent on its neighbors in the regional mutual aid system for assistance on serious, not just catastrophic emergencies. The District's deployment system does not meet the risks present in Brentwood and Oakley if the Fire Department is expected to prevent more than a catastrophic loss. The District is the most under-deployed and administratively understaffed fire department we have seen in over a decade for the size of the communities to be protected. Throughout this report, Citygate



makes key findings, and, where appropriate, specific action item recommendations. Overall, there are 17 key findings and 8 specific action item recommendations.

### **1.3 FIELD OPERATIONS DEPLOYMENT (FIRE STATIONS)**

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Fire department deployment, simply stated, is about the **speed** and **weight** of the attack. **Speed** calls for first-due, all-risk intervention units (engines, ladder trucks, and specialty units such as for wildland fires) strategically located across a coverage area. These units are tasked with controlling moderate emergencies, preventing the incident from escalating to second alarm or greater, which unnecessarily depletes Department resources as multiple requests for service occur. **Weight** is about multiple-unit response for serious emergencies, such as a room and contents structure fire, a multiple-patient incident, a vehicle accident with extrication required, or a heavy rescue incident. In these situations, a sufficient quantity of firefighters must be assembled within a reasonable time frame to safely control the emergency, thereby keeping it from escalating to greater alarms.

In **Volume 2** of this study, Standards of Response Cover and Headquarters Staffing Adequacy Technical Report, Citygate's analysis of prior response statistics and use of geographic mapping tools reveals that the District has inadequate fire station coverage if the usual and customary fire loss outcomes are to be delivered as expected in other communities with urban, suburban, and rural population densities. The maps provided in **Volume 3** and the corresponding text explanation beginning in **Volume 2** describe in detail the City's current deployment system performance.

For effective outcomes on serious medical emergencies, and to keep serious, but still-emerging, fires small, Citygate's best practices-based recommendation is for the first-due fire unit to arrive within 7:30 minutes/seconds of fire dispatch receiving the 9-1-1 call transfer from the Sheriff's communications center, 90% of the time. In the District, the most recently-funded three-fire-station system provides the following response times, across a variety of population density/risk areas for emergency medical and fire incident types:

**Table 1—Call to Arrival Response Time (Minutes/Seconds) – 90% Performance (Table 33 from Volume 2)**

Station	2013	2014	2015
Department-Wide	11:01	10:54	11:49
Station 52	09:34	09:19	09:48
Station 54	09:44	09:31	08:48
Station 59	12:10	11:37	12:24
Station 93	09:31	10:10	12:19
Station 94	14:06	14:06	14:55

The best way to understand what just three fire stations can or cannot do across 249 square miles and 695 miles of public roads is to assess travel times exclusive of dispatch and crew turnout times. National best practices, and Citygate’s advice for urban population areas such as Brentwood and Oakley, are to plan to deliver a 4-minute travel time coverage from fire stations.

During the three-year study period, due to economics, the District’s fire stations varied from 3-5 on-duty engine companies. The boundaries of station areas were changed. During some periods, only contract ambulances were sent to low acuity emergencies. Other times, a 2-medical squad was in service, but did not transport.

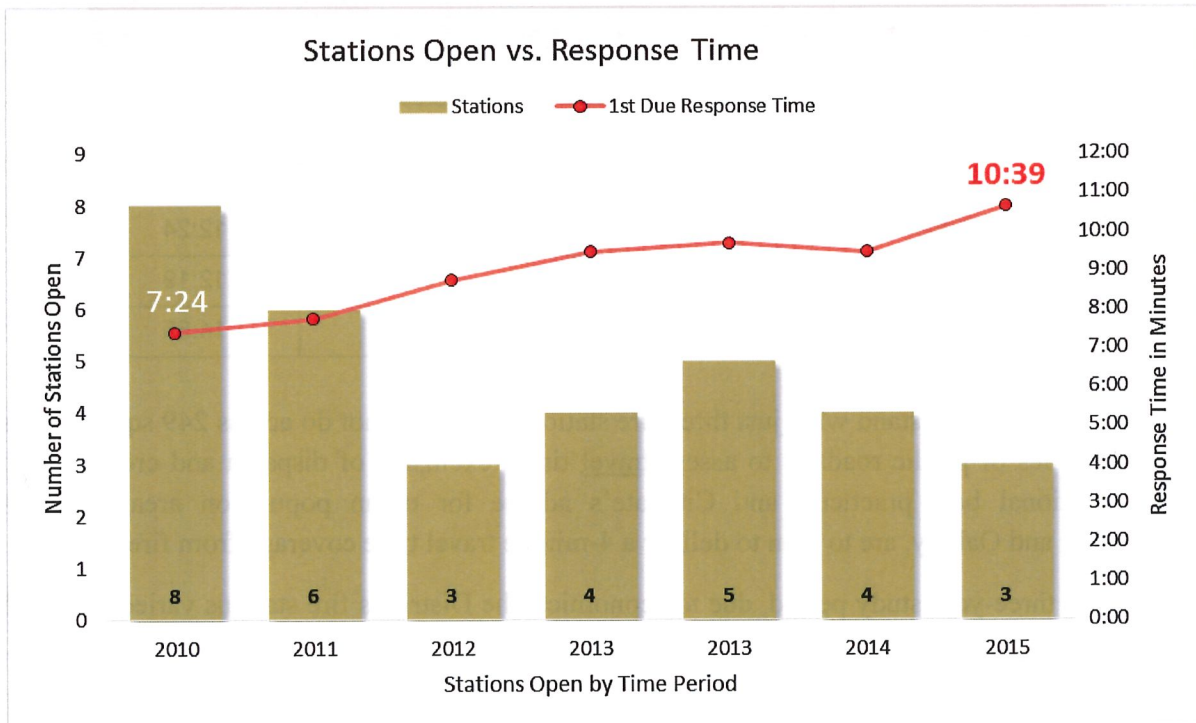
The following table illustrates 90% travel time compliance for District apparatus by arrival by year, and how it has declined in 2015 with only three fire stations open:

**Table 2—Apparatus: 90% Travel Time Performance Minutes – Arrival Sequence per Year (Table 47 from Volume 2)**

Year	1 <sup>st</sup> Due	2 <sup>nd</sup> Arrival	3 <sup>rd</sup> Arrival	4 <sup>th</sup> Arrival
2010	07:24 (4,722)	13:25 (250)	15:09 (84)	19:16 (37)
2011	07:45 (4,555)	14:13 (179)	18:30 (78)	18:18 (45)
2012	08:45 (4,520)	13:02 (146)	16:19 (52)	17:55 (31)
2013	09:28 (4,492)	15:38 (192)	19:14 (94)	19:51 (54)
2014	09:28 (4,618)	14:55 (161)	18:44 (51)	19:37 (31)
2015	10:39 (4,870)	20:13 (162)	21:13 (58)	21:04 (30)

The decay in first arrival times over the closures can be visualized in this graph:

**Figure 1—Stations Open vs. Response Time (Figure 15 from Volume 2)**



The bottom line is that three staffed fire stations are insufficient for urban or even suburban travel time coverage, and are insufficient to meet expectations that the arriving force can respond in time to keep small fires small, and save endangered people at the time 9-1-1 is notified.

The Department is not even staffed for one serious building fire at a time, and two medical calls for service at the same time, which would not be uncommon in the District's service area. The regional mutual aid response system delivers support, but with longer response times.

#### 1.4 OVERALL DEPLOYMENT EVALUATION

The District serves a diverse land use pattern in an area bisected by open space areas. Population drives service demand, and development brings population. The District's responses are volume-driven by emergency medical events. But the District also has to ensure an effective firefighting force is available even when multiple medical events occur.

For the foreseeable future, the District will need both a first-due firefighting unit and Effective Response Force (First Alarm) coverage in all parts of the District, but varied by population density and risks, if the risk of fire is to be limited to only part of the inside of an affected building. While residential fire sprinklers are now included in the national model fire codes, it



will be decades before the existing housing stock will be upgraded or replaced, even if these codes were to be adopted for all new construction.

While the volume of and response times to EMS incidents consume much of the District's attention, all communities need a "stand-by and readily available" firefighting force for when fires break out.

If the District and its residents want to provide the three elements below, the District must significantly increase its deployment plan:

- ◆ Provide equitable response times to all similar risk neighborhoods
- ◆ Provide for depth of response when multiple incidents occur
- ◆ Provide for a concentration of response forces for high-risk properties.

Based on the deployment analysis contained in this study, Citygate makes the recommendations to strengthen deployment performance as incidents slowly increase year to year. Citygate's specific deployment recommendations are listed in Section 1.6 of this volume.

### **1.5 OVERALL HEADQUARTERS SERVICES EVALUATION**

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Citygate's review of headquarters programs revealed that the current District headquarters staffing of five personnel is totally inadequate to continue to provide safe and regulatory compliant supervision for a fire department as it exists today, much less expand the agency if additional funds are identified.

Currently in the District, it is amazing that the operation has continued so long with such a small leadership team. It is due to their attitude and dedication to work above and beyond to keep the District firefighting staff safe while also supporting a nine-member Board of Directors, two cities, and an interested County and LAFCO Agency.

However, the staff have no backup, no succession plan, and are becoming tired of the struggle to do everything, which means not everything can get done even to regulatory satisfaction. District operations would be crippled if either of the key figures—the Fire Chief or Administration Assistant—left or were ill or injured for a long time.

For sustained current operations, much less an expansion of the number of fire crews, the District must add at least three more headquarters positions now and, as stations are added back, an additional five positions will be needed over two more phases of growth.

## **1.6 DEPLOYMENT FINDINGS AND RECOMMENDATIONS**

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Citygate's deployment findings and recommendations are listed below. For reference purposes, the findings and recommendation numbers refer to the sequential numbers as these are presented in the technical report volume.

- Finding #1:** The District has not adopted a complete and best practices-based deployment measure or set of specialty response measures for all-risk emergency responses that includes the beginning time measure from the point of the County's regional Fire Communications Center receiving the 9-1-1 phone call, nor a goal statement tied to risks and outcome expectations. The deployment measure should have a second measurement statement to define multiple-unit response coverage for serious emergencies. Making these deployment goal changes will meet the best practice recommendations of the Commission on Fire Accreditation International.
- Finding #2:** When the District can only staff three fire stations, even with mutual aid, it cannot begin to cover the urban population areas within 4 minutes fire unit travel time.
- Finding #3:** Even if all of the existing District fire stations were appropriately staffed, much of the urban population density areas are not covered within a best outcomes goal of 4 minutes travel time from a fire station. There are just an insufficient number of fire stations, and the mutual aid fire stations to the west are too far away to be of primary help.
- Finding #4:** The entire District, except for a tiny area in west Brentwood, is not within 8 minutes travel time of an Effective Response Force assignment of five engines and one Battalion Chief for sufficient urban area fire protection.
- Finding #5:** At a suburban multi-unit goal of 10 minutes travel, even all of Brentwood and Oakley are not covered with five units.
- Finding #6:** At a rural multi-unit goal of 14 minutes travel time, only the western two-thirds of the District are covered.
- Finding #7:** Given only three staffed core fire stations and two units from mutual aid for serious building fires, the District can only provide a rural level of response time, which means the likely outcome of a serious building fire will be total destruction of the building of origin and a large possibility of fire spread to adjoining buildings, particularly on windy days.
- Finding #8:** One Battalion Chief located in Brentwood can only cover two-thirds of the District in an urban travel time goal. The remaining District is reached by the



single Battalion Chief in suburban to rural travel times. The District is too large for a single Battalion Chief to cover at anything better than a 14-minute, rural level of coverage.

- Finding #9:** The District does not have any ladder truck coverage in the urban, suburban, or even the rural areas. Mutual aid ladder truck coverage is not an adequate replacement. The District needs to staff at least one ladder truck in the urban areas to provide coverage to serious building fires in Brentwood and Oakley.
- Finding #10:** The District will need nine District-staffed fire stations plus the CAL FIRE Sunshine station agreement if it sets a goal of a 4-minute travel time for urban population density areas and 8-minute travel time for suburban and rural population densities.
- Finding #11:** The District's time-of-day, day-of-week, and month-of-year calls for service demands are consistent. This means the District needs to operate a fairly consistent 24/7/365 response system.
- Finding #12:** The performance of the Contra Costa Fire Communications Center, at 2:26 minutes/seconds to 90% of the EMS and fire emergencies, is almost a full minute slower than a best practices expectation that 90% of the routine type incidents be dispatched within 90 seconds.
- Finding #13:** The District's turnout times are consistently over 2 minutes, and a focused effort needs to be made to improve this measure to 2 minutes.
- Finding #14:** In 2015, with just three fire stations opened, fire engine travel times ranged from a low of 10:01 to a high of 12:30 minutes/seconds. There are no national best practice sources that would recommend travel time coverage this slow in urban areas with the associated risks to be protected.
- Finding #15:** The District's *travel time* response time for five engines to serious fires, known as the Effective Response Force (ERF or First Alarm), ranges from 19:21 to 21:27 minutes/seconds and far exceeds an urban area coverage goal of 8 minutes, and even exceeds recommendations for rural areas. The District does not have an adequate multiple-unit response to serious fires anywhere in the District.
- Finding #16:** Operating only three to four units, given hourly and simultaneous incident demand at peak hours of the day, results in the District not being able to provide positive outcome-based service to EMS and fire incidents, even in the urban population centers of Brentwood and Oakley.

**Recommendation #1: Adopt District Board of Directors Deployment Measures Policies:**

The District elected officials should adopt updated, complete performance measures to direct fire crew planning and to monitor the operation of the Department. The measures of time should be designed to save patients where medically possible and to keep small but serious fires from becoming greater alarm fires. With this in mind, Citygate recommends tiered deployment measures based on population densities as outlined in the following table:

**Table 3—Deployment Recommendations (Table 48 from Volume 2)**

Response Time Component	Structure Fire Urban Areas	Structure Fire Suburban Areas	Rural Areas
	>3,000 people/sq. mi.	500-3,000 people/sq. mi.	<500 people/sq. mi.
1st Due Travel Time (min/seconds)	4:00	8:00	12:00
Total Response Time	7:30	11:30	15:30
1st Alarm Travel Time	8:00	12:00	16:00
1st Alarm Total Response	11:30	15:30	19:30

Sub-recommendations 1.1 through 1.5 explain these recommended deployment measures specifically for urban areas. The District should adopt similar measures for suburban and rural areas with response times consistent with the table above.

- 1.1 Distribution of Fire Stations – Urban Areas:** To treat medical patients and control small fires, the first-due unit should arrive within 7:30 minutes, 90% of the time from the receipt of the call in the Fire Communications Center. This equates to a 1:30-minute dispatch time, a 2-minute company turnout time, and a 4-minute drive time in the most populated areas.
- 1.2 Multiple-Unit Effective Response Force for Serious Emergencies – Urban Areas:** To confine fires near the room of origin, to stop wildland fires to under three acres when noticed promptly, and to treat up to five medical patients at once, a multiple-unit response of a minimum of five engines, one ladder truck, and two Battalion Chiefs totaling 20 personnel should arrive within 11:30 minutes from the time of fire dispatch call



receipt, 90% of the time. This equates to 1:30-minute dispatch time, 2 minutes company turnout time, and 8 minutes drive time spacing for multiple units in the urban areas.

- 1.3 Hazardous Materials Response – Urban Areas: Provide hazardous materials response designed to protect the community from the hazards associated with uncontrolled release of hazardous and toxic materials. The fundamental mission of the District response is to minimize or halt the release of a hazardous substance so it has minimal impact on the community. It can achieve this with a travel time for the first company capable of investigating a HazMat release at the operations level within 6 minutes travel time or less than 90% of the time. After size-up and scene evaluation is completed, a determination will be made whether to request additional resources from the District's multi-agency hazardous materials response partnership.
- 1.4 Technical Rescue – Urban Areas: Respond to technical rescue emergencies as efficiently and effectively as possible with enough trained personnel to facilitate a successful rescue. Achieve a travel time for the first company in for size-up of the rescue within 6 minutes travel time or less 90% of the time. Assemble additional resources for technical rescue capable of initiating a rescue within a total response time of 11 minutes, 90% of the time. Safely complete rescue/extrication to ensure delivery of patient to a definitive care facility.
- 1.5 Emergency Medical Services – Urban Areas: The District should continue to provide first responder EMT services to urban neighborhoods to 90% of the higher priority medical incidents within at least 7:30 minutes/seconds from fire dispatch receipt.

**Recommendation #2:** The Fire Dispatch Center and Fire District need to lower dispatch processing and fire crew turnout times to best practices recommendation of 3:30 minutes.

**Recommendation #3:** When a fourth fire station is staffed inside Brentwood, the District should staff and operate a ladder truck and engine from that station.



**Recommendation #4:** The District should work for funding to operate a nine-fire-station model, along with continuing the CAL FIRE agreement for the Sunshine area. This includes the ongoing use, relocation, and addition of stations to achieve three stations in Oakley, four in Brentwood, and two in Discovery Bay.

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### **1.7 HEADQUARTERS AND SUPPORT SERVICES FINDINGS AND RECOMMENDATIONS**

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Citygate's headquarters services findings and recommendations are listed below.

**Finding #17:** The current District headquarters position of five personnel is totally inadequate to continue to provide safe and regulatory-compliant supervision for a fire department as it exists today, much less expand the agency if additional funds are identified.

**Recommendation #5:** The District should, as soon as funding permits, increase the headquarters staff by three full-time positions as identified in this study.

**Recommendation #6:** When the Department operates five fire stations, the headquarters team should be expanded with an additional two full-time and two part-time positions.

**Recommendation #7:** When the District operates nine fire stations, the headquarters team should be expanded again to make two part-time positions full time, and add a full-time position, for a total minimum headquarters team of 13 full-time personnel.

**Recommendation #8:** The District must start long range fiscal strategic planning to identify the funding sources and annual capital reserves saving to repair and replace fire apparatus and fire stations.

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### **1.8 NEXT STEPS**

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The purpose of this assessment is to compare the District's current performance against the local risks to be protected, as well as to compare against nationally-recognized best practices. This analysis of performance forms the base from which to make recommendations for changes, if any, in fire station locations, equipment types, staffing, and headquarters programs.

As one step, the District should adopt updated and best-practices-based response time goals for the three population density areas served in the District, and provide accountability for the Department personnel to meet those standards. The goals identified in Recommendation #1 meet

national best practices advice. Measurement and planning as the District continues to evolve will be necessary to meet these goals.

Additional revenue sources and planning as the District continues to evolve will be necessary for the District to meet these goals. Citygate's recommends that the District's next steps be to work through the issues identified in this study over the short-term:

### 1.8.1 Short-Term Steps

- ◆ Absorb the policy recommendations of this fire services study and adopt updated District performance measures to drive the deployment of firefighting and emergency medical resources.
- ◆ Identify the funding sources to re-grow the agency to the community's desired level.
- ◆ Fund and hire the immediate needed fire headquarters positions.
- ◆ Replace the needed front-line fire apparatus over the next five years.

# East County Voters for Equal Protection

***East County Voters for Equal Protection*** is a non-partisan, grass roots, citizens' action committee formed to address the issue of unequal funding of fire and emergency medical services existing in 249-square miles of Eastern Contra Costa County.

About 130,000 residents, as well as those who visit Eastern Contra Costa, receive services funded at an astoundingly low rate, when compared to other parts of Contra Costa County. Personal safety, public and private property, and businesses are at high risk because of the inability of the East Contra Costa Fire Protection District to provide adequate fire and emergency medical services within its jurisdiction.

The county's Local Agency Formation Commission reports that fire and emergency medical services in East County are funded at \$94 per-person, while these same services are funded at \$449 and \$370 per-person in Central County fire districts. (2015 figures)

ECV was formed in January, 2016, with the purpose of changing the low structural funding rate of the East Contra Costa Fire Protection District. Since its inception ECV and its leaders:

- made over 45 formal presentations to public agencies, civic and social groups, attended and participated in over 95 meetings with elected, hired, or appointed officials, and conducted 15 public committee meetings;
- wrote over 300 articles and opinion pieces that have been published in local periodicals, online, and in social media;
- organized and conducted a workshop where 22 government entities, including cities, special districts, schools, as well as state and county governments, were in attendance;
- drafted, filed and began signature-collection for a pair of municipal voter initiatives that would require Brentwood and Oakley to dedicate some of their future revenues to public safety services, only to have county Covid-19 Pandemic stay-at-home orders curtail petition circulation activities;
- received recognition in writings by the chief executives of 12 government entities who stated, in writings, their positions in response to proposed solutions;
- participated as special presenters in the Contra Costa Special Districts Association (CCSDA) quarterly meeting with 75 attendees;
- presented the under-funding issue on an Internet TV talk show hosted by local real estate and financial professionals, a show which has over 4,000 viewers, and interviewed twice by Bay Area news outlets;
- maintains mailing lists and social media sites with over 28,000 local interested parties;
- supported, proposed and advocated for legislative funding solutions with members of the California Assembly and Senate, educating legislators and their staff to East County's critical public safety emergency;
- erected a billboard warning sign, paid for with public donations, calling attention to the public safety emergency, which 22,000 cars pass daily.

The group is led by Chair Bryan Scott ([scott.bryan@comcast.net](mailto:scott.bryan@comcast.net)). The group is online at <http://www.eastcountyvoters.com/> and Facebook <https://www.facebook.com/EastCountyVoters/>  
FPPC # 1417914

Revised 1-16-2020



# Contra Costa County Board of Supervisors

## Subcommittee Report

### MEASURE X COMMUNITY ADVISORY BOARD

**Meeting Date:** 04/21/2021  
**Subject:** Operating Principles for the Measure X Community Advisory Board  
**Submitted For:** MEASURE X Com Advisory Board,  
**Department:** County Administrator  
**Referral No.:** 2/2/21 D.4  
**Referral Name:** Community Advisory Committee for Measure X  
**Presenter:** Mariana Moore      **Contact:** Lisa Driscoll, County Finance Director (925) 655-2047

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#### **Referral History:**

DISCUSS/APPROVE operating principles for MXCAB.

#### **Referral Update:**

#### **Recommendation(s)/Next Step(s):**

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#### **Attachments**

Sales Tax Working Group Vision and Values

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**TO:** Supervisors John Gioia and Karen Mitchoff

**FROM:** Joshua Anijar and Mariana Moore

**RE:** Measure X Oversight Committee Structure

**DATE:** November 23, 2020



Thank you for your support and commitment to the process that resulted in Measure X and its success with voters in November of 2020.

With the passage of the measure, an ad hoc group of stakeholders met and discussed the structure and principles for an Oversight Committee. This group included many of the members of the Working Group (appointed by you in your capacity as the Ad Hoc Committee) that developed the [Needs Assessment](#) presented to the Board of Supervisors on May 26, 2020. The priorities set by this group are driven by this Needs Assessment and by additional data from subsequent stakeholder surveys, input received from stakeholder meetings, and the ballot language<sup>1</sup> for Measure X. In addition, the Working Group was guided by the following Shared Values during its work:

- **Vision Statement:** Contra Costa County will have the necessary funds to invest in and sustain a robust system of care and the social and public services necessary to support a vibrant community and ensure that all county residents have equitable opportunities to thrive.
- **Values**
  - The Contra Costa community has a shared responsibility to practice the values of equity, justice, inclusion and compassion.
  - The County's provision of a strong social safety net for those most in need is critical for the health and prosperity of all, especially when there is an economic downturn.
  - An ounce of prevention is worth a pound of cure; investing in services that address social disparities early prevents more painful and expensive difficulties later on.
  - Leveraging additional County funds to draw down increased funding from state and federal sources will strengthen the safety net and makes sound financial sense.

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<sup>1</sup> Ballot measure language: To keep Contra Costa's regional hospital open and staffed; fund community health centers; provide timely fire and emergency response; support crucial safety-net services; invest in early childhood services; protect vulnerable populations; and for other essential county services, shall the Contra Costa County measure levying a ½ cent sales tax, exempting food sales, providing an estimated \$81,000,000 annually for 20 years that the State cannot take, requiring fiscal accountability, with funds benefiting County residents, be adopted?

Outlined below are a summary of the principles and recommendations developed with input from the members of this group.

### **Oversight Committee Principles**

- **Responsibilities:** The Oversight Committee's main responsibilities should include:
  - Overseeing a regular assessment of community needs, focusing primarily on the priority areas identified in this year's Needs Assessment, including health care, emergency response (fire/medical), safety net services, preventative care, affordable housing, and supports for early childhood, youth, families, and seniors.
  - Creating detailed priority lists of the top ten service gaps (county- and community-provided), based on the results from the needs assessment.
  - Using the assessment to make general funding priority recommendations to the Board of Supervisors.
  - Reviewing annual spending reports.
  - Tracking and drafting a regular report on the impact of allocated funds.
- **Membership:** The Oversight Committee's membership should represent broad and diverse voices, perspectives and expertise, including but not exclusive to: budget justice advocacy, children's services, community health, consumer advocacy, faith leadership, senior services, fire protection, housing and homelessness, labor union representation, legal advocacy, local businesses, mental health services, non-partisan civic organizations, policy organizations, public health, racial justice and equity, safety net services, senior services, substance use services, taxpayers, and youth services.
  - Committee members should have expertise in an area stipulated above, or that is otherwise in accordance with the priorities set by the ballot measure.
  - Stakeholders envision representation from county staff, community-based organizations, and residents from across the county who have received county- and community-provided services in the areas identified.
- The Board of Supervisors will accept applications from individuals who live and/or work in the county and meet the above criteria.
- Members of the Oversight Committee will serve limited, staggered terms.
  - One suggestion from stakeholders is to appoint members to initial two- or three-year terms, and then to three-year terms thereafter, with a maximum of six years served consecutively by any member.

## Needs Assessment Funding Priorities

The revenue brought in by Measure X should be allocated to the general priorities explicitly outlined in the ballot measure, with more specific program funding determined by the regular re-assessment of needs. As such, it is vital that the Oversight Committee comprise a diverse group of voices with experience and knowledge about these priority funding areas.

The following were the issue areas that were ranked as the highest concern for county residents during the initial needs assessment and subsequent surveys of county residents, and should be prioritized. We have noted the specific services that residents overwhelmingly supported funding.

- **Hospital and Community Health**
  - *Expanding access to mental health services (87% support)*
  - *Funding Contra Costa's regional hospital and clinics (86% support)*
  - *Offering substance abuse prevention programs (84% support)*
- **Fire and Emergency Services**
  - *Firefighting and emergency preparedness (92% support)*
  - *Accountability measures for local law enforcement (82% support)*
- **Early Childhood & Youth Services**
  - *Preventing child abuse (90% support)*
  - *After-school programs that help young people stay in school and on a positive path (87% support)*
- **Senior Services**
  - *Senior services (89% support)*
  - *Preventing elder abuse (88% support)*
- **Safety Net Services**
  - *Expanding access to shelter (84% support)*
  - *Expanding food security (84% support)*
  - *Homelessness assistance programs (79% support)*
  - *Job training for formerly incarcerated and low-income residents (83% support)*
  - *Expanding services provided by community-based organizations (75% support)*

Funding should only be used to meet the need areas of the county services as stipulated by the original ballot language and expanded on by the regular re-assessment. Because these funds were approved to improve public and community services determined by the community in the initial needs assessment, they should be dedicated to use in these areas.