



# Item No. 1 Town of Atherton

## CITY COUNCIL AND FIRE BOARD – STAFF REPORT

**TO:** HONORABLE MAYOR AND CITY COUNCIL  
HONORABLE CHAIR AND FIRE BOARD

**FROM:** GEORGE RODERICKS, CITY MANAGER

**DATE:** JANUARY 22, 2019

**SUBJECT:** FIRE SERVICES FISCAL REVIEW – SUMMARY OF THE TOWN OF ATHERTON FIRE SERVICES FISCAL REVIEW; REVIEW, DISCUSS AND PROVIDE FEEDBACK AND NEXT STEPS

### RECOMMENDATION

Review, Discuss and Provide Feedback and Next Steps regarding the Town’s Fire Services Fiscal Review.

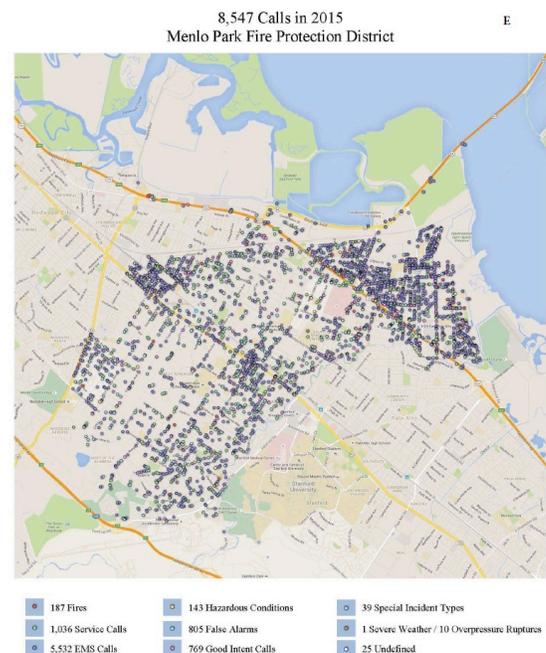
### BACKGROUND

In October 2016, the City Council authorized the release of a Scope of Work to conduct a Fire Services Fiscal Review.

The effort first began in Fiscal Year 2013/14 when the Town sought out data for its Local Municipal Services webpage. The Local Municipal Services webpage is designed to inform residents about the various services and service providers they use as residents of the Town.

When preparing the webpage, an issue arose related to the property tax revenue received by the Fire District from Atherton residents. It was thought that perhaps revenues could have outpaced the cost to provide fire services to the community.

The District’s 2016/17 Budget reflected 8,547 Calls for Service in 2015 (pin map to the right). The pin map from the District’s budget reflected that the bulk of calls for service from the Fire District are provided to areas outside of the Town of Atherton.



After publishing the local municipal services webpage, the Town sought separately to clarify the data with the Fire District and asked the District for more detail. Over the intervening time, there was correspondence back-and-forth via email and ultimately, a formal request for data and a formal response from the District advising the Town that "...the District has neither legal obligation nor any present intention to participate in the Town's study."

As part of the District's response, the District had recently updated an analysis of their property tax revenue from the various jurisdictions within their District. The District had their consultant, Muni-Services, extract the data for tax rate areas within Atherton (2015/16). That Report provided in summary that the District receives \$11.8 million a year in property tax revenue from the residents of the Town of Atherton (after ERAF). The Report also identified that Atherton was responsible for 31.7% of the District's total property tax revenue - the County making up 15.6%, Menlo Park 47.1% and East Palo Alto, 5.6%. While the Town made up 31.7% of the District's revenue, Atherton residents make up 8% of the District's population of 90,000 and potentially a lesser amount of calls for service as shown in the map above.

The Council wanted to know with more specificity, what the costs were to provide services to Atherton residents. In response to this question, the District advised that they did not collect data in that way and were unable to provide a detailed answer. Acknowledging that response, but still seeking an answer to the query, the Council directed that staff put together a Scope of Work to get at the data they were seeking. The District advised that while they would not be actively participating in the Study itself, they would continue to provide whatever information they had available via their website.

The Town initiated its Study using the services of Matrix Consulting. The purpose of the Study was to answer three questions:

1. *What revenue does the Menlo Park Fire Protection District receive from property taxes from Atherton residents?*
2. *What are the actual costs for services (direct and indirect) received by Atherton residents?*
3. *What would the cost of services be if the Town itself were responsible for providing fire protection services via its own municipal department or the potential contract for services?*

The above questions were part of Phase I of the Matrix Study. Following a public review of Phase I (Tasks 1 through 3) results in January/February 2018. Tasks 1 through 3 of the Study revealed that the property tax revenue received by the Fire District specifically from Atherton residents far exceeds the cost to provide fire services to the community.

To provide the community with the range of options available should the Council and community desire to address the identified financial equities, at the February 21, 2018 City Council meeting, the City Council authorized staff to move forward with Task 4.

4. *Conduct an analysis of the range of options that might be open to the Town, to include, a framework of the LAFCO process, time involved (staff and public), an estimate of cost, potential outcomes; as well as, any other options that might be pursued by the Town, to include, but not limited to legislative changes, agreements, etc.*

**ANALYSIS**

**Summary of Task 1 through 3**

As noted above, Task 1 through 3 was data gathering on costs for service. The Menlo Park Fire Protection District provides Fire Services to the Town of Atherton. The District’s area of jurisdiction covers approximately 30 square miles and includes the communities of Atherton, Menlo Park, East Palo Alto and some areas of unincorporated San Mateo County. The District estimates their population to be around 90,000. Assuming that population estimate is correct, the unincorporated County area population in the table below reflects the difference between the 90,000 population and the known populations of the three incorporated communities.

The Study addressed three questions.

***1) What Revenue Does the District Receive from Property Taxes from Atherton Residents?***

In Fiscal Year 2015/16, the District received an estimated \$37.26 million in total tax revenue. Of that total, Atherton residents contributed \$11.81 million or approximately 31.7%. Atherton’s population represents 8% of the District’s 90,000 total population estimate. The land uses within Atherton are 99% residential, with limited exception being schools and the Menlo Park Circus Club. Atherton does not have commercial or multi-family land use.

<b>Menlo Park Fire Protection District Revenue</b>			
<b>Jurisdiction</b>	<b>Population</b>	<b>Property Tax Revenue</b>	<b>%</b>
<b>Atherton</b>	7,207 - (8%)	\$11,812,734	31.7%
<b>East Palo Alto</b>	29,684 - (33%)	\$2,082,850	5.6%
<b>Menlo Park</b>	33,888 – (38%)	\$17,547,987	47.1%
<b>Unincorporated County</b>	19,221 – (21%)	\$5,817,192	15.6%
	<b>90,000</b>	<b>\$37,260,763</b>	<b>100%</b>

For comparison, the 2015/16 budgets for each of the incorporated communities served by the District for basic property tax revenue:

<b>Jurisdiction Revenue</b>			
<b>Jurisdiction</b>	<b>Population</b>	<b>Property Tax Revenue</b>	<b>Total General Fund Revenues</b>
<b>Atherton</b>	7,207	\$7,547,888	\$12,959,218
<b>East Palo Alto</b>	29,684	\$9,540,000	\$19,772,560
<b>Menlo Park</b>	33,888	\$17,263,249	\$50,043,413
		<b>\$34,351,137</b>	

Revenue to the District shown above is Fiscal Year 2015/16. Revenue projections for FY 2017/18, based on a recent property tax study from HdL Consultants, reflect estimated property tax revenue

from Atherton residents of \$13,653,178 to the Fire District, as compared to \$8,513,388 to the Town.

**2) What are the actual costs for services (direct and indirect) received by Atherton residents?**

Although the District does not track or maintain records specific to individual jurisdictions they serve (rather to the District as a whole), computer-aided dispatch (CAD) records reflect service delivery by geo-location. CAD records show that Atherton accounted for 9.6% of the time spent on emergency calls in calendar year 2016. That factor was used in most areas of the District’s operational budget to determine the amount of effort required to provide services to the Town. Using the allocation where appropriate and actual costs where known, the following table reflects the Atherton allocation of costs to provide services using the Fiscal Year 2016/17 District Budget.

	<b>FY 2016/17 Budget</b>	<b>Atherton Capital Investment Costs</b>	<b>Atherton Operating Costs</b>	<b>Total Costs</b>
<b>Admin &amp; Support</b>	\$14,696,305	\$530,772	\$1,167,721	\$1,698,493
<b>Fire Suppression</b>	\$30,369,025	\$18,723	\$2,896,704	\$2,915,427
	<b>\$48,515,430</b>	<b>\$549,494</b>	<b>\$4,065,424</b>	<b>\$4,613,920</b>

**3) What would the cost of services be if the Town itself were responsible for providing fire protection services via its own municipal department or the potential contract for services?**

The options for providing services independent of the District include formation of a stand-alone fire department within the Town and contracting for services with another entity. In either instance, the Town would continue to be a part of mutual aid and response programs such that fire service agencies respond across jurisdictional boundaries where necessary. This would not represent any change to current practice.

The consultant extrapolated the start-up costs and annual operational needs associated with a stand-alone fire department and used a current contract model in existence between Redwood City and San Carlos to assess the potential cost of contract for services.

- Potential Start-up Cost for a Stand-Alone Department - \$14.2 million
- Annual Operating Cost for a Stand-Alone Municipal Department - \$6.8 million
- Annual Contract Cost for a Contract-Services Model - \$7.4 million

Matrix Consulting is present to provide a PowerPoint presentation of the preceding in greater detail and is prepared to answer any questions the Council may have on the issue.

Summary of Task 4

To help frame the issues involved and identify potential solutions, Matrix conducted a series of case study analyses of organizations dealing with similar issues. A major finding from this review was that are no reorganizations that have faced exactly the same scenario as the Town.

The Study analyzes several possible solutions should the Town and community desire to move forward.

- Detachment
- Tax Agreements
- Special Legislation

With respect to a detachment process, much of the upfront work has been accomplished through the Matrix Tasks 1 through 3; however, there remain two areas that will require further analysis to determine if a detachment, and subsequent reorganization, can be completed under LAFCO:

- 1) The financial feasibility of the remaining district. LAFCO is required to make findings for a request for detachment which includes a finding that the remaining special district will be able to provide the same level of service and will be financially viable; and
- 2) The ability of the municipality to provide fire services, either by establishing a municipal fire department or contracting services through another city or special district.

The Study goes into further detail on the steps and timeline involved should detachment be an option pursued by the Town.

Matrix also researched tax agreements (i.e., renegotiation of tax allocation). These agreements can be reached outside of a reorganization process. While there are even fewer case studies for tax negotiation agreements than detachments, there are a few key takeaways.

- 1) As in the case of the City of Irvine, while their interest has been in renegotiating the allocation of taxes currently funding fire services (from the Orange County Fire Authority), the process came into conflict with labor groups and a referendum put restrictions on the use of reallocated revenues for use only for fire purposes.
- 2) Tax negotiations may result in changing the percent of tax revenue transfer from the Town to MPFD or, as in the case of San Bernardino County, may result in tax zones which provide a means to retain revenues generated in one area to fund fire services in that area.

The Study goes into further detail on the issues and concerns found in a collaborative tax agreement.

Lastly, Matrix investigated special legislation that would accomplish either a reorganization or tax revenue reallocation. The research revealed two case studies of special legislation related to fire services funded by property taxes. However, the first bill, which was intended to support a financially unstable fire district, died in a State Assembly Committee. The second bill was the first legislation specifically limiting reallocation of structural fire funds supporting fire services provided by a JPA. The bill was drafted as a result of the ongoing funding equity question between the City of Irvine and the Orange County Fire Authority JPA. The bill permits reallocation only if the county board, two-thirds of member cities, and the JPA approves. The bill specifically addressed the JPA as the Orange County Fire Authority is a JPA. While the MPFPD is not a JPA, the possibility of special legislation remains and would likely require the approval of the District.

The Study goes into further detail on the process and expectations for legislative solutions.

Matrix could find no specific scenario that was exactly like the one between the Town and MPFPD through detachment, tax agreements, or special legislation. In other words, there were no case studies where a municipality recovers some or all of the tax going to fire services and the remaining fire district was financially and operationally sound. While there is no exact model or case in which to compare the subject situation, there are elements of similar scenarios that provide insight for the Town in moving forward.

Tasks 1 through 4 by Matrix Consulting did not initiate nor do they push for the initiation of a detachment process through LAFCO. The work completed by Matrix has been solely to help raise public awareness of the financial equity issues and inform/educate the Council and community on the processes and solutions open to them should they desire to move forward to address the issue.

### **POLICY FOCUS**

The discussion of this issue has been a policy discussion for the City Council since Fiscal Year 2013/14 with the implementation of the Local Municipal Services webpage. Tonight's Joint Meeting with the Fire District is the first opportunity to discuss the results of the Study with the Fire District Board.

### **FISCAL IMPACT**

None at this time.

### **PUBLIC NOTICE**

Public notification was achieved by posting the agenda, with this agenda item being listed, at least 72 hours prior to the meeting in print and electronically. Information about the project is also disseminated via the Town's electronic News Flash and Atherton Online. There are approximately 1,200 subscribers to the Town's electronic News Flash publications. Subscribers include residents as well as stakeholders – to include, but be not limited to, media outlets, school districts, Menlo Park Fire District, service providers (water, power, and sewer), and regional elected officials.

### **COMMISSION/COMMITTEE FEEDBACK/REFERRAL**

This item \_\_\_ has or X has not been before a Town Committee or Commission.

- Audit/Finance Committee (meets every other month)
- Bicycle/Pedestrian Committee (meets as needed)
- Civic Center Advisory Committee (meets as needed)
- Environmental Programs Committee (meets every other month)
- Park and Recreation Committee (meets each month)
- Planning Commission (meets each month)

### **ATTACHMENT**

Attachment A - Matrix Study Tasks 1 through 3

Attachment B – Matrix Consulting PowerPoint for Tasks 1 through 3

Attachment C – Matrix Study Task 4

# Fire Services Fiscal Review

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ATHERTON, CALIFORNIA

FINAL REPORT

**matrix**   
consulting group

January 9, 2018

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## 1 Executive Summary

This document provides a summary of the analysis conducted by the Matrix Consulting Group for the Town of Atherton relating to the fire services it receives from the Menlo Park Fire Protection District (MPFPD). The scope of this study was the following:

- To calculate the property tax revenue generated in the Town of Atherton and used to support fire and other emergency services by the MPFPD.
- To develop an estimate of the direct and indirect cost of services provided by the District to the Town of Atherton.
- To develop a preliminary feasibility assessment of the structure and cost of fire protection services if the Town elected to create a municipal department or contract with another entity.

The Matrix Consulting Group utilized data provided by the County of San Mateo, the MPFPD and the Town of Atherton to arrive at the analysis of services provided to the Town and the funding provided to the District.

It is important to note that, apart from calls for service, the MPFPD does not maintain records by services provided to the individual jurisdictions they serve, but rather as the District as a whole. The major factor utilized in allocating workloads and the costs of services was data provided by the County Emergency Dispatch Center in the form of Computer Aided Dispatch (CAD) records. This allowed examination of the amount of time each station spent servicing the Town as compared to other areas of the District. The CAD data showed that Atherton accounted for 9.6% of the time spent on emergency calls in calendar year 2016; therefore, that factor was utilized in most areas

where information was not available to determine the amount of effort required to provide services to the Town.

The next section provides a summary of the revenue generated in the Town of Atherton to support operations provided by the Menlo Park Fire Protection District.

**1. Tax Revenue**

In Fiscal Year 2015/16 the Menlo Park Fire Protection District was estimated to receive \$37,260,763 in total tax revenues. The following table provides a breakdown of revenue by jurisdiction.

<b>Jurisdiction</b>	<b>FY 2015/16 Estimated Tax Revenue</b>	<b>Percentage</b>
Atherton	\$11,812,734	31.7%
East Palo Alto	\$2,082,850	5.6%
Menlo Park	\$17,547,987	47.1%
Unincorporated San Mateo County	\$5,817,192	15.6%
<b>TOTAL</b>	<b>\$37,260,763</b>	

The majority of property tax revenue received by the District comes from the City of Menlo Park (47%). The Town of Atherton generates nearly a third of the District's property tax revenue, whereas East Palo Alto and Unincorporated San Mateo County combine to contribute roughly a fifth of the revenue.

**2. Cost Assumptions**

The following table provides the summary of the project team's cost allocation by budgeted area for the services provided to the Town of Atherton by the MPFPD. As stated earlier, the 9.6% calculation was the basis for the majority of the costing of services. The two exceptions to this were:

- Community Preparedness and Fire Prevention. Community Preparedness was factored at 33% as equal services are provided to each community served with County meetings accounting for the remaining 1%.

- Fire Prevention was factored based on the total permits issued in Atherton that would require a plan review and inspection. This accounted to a factor of 4% for services conducted by the District for the Town.

**Summary of Costs for Providing Services to Atherton**

	<b>FY 2016/17 Proposed</b>	<b>Atherton Allocation</b>	<b>Atherton Allocation Operating Cost</b>	<b>Atherton Allocation Capital Investments</b>
Total Expenditures				
Admin and Support	\$14,696,305	\$1,698,493	\$1,167,721	\$530,772
Total Expenditures				
Suppression	\$30,369,025	\$2,915,427	\$2,896,704	\$18,723
<b>Total Expenditures</b>	<b>\$48,515,430</b>	<b>\$4,613,920</b>	<b>\$4,064,424</b>	<b>\$549,494</b>

In summary Atherton provides excess revenue through property taxes by approximately \$7.2 million when compared to the cost of providing fire protection services by the Menlo Park Fire Protection District.

**3. Options for Providing Fire Services**

The project team examined options for providing fire services in the Town if it were not part of the Menlo Park Fire Protection District. The options available for the Town included forming a stand-alone fire department and contracting for services with another entity.

Resulting from this analysis are several key numbers which frame a decision for the Town of Atherton:

- **Property Tax Revenue** generated in the Town for fire services – \$11.8 million
- **Allocated Cost of the Fire Service Provided to Atherton** – \$4.6 million
- **Potential Annual Operating Costs for a Municipal Fire Department** – \$6.8 million
- **Start-Up Costs for a Municipal Fire Department** – \$14.2 million
- **Contracting for Fire Services** - \$7.4 million

While additional study on the financial feasibility may be warranted, in addition to exploring the uncertain process of detaching from a special district to achieve that, there are opportunities to consider such an alternative.

An initial assessment of the relative cost of a contract for service (with Redwood City) finds that this alternative could be costlier than a municipal alternative (by about \$700,000 per year on an operating basis) while avoiding few of the start-up and transitional costs.

\* \* \*

The assumptions and details in each of these analyses is provided in the ensuing report. At the conclusion of this report is an Attachment which provides a descriptive 'profile' of services provided to the Town of Atherton by the Menlo Park Fire Protection District. This information provided a 'baseline" for the development of the analyses contained in this report.

## 2 Revenue Analysis

This section of the report examines in more detail the revenues provided to support the Menlo Park Fire Protection District from each of its service areas, specifically the Town of Atherton.

### 1 District Revenue Sources

The District has six main revenue sources: Tax Revenues, Licenses and Permits, Service Charges, Use of Money, Intergovernmental, and Other Revenues. The following points provide a brief overview of these revenue sources.

- **Tax Revenues** – accounts for revenue generated through property taxes.
- **Licenses and Permits** – relates to costs associated with issuing plan check and inspection permits, enforcing the Fire Code, and providing general fire prevention services.
- **Service Charges** – currently relates to Weed Abatement assessments and services provided to property owners within the District.
- **Use of Money** – accounts for rental service revenue associated with garage space and transmission towers.
- **Intergovernmental** – includes revenue for forestry and wild fire services provided to other governmental agencies, as well as grant related projects.
- **Other Revenues** – represents gifts or donations given to the District, which can include materials, products.

The District's largest revenue source comes from property taxes, which account for nearly 90% of all District revenues, with the next largest revenue sources being Intergovernmental (4%) and Licenses and Permits (3%). Of the six revenue sources listed above, all but Tax Revenues and Other Revenues are associated with specific services provided by the District. While Other Revenues are gifts or donations provided

to the District, Tax Revenues are paid by the residents of the District and used to fund the various services provided by the MPFPD.

Tax revenues received by the District are primarily comprised of Secured Property Taxes, but also include Unsecured Property Taxes, Supplemental SB 813 Tax Revenue, and Unitary Property Taxes. The following points provide further detail about each of these tax types.

- **Secured Property** – is real property, personal property, or land. Taxes are assessed based on the value of the property.
- **Unsecured Property** - relates to movable property such as airplanes, boats, or movable equipment.
- **Supplemental SB 813** – originally designed to offset Prop 13 loopholes and generate funding for local schools, after the initial year these funds are redistributed to all local governments.
- **Unitary Property Taxes** – relate to various types of property owned by utilities, such as power plants, power lines, cable, railroads, etc.

Approximately 90% of the District’s Tax Revenues are generated by Secured Property Taxes.

**2 Fiscal Year 2015/16 District Revenue Breakdown**

In Fiscal Year 2015/16 the Menlo Park Fire Protection District was estimated to receive \$37,260,763 in tax revenues. The following table provides a breakdown of revenue by jurisdiction.

Jurisdiction	FY 2015/16 Estimated Tax Revenue	Percentage
Atherton	\$11,812,734	31.7%
East Palo Alto	\$2,082,850	5.6%
Menlo Park	\$17,547,987	47.1%
Unincorporated San Mateo County	\$5,817,192	15.6%
<b>TOTAL</b>	<b>\$37,260,763</b>	<b>100%</b>

The majority of property tax revenue received by the District comes from the City of Menlo Park (47%). The Town of Atherton generates nearly a third of the District's property tax revenue, whereas East Palo Alto and Unincorporated San Mateo County combine to contribute roughly a fifth of the revenue.

### **3 Projected Fiscal Year 2017/18 Property Tax Revenue**

In order to project property tax revenue contributed by the Town of Atherton to the Menlo Park Fire Protection District, the project team reviewed and projected ERAF shifts and rebates. The following sections outline the methodologies and issues associated with projecting this revenue.

#### **(1) ERAF Shifts**

The project team utilized data provided by the County of San Mateo in conjunction with data from the HDL Property Tax Report<sup>1</sup> to project property tax revenue from Atherton to the District for fiscal year 2017/18. Estimated asset values were collected for each of Atherton's 32 Tax Rate Areas (TRA) and applied to fiscal year 2017/18 tax rates provided by the County to determine projected revenue. Based on this data, it was projected that the Town of Atherton property tax associated with the Menlo Park Fire Protection District for fiscal year 2017/18 would be \$15,616,325 pre-ERAF. However, due to ERAF<sup>2</sup> shifts mandated by the state in 1992, 1993, and 2004, this revenue is reduced using a shift percentage. While fiscal year 2017/18 ERAF shift percentages are not known, the project team used the ERAF shift reduction calculated through the HDL Property Tax Report to estimate the potential property tax revenue

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<sup>1</sup> The HDL Report was issued in September 2017, and calculates increases to property tax values for FY 16/17 and 17/18.

<sup>2</sup> ERAF shift revenues are used to offset shortfalls associated with K-12 schools and community colleges.

from the Town of Atherton to the Menlo Park Fire Protection District as \$13,643,178 Post-ERAF. The projected Post-ERAF revenue of \$13,643,178 for fiscal year 2017/18 represents an increase of approximately 15% from revenue assessed in fiscal year 2015/16, which is primarily due to increased asset values.

**(2) ERAF Rebates**

Beginning in 2003, the San Mateo County Controller began issuing refunds to local tax receiving agencies for excess funds in the ERAF trust fund. These refunds are a result of the local tax base increasing faster than the increase in the funding limits for K-12 schools and community colleges. The Menlo Park Fire Protection District is projected to receive an ERAF rebate of \$3,000,000 for Fiscal Year 17/18. The District is projecting approximately \$43,000,000 in property tax revenue from all of its jurisdictions. The Town of Atherton's estimated percentage of property tax revenue would then be 36.31%, and as such the potential refund attributable to the Town would be \$1,098,300.

**(3) Revenue Projections**

Based on the projected taxable property values and estimated ERAF rebates for Fiscal Year 17/18, the Town of Atherton is projected to contribute \$14,741,478 of revenue to the Menlo Park Fire Protection District.

**4 Property Tax Revenue Projections**

Experts are not in agreement regarding housing and economic factors for the Bay Area and how property values will increase over the next five years. For example, property values are projected to increase significantly in areas such as East Palo Alto (20% - 40% appreciation), while areas such as Menlo Park and Palo Alto are expected to remain stable, or possibly see minimal decreases (0% to -6%). Due to these factors,

the project team is not able to make reasonable projections for property tax revenue.

### 3 Cost to Provide Services

This section of the report details the cost to provide services to the Town of Atherton by the Menlo Park Fire Protection District. The project team utilized data provided by the County of San Mateo, MPFPD and the Town of Atherton to develop cost assumptions for the services provided to the Town.

#### 1. Overall Approach and Basis for the Analysis

It is important to note that, apart from calls for service, the MPFPD does not maintain records by services provided to the individual jurisdictions they serve, but rather as the District as a whole. The major factor utilized in allocating workloads and the costs of services was data provided by the County Emergency Dispatch Center in the form of Computer Aided Dispatch (CAD) records. This allowed the project to examine the amount of time each station spent servicing the Town as compared to other areas of the District. The CAD data showed that Atherton accounted for 9.6% of the time spent on emergency calls in calendar year 2016; therefore, that factor was utilized in most areas where information was not available to determine the amount of effort required to provide services to the Town.

The following tables illustrate the results of the analysis of the CAD data provided by San Mateo County. The first table illustrates the total responses by apparatus into Atherton as compared to the total number of response in the District in 2016.

**Total Responses by Apparatus - 2016**

<b>Apparatus</b>	<b>Total Responses</b>	<b>Atherton Responses</b>	<b>Percentage</b>
<b>Battalion Chief</b>	811	70	<b>8.6%</b>
<b>Engine 1</b>	1,411	123	<b>8.7%</b>
<b>Truck 1</b>	922	80	<b>8.7%</b>
<b>Engine 2</b>	2,555	0	<b>0%</b>
<b>Engine 3</b>	784	265	<b>33.8%</b>
<b>Engine 4</b>	1,165	186	<b>16.0%</b>
<b>Engine 5</b>	892	86	<b>9.6%</b>
<b>Engine 6</b>	1,469	172	<b>11.7%</b>
<b>Engine 77</b>	1,343	2	<b>0.1%</b>
<b>Airboat</b>	7	0	<b>0%</b>
<b>Total</b>	<b>11,359</b>	<b>984</b>	<b>8.7%</b>

You will note that there are 984 unit responses into Atherton, which is higher than the actual number of calls in 2016, which was 708. This is due to the nature of call and the deployment plan of the MPPD. For example, a reported structure fire will get a 5-unit response to ensure the emergency can be mitigated in a timely manner. A review of the MPFPD deployment plan showed it to be consistent with industry practices.

The next table illustrates the amount of time committed by responding apparatus to work emergency scenes in the MPFPD and the Town of Atherton. Using time instead of total responses gives a clearer perspective of the amount of time the District is serving Atherton as compared with other areas of the District.

**Total Responses by Time Committed - 2016**

<b>Apparatus</b>	<b>Total Committed</b>	<b>Atherton Committed</b>	<b>Percentage</b>
<b>Battalion Chief</b>	217:37:51	13:45:15	<b>6.3%</b>
<b>Engine 1</b>	563:56:05	37:47:48	<b>6.7%</b>
<b>Truck 1</b>	236:19:44	16:41:11	<b>7.1%</b>
<b>Engine 2</b>	1,159:41:07	0	<b>0%</b>
<b>Engine 3</b>	278:52:12	88:12:36	<b>31.6%</b>
<b>Engine 4</b>	481:17:23	64:41:27	<b>13.4%</b>
<b>Engine 5</b>	335:43:22	30:27:53	<b>9.1%</b>
<b>Engine 6</b>	526:45:49	54:42:40	<b>10.4%</b>
<b>Engine 77</b>	528:32:48	0:26:56	<b>0.1%</b>
<b>Airboat</b>	15:11:35	0	<b>0%</b>
<b>Total</b>	<b>3184:16:49</b>	<b>306:45:46</b>	<b>9.6%</b>

As illustrated above, Atherton accounts for 9.6% of the total time allocated to responding to emergency incidents in the District. The project team utilized this allocation for most service and support functions to determine the cost of providing fire protection services to the Town.

**2. Summary of Service Costs**

The following table illustrates the summary of the cost allocation by budgeted area for the services provided to the Town of Atherton by the MPFPD. The two exceptions to the 9.6% costing factor were:

- Community Preparedness and Fire Prevention. Community Preparedness was factored at 33% as equal services are provided to each community served with County meetings accounting for the remaining 1%.
- Fire Prevention was factored based on the total permits issued in Atherton that would require a plan review and inspection. This accounted to a factor of 4% for services conducted by the District for the Town

**Summary of Costs for Providing Services to Atherton**

	FY 2016/17 Adopted	Atherton Allocation	Atherton Allocation Operating Cost	Atherton Allocation Capital Investments
<b>Administration &amp; Support Services</b>				
Board of Directors	\$251,135	\$24,109	\$24,109	\$-
Administration	\$1,146,321	\$110,047	\$110,047	\$-
Apparatus Maintenance	\$5,763,850	\$553,330	\$61,330	\$492,000
Community Disaster Preparedness	\$250,743	\$82,745	\$82,745	\$-
Deployment - Local/State/Federal	\$-	\$-	\$-	\$-
District - Disaster Preparedness	\$275,307	\$26,430	\$26,430	\$-
District Counsel	\$187,400	\$17,990	\$17,990	\$-
Facilities	\$670,938	\$64,410	\$38,886	\$25,524
Financial Management*	\$4,437,295	\$425,980	\$94,771	\$-
Fire Prevention	\$1,835,933	\$73,437	\$73,437	\$-
Human Resources & Risk Mgmt.	\$2,009,993	\$192,960	\$192,960	\$-
Information Technology	\$997,765	\$95,785	\$82,537	\$13,248
Public Education	\$206,165	\$20,367	\$20,367	\$-
Regional Training Center	\$88,560	\$8,502	\$8,502	\$-
SLAC	\$-	\$-	\$-	\$-
US&R Support	\$-			
Weed Abatement	\$25,000	\$2,400	\$2,400	\$-
<b>Total Expenditures Admin and Support</b>	<b>\$14,696,305</b>	<b>\$1,698,493</b>	<b>\$1,167,721</b>	<b>\$530,772</b>
<b>Suppression Services</b>				
Cadets	\$30,175	\$2,897	\$2,897	\$-
Emergency Medical	\$395,478	\$37,966	\$34,999	\$2,967
Explorer	\$45,076	\$4,327	\$4,327	\$-
Fire Suppression	\$27,711,359	\$2,660,291	\$2,660,291	\$-
Fire Gear & Supplies	\$396,565	\$38,071	\$30,187	\$7,884
Radios / Communications	\$136,877	\$13,140	\$5,268	\$7,872
Suppression Training	\$1,569,957	\$150,716	\$150,716	\$-
Water Rescue	\$83,538	\$8,019	\$8,019	\$-
<b>Total Expenditures Suppression</b>	<b>\$30,369,025</b>	<b>\$2,915,427</b>	<b>\$2,896,704</b>	<b>\$18,723</b>
<b>Total Expenditures</b>	<b>\$48,515,430</b>	<b>\$4,613,920</b>	<b>\$4,064,424</b>	<b>\$549,494</b>

\* Note: The Financial Management program includes operating transfer out to other funds as part of the annual allocation.

**3. Individual Cost Allocations**

The following subsections provide detailed costing for each of the services provided by the MPFPD to the Town of Atherton.

**(1) Board of Directors**

The Board of Directors serve as the governing body of the MPFPD and were factored at a cost 9.6% based on the time of services delivered to the Town. They are supported by a Clerk of the Board.

**Board of Directors Service Costs**

	2016-17 Adopted	Atherton Allocation
<b>Personnel</b>		
Compensation	\$195,335	\$18,752
Overtime	-	\$-
<b>Total Compensation</b>	<b>\$195,335</b>	<b>\$18,752</b>
<b>Operating Expenditures</b>		
Contracts	\$8,000	\$768
Supplies	\$2,500	\$240
Discretionary Funds	\$20,000	\$1,920
LAFCO	\$25,300	\$2,429
<b>Total Operating Expenditures</b>	<b>\$55,800</b>	<b>\$5,357</b>
<b>Total Expenditures - Board of Directors</b>	<b>\$251,135</b>	<b>\$24,109</b>

As illustrated above the Board of Directors have an annual operating cost of \$251,135. The cost to provide services to Atherton is \$24,109.

**(2) Administration**

Administration provides for the overall administration and oversight of the Fire Protection District. Personnel include the Fire Chief, Deputy Chief, Administrative Services Manager and Senior Management Analyst. This area was also factored at a cost of 9.6% based on the time of services delivered to the Town.

**Administration Service Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$841,625	\$80,796
Payment of Unfunded Liability	\$78,196	\$7,507
Overtime	-	\$-
<b>Total Compensation</b>	<b>\$919,821</b>	<b>\$88,303</b>
<b>Operating Expenditures</b>		
Contract Services	\$13,000	\$1,248
Insurances (Auto, General Liability, Unemployment, Claims)	\$163,300	\$15,677
Election	-	\$-
Special Project (100-Year Anniversary)	\$30,000	\$2,880
Supplies	\$20,200	\$1,939
<b>Total Operating Expenditures</b>	<b>\$226,500</b>	<b>\$21,744</b>
<b>Total Expenditures - Administrative Services</b>	<b>\$1,146,321</b>	<b>\$110,047</b>

As illustrated above, the Administration of the District costs \$1,146,321. The cost to provide services to Atherton is \$110,047.

**(3) Apparatus Maintenance**

Apparatus Maintenance is responsible for maintaining the apparatus and vehicles of the Menlo Park Fire Protection District. This is accomplished with a Fleet Supervisor and Mechanic. Apparatus Maintenance is factored at 9.6% based on the time apparatus is committed to serving the Town of Atherton.

**Apparatus Maintenance Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$313,810	\$30,126
Overtime	15,040	\$1,444
<b>Total Compensation</b>	<b>\$328,850</b>	<b>\$31,570</b>
<b>Operating Expenditures</b>		
Contract Services	\$78,500	\$7,536
Training	\$21,000	\$2,016
Fuel	125,000	\$12,000
Supplies - tires, vehicle/apparatus parts	85,500	\$8,208
<b>Total Operating Expenses</b>	<b>\$310,000</b>	<b>\$29,760</b>
<b>Capital Expenditures</b>		
Equipment		
Air Boat	\$165,000	\$15,840
Engine - replacements (2) for E-2, E6	1,360,000	\$130,560
Squad - per SOC report	300,000	\$28,800
Heavy Rescue	1,200,000	\$115,200
Vehicles	400,000	\$38,400
Fire Truck/Quint	1,700,000	\$163,200
<b>Total Capital Expenditures</b>	<b>\$5,125,000</b>	<b>\$492,000</b>
<b>Total Expenditures - Apparatus Maintenance</b>	<b>\$5,763,850</b>	<b>\$553,330</b>

As illustrated above, Apparatus Maintenance has an annual cost of \$5,763,850. The cost to provide services and replace apparatus available to serve Atherton is \$553,330.

**(4) Cadet Program**

The Cadet Program is a volunteer work experience program operated in conjunction with the College of San Mateo. This program helps those interested in having a career as a firefighter gain experience and training to help obtain the California State Fire Marshall’s Office State Firefighter I Certification. The cost factor for Atherton related to the Cadet Program is 9.6%.

**Cadet Program Costs**

	2016-17 Adopted	Atherton Allocation
<b>Personnel</b>		
Compensation	\$-	\$-
Overtime	\$27,040	\$2,596
<b>Total Compensation</b>	<b>\$27,040</b>	<b>\$2,596</b>
<b>Operating Expenditures</b>		
Training	\$1,306	\$125
Supplies	\$1,829	\$176
<b>Total Operating Expenditures</b>	<b>\$3,135</b>	<b>\$301</b>
<b>Total Expenditures - Cadets</b>	<b>\$30,175</b>	<b>\$2,897</b>

As illustrated above the annual cost to operate the Cadet Program is \$30,175. The cost for Atherton related to this program is \$2,897.

**(5) Community Preparedness**

Community Preparedness is responsible for assisting the communities serviced by the MPFPD with developing emergency preparedness plans and ensuring compliance with applicable State and Federal requirements related to emergency preparedness. Due to the fact that all communities served will require equal effort to accomplish this task a costing factor of 33% was used to determine the cost to Atherton.

**Community Preparedness Costs**

	2016-17 Adopted	Atherton Allocation
<b>Personnel</b>		
Compensation	\$98,814	\$32,609
Overtime	\$12,929	\$4,267
<b>Total Compensation</b>	<b>\$111,743</b>	<b>\$36,875</b>
<b>Operating Expenditures</b>		
Contract Services	\$103,000	\$33,990
Training	\$1,000	\$330
Supplies	\$35,000	\$11,550
<b>Total Operating Expenditures</b>	<b>\$139,000</b>	<b>\$45,870</b>
<b>Total Expenditures - Community Preparedness</b>	<b>\$250,743</b>	<b>\$82,745</b>

As illustrated above, Community Preparedness has an annual cost of \$250,743. The cost to provide services to the Town of Atherton is \$82,745.

**(6) District Preparedness**

District Preparedness is responsible for planning for emergency preparedness across the District and ensuring the District has an Emergency Preparedness Plan that is compliant with State and Federal requirements. District Preparedness is factored at 9.6% based on the time apparatus is committed to serving the Town of Atherton.

**District Preparedness Costs**

	2016-17 Adopted	Atherton Allocation
<b>Personnel</b>		
Compensation	\$206,707	\$19,844
Overtime	-	\$-
<b>Total Compensation</b>	<b>\$206,707</b>	<b>\$19,844</b>
<b>Operating Expenditures</b>		
EOS supplies	\$58,600	\$5,626
Supplies	\$2,000	\$192
training	\$8,000	\$768
<b>Total Operating Expenditures</b>	<b>\$68,600</b>	<b>\$6,586</b>
<b>Total Expenditures - District Preparedness</b>	<b>\$275,307</b>	<b>\$26,430</b>

As illustrated above, District Preparedness has an annual cost of \$275,307. The cost to provide services to the Town of Atherton is \$26,430.

**(7) District Counsel**

The District Counsel provides legal services to the MPFPD. District Counsel is factored at a cost of 9.6% for the services provided to the Town of Atherton.

**District Counsel Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Administrative Legal Services</b>		
Board Meetings	\$40,000	\$3,840
Contract Support	\$20,000	\$1,920
Impact Fees	\$25,000	\$2,400
Research	\$15,000	\$1,440
Pending & Unanticipated	\$17,400	\$1,670
<b>Total Administrative Legal Services</b>	<b>\$117,400</b>	<b>\$11,270</b>
<b>Personnel &amp; Significant Legal Services</b>		
Legal-Labor Negotiations	\$35,000	\$3,360
Legal – Lawsuit	\$35,000	\$3,360
Legal - PERB Charge	-	\$-
Legal-Personnel	-	\$-
Settlement Agreement	-	\$-
<b>Total Personnel / Legal Services</b>	<b>\$70,000</b>	<b>\$6,720</b>
<b>Total Expenditures - District Counsel</b>	<b>\$187,400</b>	<b>\$17,990</b>

As illustrated above, District Counsel has an annual cost of \$187,400. The Cost for services provided to Atherton is \$17,990.

**(8) Emergency Medical Services**

Emergency Medical Services (EMS) is responsible for ensuring the District is compliant with State Regulations and all personnel maintain the appropriate training to keep their EMS certifications and licenses current. An Emergency Medical Services Manger staffs this function. The cost factor for EMS services provided to Atherton is 9.6% of the annual cost.

**Emergency Medical Services Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$185,412	\$17,800
Overtime	\$109,680	\$10,529
<b>Total Compensation</b>	<b>\$295,092</b>	<b>\$28,329</b>
<b>Operating Expenditure</b>		
Tactical Medic	\$-	\$-
Training (FF EMS)	\$15,913	\$1,528
Contract Services	\$20,356	\$1,954
Supplies	\$33,217	\$3,189
<b>Total Operating Expenditures</b>	<b>\$69,486</b>	<b>\$6,671</b>
<b>Capital Investments</b>		
Manikin and upgraded CO Monitors	\$30,900	\$2,966
<b>Total Capital Investments</b>	<b>\$30,900</b>	<b>\$2,966</b>
<b>Total Expenditures - EMS</b>	<b>\$395,478</b>	<b>\$37,966</b>

As illustrated above, the annual cost related to Emergency Medical Services is \$395,478. The cost related to services provided to Atherton is \$37,966.

**(9) Explorer Program**

The Explorer Program is dedicated to educating young adults about a career in the fire service. The Explorers operate within a post while being trained in firefighting skills by advisors that are employees of the MPFPD. The cost factor related to Atherton for this program is 9.6%.

**Explorer Program Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$-	\$-
Overtime	\$42,556	\$4,085
<b>Total Compensation</b>	<b>\$42,556</b>	<b>\$4,085</b>
<b>Operating Expenditures</b>		
Contract Services	\$2,000	\$192
Supplies	\$520	\$50
<b>Total Operating Expenditures</b>	<b>\$2,520</b>	<b>\$242</b>
<b>Total Expenditures - Explorer Program</b>	<b>\$45,076</b>	<b>\$4,327</b>

As illustrated above, the annual cost of providing the Explorer Program is \$45,076. The cost for Atherton allocated to this program is \$4,327.

**(10) Facility Maintenance**

Facility Maintenance is responsible for maintaining the facilities used by the District to provide services. Facility Maintenance is factored at a cost of 9.6% for the services provide to the Town of Atherton.

**Facility Maintenance Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$-	\$-
Overtime	\$15,514	\$1,489
<b>Total Compensation</b>	<b>\$15,514</b>	<b>\$1,489</b>
<b>Operating Expenditures</b>		
Contract Services	\$-	\$-
Supplies	\$70,000	\$6,720
Utilities- Water	\$25,000	\$2,400
Utilities- PG&E	\$145,000	\$13,920
Utilities- Sanitation	\$10,000	\$960
Utilities- Phones	\$115,000	\$11,040
Replacement of old equipment	\$24,544	\$2,356
<b>Total Operating Expenditures</b>	<b>\$389,544</b>	<b>\$37,396</b>
<b>Station Repairs &amp; Capital Outlay</b>		
Appliance/Furnishings Replacement	\$45,000	\$4,320
Testing, Maintenance and Repair	\$135,880	\$13,044
Furnishings for Sta. 1	\$85,000	\$8,160
<b>Total Capital Investments</b>	<b>\$265,880</b>	<b>\$25,524</b>
<b>Total Expenditures - Facilities</b>	<b>\$670,938</b>	<b>\$64,409</b>

As illustrated above, Facility Maintenance costs \$670,938 annually. The cost for Atherton is \$64,409.

**(11) Financial Management**

Financial Management is responsible the accounting, maintaining contracts and budgeting services provided in the District. The area is overseen by the Administrative Services Manager and has a staff of one Senior Accountant and One Accounting Technician. Financial Management costs are factored at 9.6% for the services provided to Atherton.

**Financial Management Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$494,095	\$47,433
Overtime	\$10,100	\$970
<b>Total Compensation</b>	<b>\$504,195</b>	<b>\$48,403</b>
<b>Operating Expenditures</b>		
Contract Services	\$471,700	\$45,283
Membership, Training, Supplies	\$11,300	\$1,085
<b>Total Operating Expenditures</b>	<b>\$483,000</b>	<b>\$46,368</b>
<b>Total Expenditures - Financial Management</b>	<b>\$987,195</b>	<b>\$94,771</b>

As illustrated above, Financial Management costs \$987,195 annually. The costs for Atherton is 94,771.

**(12) Fire Prevention**

Fire Prevention provides fire prevention services for the District to the communities they serve. This includes plan reviews, construction inspections, life safety inspections and fire investigations. There are six staff providing these services in the District. The cost to Atherton for these services is factored at 4% based on the 71 permits issued in Atherton in 2016 that would require a plan review and inspections. Inspections were factored at 2.25 inspections per plan submittal. The total plans submitted in 2016 for the District was 1,927.

**Fire Prevention Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$1,212,183	\$48,487.32
Overtime	\$22,700	\$908
<b>Total Compensation</b>	<b>\$1,234,883</b>	<b>\$49,395</b>
<b>Operating Expenditures</b>		
Contract Services	\$562,100	\$22,484
Training	\$5,205	\$208
Memberships & Supplies	\$33,745	\$1,350
<b>Total Operating Expenditures</b>	<b>\$601,050</b>	<b>\$24,042</b>
<b>Total Expenditures - Fire Prevention</b>	<b>\$1,835,933</b>	<b>\$73,437</b>

As illustrated above the annual cost to provide Fire Prevention services in the District is \$1,835,933. The cost for services provided to Atherton is \$73,437.

**(13) Fire Suppression**

Fire Suppression is the staff dedicated to responding to emergency incidents in the Menlo Park Fire Protection District. There are a total of 94 full-time personnel serving directly in providing Fire Suppression services. The cost allocation for Atherton related to Fire Suppression is 9.6% based on the time these personnel responded to calls for service in Atherton as compared with other areas of the Fire District.

**Fire Suppression Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$25,330,287	\$2,431,708
Payment of Unfunded Liability	\$1,097,020	\$105,314
Overtime	\$1,203,567	\$115,542
<b>Total Compensation</b>	<b>\$27,630,874</b>	<b>\$2,652,564</b>
<b>Operating Expenditures</b>		
Honor Guard	\$-	\$-
Unmanned Aerial Systems (UAS)	\$-	\$-
Contract Services	\$70,444	\$6,763
Supplies	\$10,041	\$964
<b>Total Operating Expenditures</b>	<b>\$80,485</b>	<b>\$7,727</b>
<b>Total Expenditures - Fire Suppression</b>	<b>\$27,711,359</b>	<b>\$2,660,291</b>

As illustrated above, the total annual cost for Fire Suppression is \$27,711,359.

The cost allocated to Atherton for this service is \$2,660,291.

**(14) Fire Supplies**

Fire Gear and Supplies related to the protective gear, tools and equipment required to provide emergency services in the District. The share of costs for Atherton is 9.6% and factored at the rate of time the personnel spend on responding to Calls in the Town.

**Fire Gear and Supplies Cost**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$-	\$-
Overtime	\$67,802	\$6,509
<b>Total Compensation</b>	<b>\$67,802</b>	<b>\$6,509</b>
<b>Operating Expenditures</b>		
Training	\$30,518	\$2,930
PPE – gear	\$30,677	\$2,945
Tactical Medic PPE	\$89,500	\$8,592
Rope Rescue Equipment	\$3,121	\$300
SCBA Gear	\$8,904	\$855
test & repair	\$83,922	\$8,057
<b>Total Operating Expenditures</b>	<b>\$246,642</b>	<b>\$23,679</b>
<b>Capital Investments</b>		
Wildland Gear	\$5,000	\$480
Hose	\$43,200	\$4,147
Tools and Equipment	\$27,327	\$2,623
Chainsaw and parts	\$6,594	\$633
<b>Total Capital Investments</b>	<b>\$82,121</b>	<b>\$7,883</b>
<b>Total Expenditures - Fire Gear and Supplies</b>	<b>\$396,565</b>	<b>\$38,071</b>

As illustrated above the Fire Gear and Supplies annual cost for the District is \$396,565. The cost allocated to Atherton for the Gear and Supplies is \$38,071.

**(15) Human Resources**

Human Resources is responsible for the total life cycle of employees from initial testing throughout their employment with the District. There are two full time staff dedicated to managing the Human Resource functions. The cost allocation for the Town is factored at 9.6% based on the time emergency personnel serve the needs of the Town.

**Human Resources Costs**

	<b>2016 - 17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$405,143	\$38,894
Overtime	\$17,700	\$1,699
<b>Total Compensation</b>	<b>\$422,843</b>	<b>\$40,593</b>
<b>Operating Expenditures</b>		
Contract Services	\$267,650	\$25,694
Supplies & Membership	\$94,200	\$9,043
Education Reimb. for Safety EE's	\$-	\$-
Training	\$5,000	\$480
<b>Total Operating Expenditures</b>	<b>\$366,850</b>	<b>\$35,217</b>
<b>Retirees Supplemental Benefit</b>		
Benefit Administration	\$-	\$-
OPEB Expenditure	\$-	\$-
PEMHCA – Retiree	\$100,500	\$9,648
Retirees -Medical - Represented	\$78,000	\$7,488
Retirees -Medical - Unrepresented	\$25,200	\$2,419
<b>Total Retirees Supplemental Expenditures</b>	<b>\$203,700</b>	<b>\$19,555</b>
<b>Workers' Compensation</b>		
Claims Management	\$135,000	\$12,960
Excess Liability	\$256,100	\$24,586
Self-Insured – Safety	\$625,500	\$60,048
1st Aid Claims	-	\$-
<b>Total Worker's Compensation</b>	<b>\$1,016,600</b>	<b>\$97,594</b>
<b>Total Expenditures - Human Resources</b>	<b>\$2,009,993</b>	<b>\$192,960</b>

As illustrated above, the cost to provide Human Resources services to the District is \$2,009,993 annually. The cost for the services to Atherton is \$192,960.

**(16) Information Technology**

Information Technology ensures the IT needs of the District are met. They provide support for software, hardware, servers, workstations and the computers located in the apparatus. There are three full-time staff dedicated to providing IT support in the District. The cost factor for Atherton for the services provided is calculated at 9.6%

**Information Technology Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$555,965	\$53,373
Overtime	\$8,100	\$778
<b>Total Compensation</b>	<b>\$564,065</b>	<b>\$54,151</b>
<b>Operating Expenditures</b>		
Contract Services	\$189,400	\$18,182
IT Software and support	\$38,100	\$3,658
Supplies	\$68,200	\$6,547
<b>Total Operating Expenditures</b>	<b>\$295,700</b>	<b>\$28,387</b>
<b>Capital Improvements</b>		
Servers - High End Servers for VM	\$36,000	\$3,456
Workstation	\$30,000	\$2,880
Toughbooks	\$5,000	\$480
Miscellaneous Equipment	\$67,000	\$6,432
<b>Total Capital Improvements</b>	<b>\$138,000</b>	<b>\$13,248</b>
<b>Total Expenditures - Information Technology</b>	<b>\$997,765</b>	<b>\$95,785</b>

As illustrated above, the cost to provide Information Technology Services is \$997,765 annually for the District. The cost for services to Atherton is \$95,785.

**(17) Public Education**

Public Education is responsible for providing life safety and fire education to the residents and business of the District. This is accomplished by a full time Public Education Officer with support from the Emergency Services Manager. The cost factor for Atherton for Public Education services is 9.6%.

**Public Education Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$121,500	\$11,664
Overtime	\$22,754	\$2,184
<b>Total Compensation</b>	<b>\$144,254</b>	<b>\$13,848</b>
<b>Operating Expenditures</b>		
Training	\$6,000	\$576
Contract Services	\$1,000	\$96
Supplies and equipment	\$60,911	\$5,847
<b>Total Operating Expenditures</b>	<b>\$67,911</b>	<b>\$6,519</b>
<b>Total Expenditures - Public Education</b>	<b>\$212,165</b>	<b>\$20,367</b>

As illustrated above the annual costs to provide Public Education services for the District is \$212,165. The cost for the services provided to Atherton is \$20,367.

**(18) Radio Communications**

Radio and Communications costs relate to the costs of purchasing radios and supplies, contracts for maintain the radio system and the cost for traffic pre-emption devices to assist personnel is providing a timely response to emergency scenes. The share of costs for Atherton for this is 9.6%.

**Radio Communications**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$-	\$-
Overtime	\$8,320	\$799
<b>Total Compensation</b>	<b>\$8,320</b>	<b>\$799</b>
<b>Operating Expenditures</b>		
Contract Services	\$19,767	\$1,898
Radios - Portable (50)	\$10,000	\$960
Supplies & Training	\$16,790	\$1,612
<b>Total Operating Expenditures</b>	<b>\$46,557</b>	<b>\$4,470</b>
<b>Capital Investments</b>		
Traffic Pre-emption	\$82,000	\$7,872
<b>Total Capital Investments</b>	<b>\$82,000</b>	<b>\$7,872</b>
<b>Total Expenditures - Communications</b>	<b>\$136,877</b>	<b>\$13,140</b>

The annual cost for purchasing and maintaining radio’s and related supplies is \$136,877. The share of costs allocated to Atherton for this is \$13,140.

**(19) Regional Training Center**

The Menlo Park Fire Protection District is part of a Regional Training Center to provide training to their personnel. They share costs for the operation of the Center and members of the District provide training while working or on overtime as needed. The cost factor for Atherton for the Regional Training Center is 9.6% of expenditures.

**Regional Training Center**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$-	\$-
Overtime	\$33,560	\$3,222
<b>Total Compensation</b>	<b>\$33,560</b>	<b>\$3,222</b>
<b>Operating Expenditures</b>		
Contract Services	\$35,000	\$3,360
Supplies	\$20,000	\$1,920
<b>Total Operating Expenditures</b>	<b>\$55,000</b>	<b>\$5,280</b>
<b>Total Expenditures - Training Center</b>	<b>\$88,560</b>	<b>\$8,502</b>

The annual cost for regional training and related supplies is \$88,560. The share of costs allocated to Atherton for this is \$8,502.

**(20) Water Rescue**

Water Rescue provides aid to the people using the water ways bordering the Fire District using personnel from Station 77 as required. These waterways were annexed into the District in 1991. The MPFPD staffs a Swift Water Rescue Team and are prepared for land and water based rescues. While there were no direct water rescue services provided to Atherton in 2016, the 9.6% allocation factor included this and therefore is utilized when costing this service.

**Water Rescue**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$-	\$-
Overtime	\$51,900	\$4,982
<b>Total Compensation</b>	<b>\$51,900</b>	<b>\$4,982</b>
<b>Operating Expenditures</b>		
Contract Services	\$3,470	\$333
Supplies	\$28,168	\$2,704
<b>Total Operating Expenditures</b>	<b>\$31,638</b>	<b>\$3,037</b>
<b>Total Expenditures - Water Rescue</b>	<b>\$83,538</b>	<b>\$8,019</b>

As illustrated above, Water Rescue services cost \$83,538 annually for the District. The share costs allocated to Atherton for this service is \$8,019.

**(21) Weed Abatement**

Weed Abatement serves as a Code Enforcement function to ensure the risks associated with Wildland fires are minimized in the District. This is accomplished through part-time use of a Senior Inspector. The cost factor for Atherton related to Weed Abatement is 9.6%.

**Weed Abatement Costs**

	<b>2016-17 Adopted</b>	<b>Atherton Allocation</b>
<b>Personnel</b>		
Compensation	\$11,800	\$1,133
Overtime	\$-	\$-
Annual Leave (Internal Svc Funds)	\$-	\$-
<b>Total Compensation</b>	<b>\$11,800</b>	<b>\$1,133</b>
<b>Operating Expenditures</b>		
Contract Services	\$13,000	\$1,248
Supplies	\$200	\$19
<b>Total Operating Expenditures</b>	<b>\$13,200</b>	<b>\$1,267</b>
<b>Total Expenditures - Weed Abatement</b>	<b>\$25,000</b>	<b>\$2,400</b>

As illustrated above the total annual cost for Weed Abatement is \$25,000. The cost for services provided to Atherton is \$2,400.

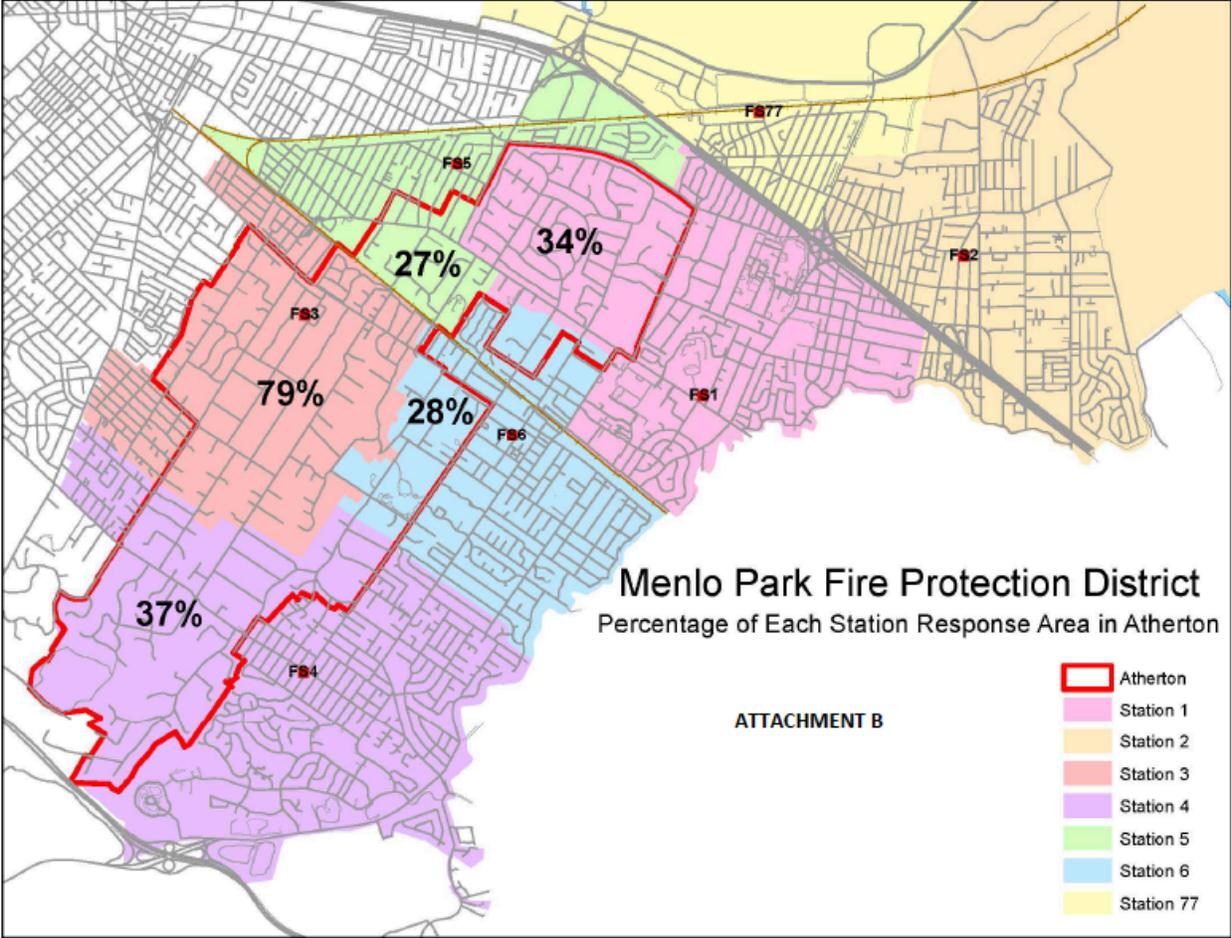
## 4 Fire Protection Service Options

This section of the report focuses on the options available for the Town of Atherton related to providing fire protection services and the requirements of the options.

### 1. Current Fire Service Delivery

Prior to examining the options available for Atherton, it is important to examine the current fire service delivery model to allow the Town to fully understand the current levels of service provided by the Menlo Park Fire Protection District. In this service delivery model, the Town is part of an independent fire district that collects taxes and provides services to a specified area, which includes the Town of Atherton. Services are provided from seven (7) fire stations with each station having a specified first due response area. This ensures the closest available resource is dispatched to an emergency call. Five of the seven stations have first due areas in Atherton, which results in a more rapid response to emergencies in the Town than if the station in Atherton was responsible for covering the entire area of the Town.

The map on the following page illustrates the first due response area of each of the fire stations in the Menlo Park Fire Protection District and what percentage of the response area is within the Town of Atherton.



As illustrated above, stations 1, 3, 4, 5 and 6 all have a percentage of their first due response area within the Town. As shown, station 3, which is located in the Town has the highest percentage of its first due area within the Town, but also has 21% of the response area outside the Town, which is why the engine from this station often responds outside the Town of emergency incidents. The station also provides mutual aid to Redwood City when requested.

The table on the following page illustrates the daily staffing of the Menlo Park Fire Protection District.

**MPFPD Personnel by Station and Shift**

Shift/Station	1	2	3	4	5	6	77	Total
A Shift	8	5	3	3	3	3	4	29
B Shift	8	5	3	3	3	3	4	29
C Shift	8	5	3	3	3	3	4	29
	24	15	9	9	9	9	12	87

As illustrated above, the Menlo Park Fire Protection District has a daily staffing of 29 personnel assigned to the stations to respond to emergency calls. Of those personnel 19 are assigned to the first due stations to serve the Town of Atherton.

The following table illustrates the front-line apparatus assigned to the fire stations owned and operated by the Menlo Park Fire Protection District.

**MPFPD Stations and Assigned Apparatus**

Station	Assigned Apparatus	Staffing
1	BC Command Car	1
	Engine 1	3
	Truck 1	4
2	Engine 2	3
	Rescue 2	2
3	Engine 3	3
4	Engine 4	3
	Patrol 4	Cross-Staffed
5	Engine 5	3
6	Engine 6	3
77	Engine 77	3
	Quint 77	4
	Airboat	Cross-Staffed

As shown above, the stations with first due response areas within the Town of Atherton are staffed with 20 personnel operating one Command vehicle, one Truck company, 5 Engine companies and a cross-staffed Patrol (wildland fire) vehicle.

**2. Current System Demand and Performance**

As discussed earlier in the report, the Town of Atherton makes up a small percentage to the total apparatus responses for the Menlo Park Fire Protection District, accounting for 984 of the 11,359 apparatus responses by the District in 2016. This represents 8.7% of the total apparatus responses.

When calls by type are examined, the following types of calls were responded to in Atherton in 2016. As illustrated in the following table.

**Atherton Calls by Type 2016**

<b>Call Type</b>	<b>Count</b>	<b>Percentage</b>
<b>Medical Emergency</b>	347	49.0%
<b>Fire Alarm</b>	183	25.8%
<b>Public Assist</b>	80	11.3%
<b>Traffic Accident</b>	39	5.5%
<b>Investigation</b>	24	3.4%
<b>Fires</b>	14	2.0%
<b>Other</b>	21	3.0%
<b>Total</b>	<b>708</b>	<b>100%</b>

As shown above, there were a total of 708 emergency calls in Atherton in 2016 responded to by the Menlo Park Fire Protection District. The most common call types were medical emergencies and fire alarms which accounted approximately 75% of the total calls for service. Nine of the fourteen fires were reported structure fires.

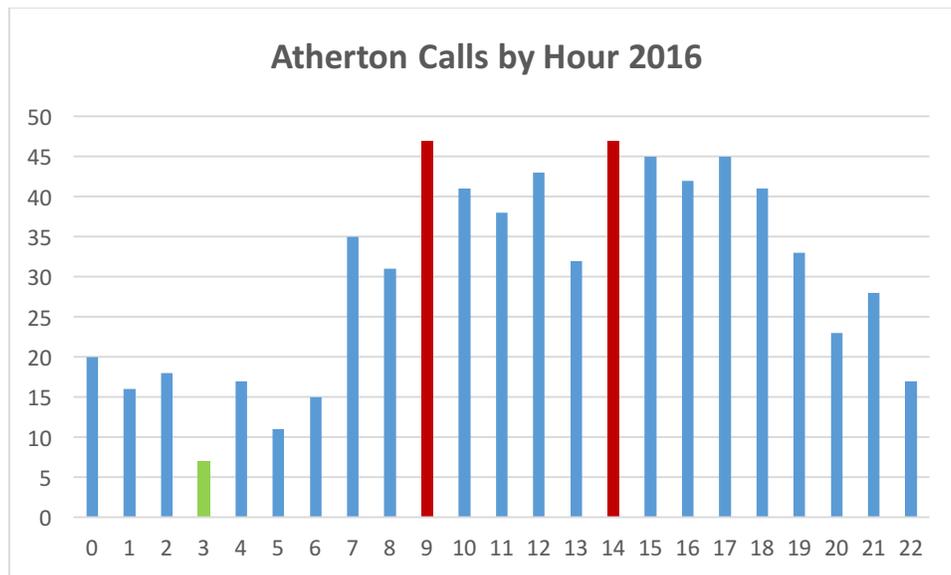
The table on the following page illustrates the call demand by time of day and day of week for the Town of Atherton in 2016.

**Atherton Calls by Hour of Day and Day of Week**

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0	4	1	1	0	0	2	12	20
1	2	2	1	1	5	2	3	16
2	2	1	4	2	2	2	5	18
3	0	1	2	0	1	2	1	7
4	3	2	2	2	3	3	2	17
5	1	2	3	2	1	0	2	11
6	2	2	4	2	0	3	2	15
7	4	5	5	4	5	4	8	35
8	6	7	2	5	1	8	2	31
9	2	6	13	8	7	5	6	47
10	5	4	8	7	4	10	3	41
11	7	3	3	5	7	4	9	38
12	7	4	5	9	8	7	3	43
13	3	4	5	2	6	6	6	32
14	1	5	7	7	10	8	9	47
15	5	3	6	8	10	6	7	45
16	4	11	5	5	6	5	6	42
17	7	5	9	8	3	8	5	45
18	4	7	5	2	8	6	9	41
19	4	1	4	8	7	4	5	33
20	1	3	5	4	5	2	3	23
21	5	1	4	4	5	3	6	28
22	1	2	1	2	2	3	6	17
23	1	1	2	3	4	1	4	16
<b>Total</b>	<b>81</b>	<b>83</b>	<b>106</b>	<b>100</b>	<b>110</b>	<b>104</b>	<b>124</b>	<b>708</b>

As shown above, there is an overall increase in call volume for the town 9:00 am and 7:00 pm with the early morning and late-night hours having the slowest call demand.

The chart on the following page depicts a different way to view call demand by hour of the day.



As shown above the 9:00 am and 2:00 pm hours have the highest call demand while the 3:00 am hour has the lowest call demand.

Response times to emergency calls is a critical component in determining the effectiveness of the emergency response system. The following elements are used in the fire service to determine effective performance.

- **Call Processing Time** – Time from receipt of call in the dispatch center to notification and dispatch of emergency responders.
- **Turnout Time** – Time from the notification of a call to the beginning of the response for emergency personnel.
- **Travel Time** – Time from beginning the response to the call until arrival on scene.

In order to be effective call processing should be completed between 60 and 90 seconds 90% of the time for emergency calls. Turnout time should be completed between 60 and 90 seconds 90% of the time for emergency calls and travel time should be between 5 minutes and 6 minutes 30 seconds 90% of the time. There are instances

when personnel are dispatched, but cancelled prior to arrival at a call for service. These calls are not included in the analysis of this data.

The following table illustrates the performance of the incident response for the Menlo Park Fire Protection District for emergency calls in Atherton in 2016.

<b>2016 Response Time Performance</b>			
<b>Call Processing</b>	<b>Turnout</b>	<b>Travel</b>	<b>Percentage</b>
0:19	2:02	4:43	90%

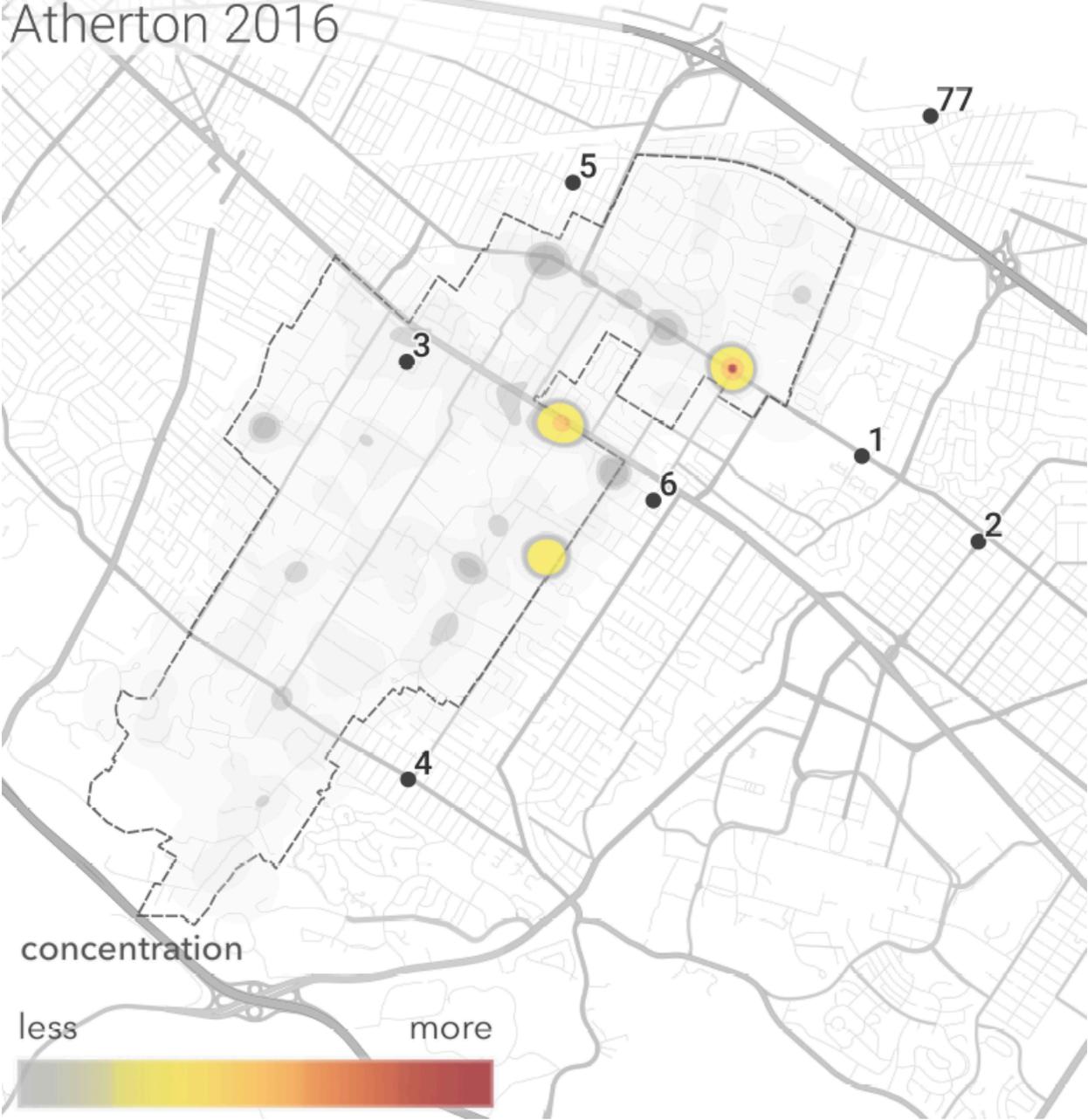
As illustrated above, the performance of the call processing and travel time performance of the MPFPD exceed industry best practices in terms of performance at the 90<sup>th</sup> percentile. There is an opportunity for improvement in turnout time performance as they are currently 32 seconds longer than acceptable industry performance. The overall response time performance for emergency incidents in Atherton is excellent.

The maps on the following pages illustrate the locations of the calls in Atherton in 2016 and expected travel time performance based on the existing road network and current station locations.

The first map shows the call density for calls for service in 2016.

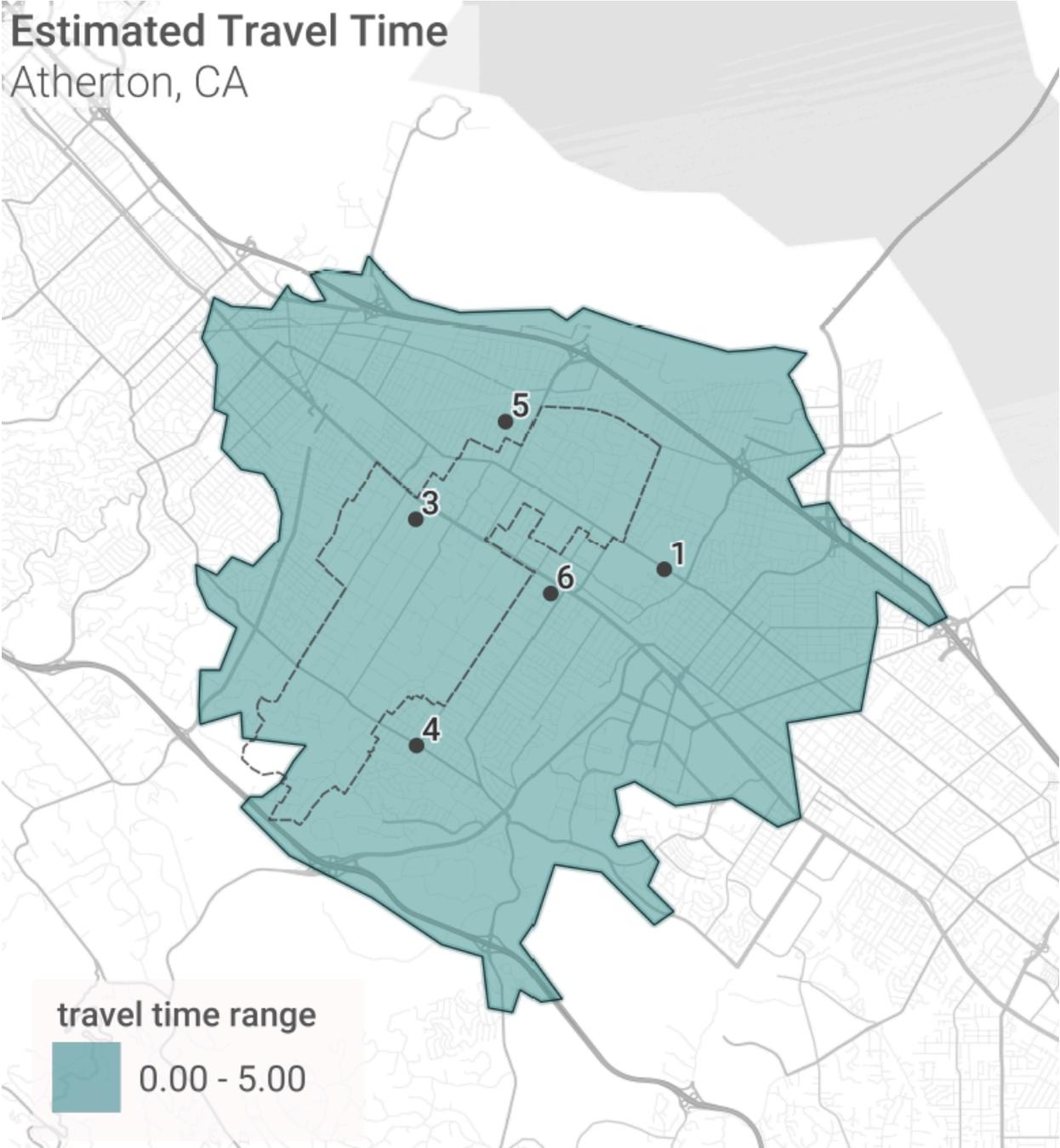
# Call For Service Hotspots

## Atherton 2016



As shown in the map, the areas with the highest call density are in the northeastern portions of the Town. The southern portion of the Town has the lowest call density.

The next map illustrates the ability of the Menlo Park Fire Protection District to arrive on scene in within 5 minutes travel time from the existing stations.



As shown, the current station network is able to effectively cover the entire Town of Atherton within a five-minute travel time except for a small portion in the extreme southwestern corner of the Town. When the call demand map for 2016 is examined, there were no calls for service in this area of the Town during the year. This explains the travel time performance of the Menlo Park Fire Protection District for calls in Atherton, which meets or exceeds common fire service guidelines.

### **3. Analysis for Options for Providing Fire Services**

If the Town of Atherton was not part of the MPFPD and the Town were responsible for providing fire services independently, there are alternatives available for the Town. These alternatives include (1) forming a Town Fire Department and (2) contracting with a neighboring community to provide services.

When forming a stand-alone fire department, there are several areas to consider, which will be discussed in the following pages.

#### **(1) Stand Alone Town Fire Department**

There are several components that need to be considered when discussing the feasibility of a stand-alone Atherton Fire Department. These include:

- Governance and Management
- Compensation and Fringe Benefits
- Capital and Apparatus Needs
- Operating Expenses
- Deployment and Staffing Plans
- \* Emergency Medical Service Delivery
- Communication and Dispatch Services

- Specialty Response Services
- Internal Support Services

**(2) Planning Assumptions for a Stand-Alone Fire Department**

The matrix below, outlines the major planning assumptions used to structure and estimate the costs of the stand-alone fire department.

Planning Element	Planning Assumption
<b>Management</b>	The current Town Council would provide the overall governance of the Fire Department and approve the departmental budget. The Town Manager would be the direct managerial report of the Fire Chief, who would be the managerial head of the Fire Department.
<b>Base Salary</b>	The levels at which positions would be compensated (e.g. average top step, bottom step, mid-range) can have a substantial impact on the total projected cost of an in-house Fire Department for Atherton, since labor costs (salaries and benefits) typically account for over 80% of a municipal fire department operating budget. Personnel information was collected from Redwood City, Palo Alto, Santa Clara County, Mountain View and the Menlo Park Fire Protection District with the average mid-point of their compensation plans serving as the assumed salary for positions in the Fire Department. This ensures the Department will be able to attract experienced personnel and remain competitive with surrounding agencies to recruit and retain personnel.
<b>Hiring Bonus</b>	A \$10,000 one time hiring bonus is paid to all new sworn personnel. This is considered as part of the startup costs for the Department.
<b>Retirement Plan</b>	<p>A CalPERS system is provided.</p> <p><b>Classic members: 3.0% @ 50</b>  <b>New members: 2.7% @ 57</b></p> <p>For both new and classic members, <b>the total normal cost rate has been set at 16.8%.</b></p> <p><b>For new members, as required under PEPRA, employees will share 50% of the total normal costs of the employer.</b> Classic members, will not share any portion of the employer cost.</p> <p>The rate is comparatively lower than the vast majority of agencies, as</p>

the Town would not be responsible for any unfunded liabilities – when an existing CalPERS member is hired by the Town, the liabilities are not transferred to the new employer. However, to guard against future shortages in funding to the plan, **an additional 20% is added to the total normal cost amount – the plan is overfunded.**

The following proportions of sworn personnel will be under the classic (more expensive) plan:

Firefighters: 0%  
Engineers: 40%  
Captains: 90%  
Chief: 100%

**Civilian**

**Defined benefit plan. Agency contribution rate of 7%** of total pensionable compensation.

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**Medical Insurance**

Based on salary survey results. Sworn and civilian employees pay the same rate:

\$10,110 for single coverage  
\$15,369 for family coverage

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**Retiree Medical Insurance**

Defined contribution plans for both sworn and civilian employees. Health savings accounts are set up for each employee.

**Sworn**

\$4,080 per year toward HSAs, with \$360 for each additional year of employment in the agency. At 20 years of service, the total amount is capped, reaching a level of \$10,920 annually.

**Civilian**

A fixed amount of \$3,960 per year is provided to HSAs of all civilian personnel.

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**Workers' Compensation**

**Sworn**

Assumption based on other CA departments:  
10.88% of base income

**Civilian**

Assumption based on CA officer job actuarial data:

1.25% of base income.

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**Other Insurance**

**Life Insurance:** The agency will provide a \$50,000 term<sup>3</sup> policy at a 0.4% mortality rate assumption, following approximate actuarial standards. This equates to about \$200 annually per employee.

**Long-Term Disability Insurance:** Provided to all employees at a cost of \$19.50 per month, or \$234 annually per employee.

**Dental:** \$480 per year for single dental plans and \$864 per year for group plans (same actuarial assumptions used here as for medical plans).

**Vision:** \$156 per year for vision coverage

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**Allowances**

None Provided

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**Social Security and Medicare**

Employer contributions for both are factored in

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**Uniforms and Protective Gear**

For each position required to staff the stand-alone fire department, Atherton should plan on \$10,000 in equipment and protective gear to outfit the personnel. Currently this consists of: 2 sets of turnout gear, 1 set of Wildland gear, 1 pair of safety boots, 1 pair of turnout boots, 1 pair of Wildland boots, 1 structural helmet, 1 Wildland helmet, 1 hand light, 1 SCBA and station uniforms.

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**Emergency Medical Service**

EMS service would continue to be provided by the County contracted firm under the Exclusive Operating Area Agreement.

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**Fire Suppression Network and Unit Staffing**

Three principal factors drive determining the number of staff required to staff response units: (1) The average hours in the workweek for shift personnel; (2) The number of response units; and (3) The minimum staffing of each response unit. Principal issues and assumptions associated with projecting staffing for an in-house Department are as follows:

- **Response Personnel Workweek:** If the Town establishes a municipal fire department, the assumption is that Town would employ a 56-hour standard workweek for shift personnel who will work 48 hours on duty followed by 96 hours off duty. This will

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<sup>3</sup> Only one type of plan is provided, as employer-provided life insurance terms over \$50,000 are considered taxable compensation.

require 3 shifts of personnel.

- **Number of Responding Units:** The project team is operating under the assumption that the Department will need to staff an engine and a quint to provide emergency services. Details of this analysis follows.
- **Response Unit Staffing:** Total daily scheduled staffing would include two (2) Captains, two (2), Engineers and four (4) Firefighters for a full daily staffing of eight (8) personnel. The minimum daily staffing would be six (6) personnel, which allows two personnel off daily, with the Engineer acting as the supervisor in the absence of the Captain and a Firefighter stepping up to drive the apparatus in the absence of the Engineer.

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**HazMat / Technical Rescue, etc.**

Specialty services would continue to be provided by the regional County Teams. While there is no financial contribution to the teams from participating agencies, there is an expectation that all agencies contribute in a technical or specialized capacity. This would necessitate Atherton in training personnel to provide technical / specialized skills to support the regional teams as requested.

Currently Menlo Park Fire Protection District operates as an Urban Search and Rescue (USAR) Team and provides these services as requested.

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**Communications and Dispatch**

Dispatch services would continue to be provided by the County 911 and dispatch center.

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**Impact of An In-House Fire Department on City Support Departments**

There will be an increased workload impact on City support departments, including human resources, legal and risk management, finance, etc.

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**Apparatus and Major Equipment Needs**

Current apparatus is owned by the MPFPD. Atherton would be required to purchase new apparatus and major equipment as part of the startup costs of forming a stand-alone municipal fire department.

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**Fire Station Locations**

The current fire station location (MPFPD #3), located at 32 Allmendral Ave. and a Town owned property in the Holbrook Palmer Park located at 150 Watkins Ave.

**(3) Station Location Analysis**

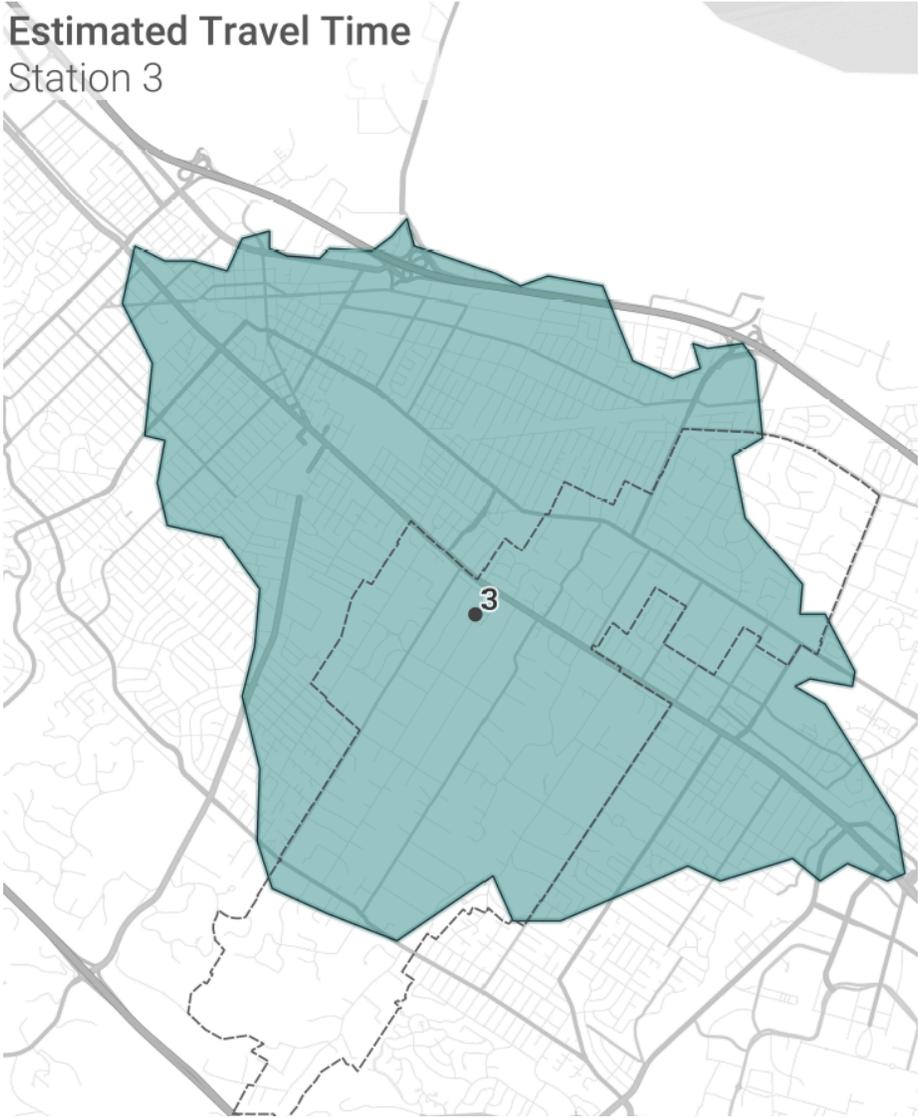
There are currently two possible fire station locations that have been identified if the Town were to operate a stand-alone fire department. These are located at the following addresses:

- Menlo Park Fire Protection District Station # 3 – 32 Almendral Ave. Atherton
- Holbrook Palmer Park, Town owned house – 150 Watkins Ave. Atherton

It is important to note that the current fire station is owned by the Menlo Park Fire Protection District and there is no indication as to whether they would be willing for the Town to utilize this facility if they formed a stand-alone fire department or if the District would continue to use this station as part of their emergency response network. The decision on the future of this location would be made by the MPFPD Board of Directors.

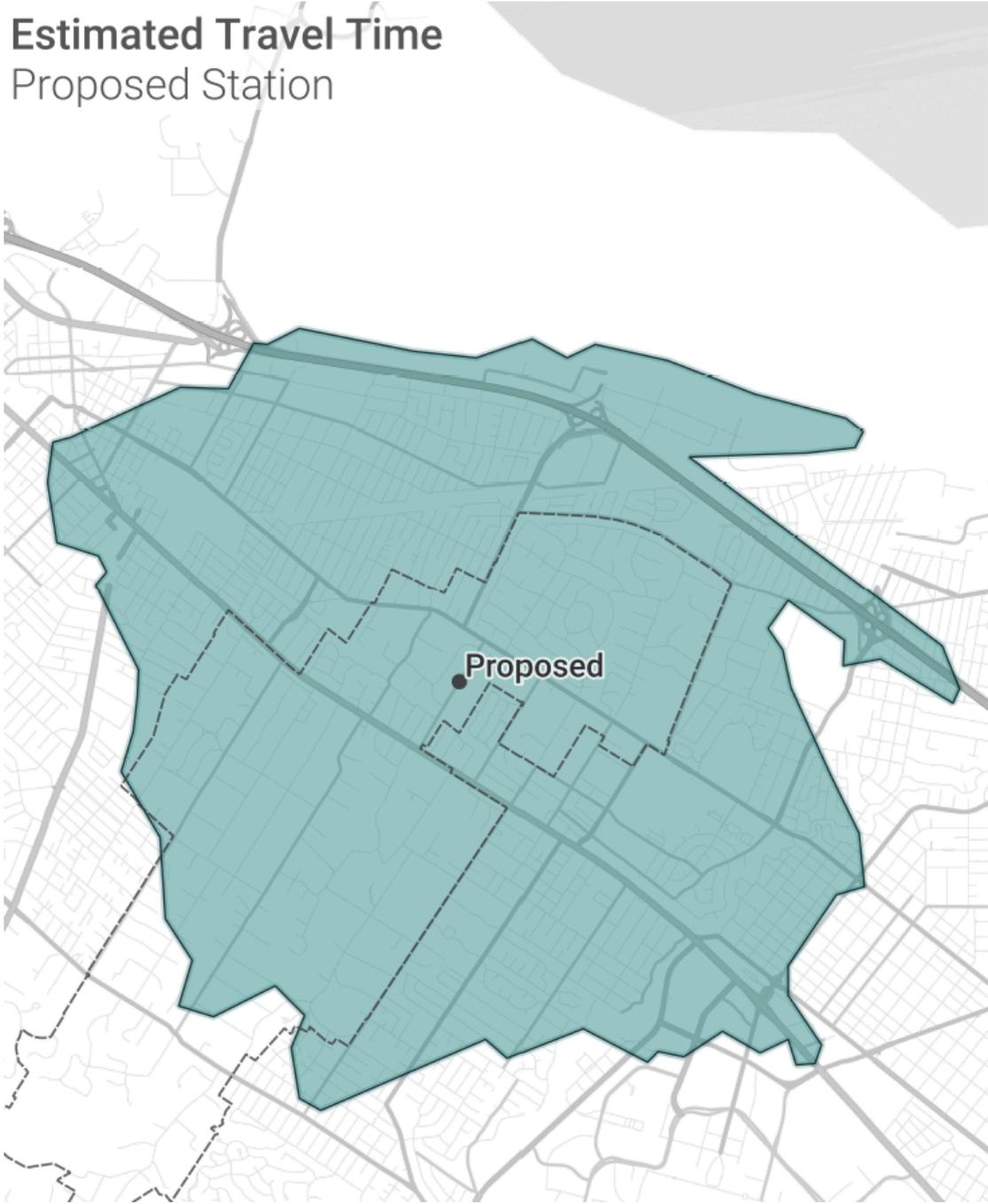
The home in the park could serve as the living quarters for personnel, but would require the additional of apparatus bays to house apparatus and equipment.

The following maps illustrate GIS analysis of projected response time performance of each of the proposed fire station locations. The first map shows response time capabilities of 5 minutes travel time from the current fire station location.



As shown in the map on the previous page, this location does not provide 5 minute travel times to the southern and far northeastern portions of the Town. The next map illustrates the projected response performance from the proposed park location.

### Estimated Travel Time Proposed Station



As illustrated above, this location does cover the northern and central portions of the Town, but does not adequately provide 5-minute travel time performance to the southern portions of the town. The ideal situation would be the proposed station and a station located further south than the current fire station in Atherton. The issue with this

is the lack of available sites to potentially construct a fire station in that area of the Town. Due to this it is recommended that the Town enter into an automatic aid agreement with the MPFPD to have Station 4 be dispatched to provide immediate assistance to incidents in the southern area of the Town that is outside the five-minute travel time capabilities of the Town fire stations.

**Recommendations:**

**The Town would require two fire stations to perform to a 5-minute travel time standard if it were to provide fire services.**

**The Town should enter into an automatic aid agreement with the MPFPD to provide services in the southern portion of the Town. There are areas within the MPFPD which could benefit from this reciprocal arrangement.**

**(4) Fire Apparatus**

As shown in the earlier analysis, the majority of the calls for service in Atherton are medical emergencies and fire alarm calls. Though rare, fire calls require different response capabilities than an engine (pumper). Rather than acquiring a separate ladder or truck unit, the ideal apparatus plan would be for the Town to operate a single engine company and a 75' quint company to provide fire protection services in the Town. This will maximize their potential Insurance Standards Organization (ISO) rating by having both engine and ladder capabilities staffed in the Town.

**Recommendation:**

**A type of apparatus known as a 'quint' would be ideal for Atherton to be housed in one of its stations. It provides capabilities associated with the delivery of water and an elevated stream. A second unit, an engine, would be housed at the second station site.**

## (5) Unit Staffing

A quint would be staffed with 4 personnel daily with minimum daily staffing being 3 personnel to ensure there is adequate staffing for planned and unplanned leave and the occurrence of overtime to fill vacancies related to minimum staffing is minimized.

The following staff are required for this staffing model:

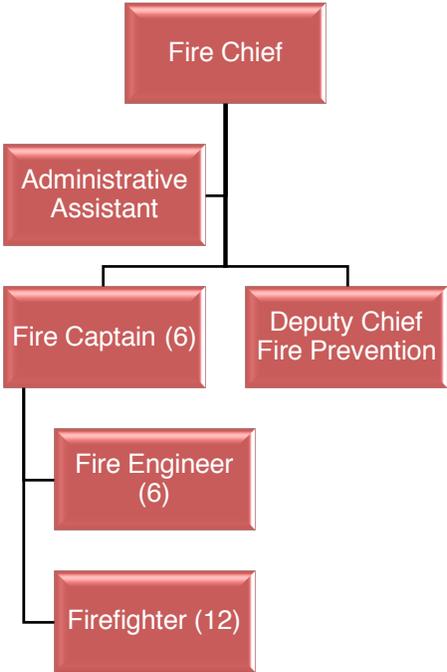
- Fire Captain (6)
- Fire Engineer (6)
- Firefighter Paramedic (12)

### **Recommendation:**

**Shift staffing of emergency apparatus will require 24 emergency response personnel. Engines require 3 persons to operate effectively; ideally, quints require 4 persons but in Atherton with the existence of a second unit 3 persons will suffice. This unit staffing plan results in a total of six (6) to eight (8) persons on duty each shift.**

## (6) Administration and Support Staffing

The Fire Department will be led by a Fire Chief as the overall administrative of the organization and responsible for emergency preparedness in the Town. The department will also require a position to conduct plan reviews, inspect properties under construction and those requiring annual inspections and investigate fires in the Town. This should be a Deputy Chief of Fire Prevention (Fire Marshal). A single administrative support position will be able to handle the administrative duties of the Department. The following organizational chart illustrates the recommended organization of the Atherton Fire Department:



As shown above, staffing the Fire Department will require a total of 27 personnel.

**(7) Personnel Costs**

In order to determine the personnel costs for the Department, the project team conducted a salary survey of local fire departments to develop a basis for salaries of the required staff. The following table illustrates the midpoint salary results for the positons from the salary survey.

<b>Position/Department</b>	<b>Redwood City</b>	<b>Palo Alto</b>	<b>Santa Clara County</b>	<b>Mountain View</b>	<b>Menlo Park</b>	<b>Average</b>
Fire Chief	\$228,042	\$253, 632	\$239,268	\$220,883	\$250,113	<b>\$234,577</b>
Fire Marshal	\$188,958	\$169,800	\$161,556	\$168,454	\$193,113	<b>\$176,376</b>
Captain		\$120,235	\$137,496	\$138,749	\$129,871	<b>\$131,588</b>
Engineer	\$101,352	\$101,351	\$114,576	\$118,924	\$112,771	<b>\$109,795</b>
Firefighter / Paramedic	\$98,196	\$106,650	\$114,576	\$120,250	\$93,284	<b>\$106,591</b>
Firefighter / EMT		\$97,638		\$108,381	\$92,502	<b>\$99,507</b>
Admin. Assistant	\$64,582	\$73,757	\$59,421	\$56,243	\$59,530	<b>\$62,707</b>

Using the average mid-point salaries above and factoring the incentive, pension and other benefit costs for the personnel assigned to the fire department, the following personnel costs are developed for staffing a stand-alone fire department in Atherton.

<b>Position</b>	<b>Salary</b>	<b>Incentive</b>	<b>Pension</b>	<b>Benefits</b>	<b>Total</b>
Fire Chief	\$235,191	\$28,073.70	\$65,088.50	\$65,089	<b>\$393,442</b>
Fire Marshal	\$179,314	\$21,403.97	\$53,995.16	\$53,995	<b>\$308,708</b>
Captain	\$133,403	\$17,060.58	\$43,923.21	\$43,923	<b>\$238,310</b>
Engineer	\$113,830	\$21,323.10	\$40,164.40	\$40,164	<b>\$215,482</b>
FF / Paramedic	\$106,708	\$13,563.32	\$37,651.60	\$37,651	<b>\$195,574</b>
Admin. Assistant	\$62,707	\$0	\$4,398.53	\$32,282	<b>\$99,488</b>

Based on the staffing needs for the department, the following annual salary and benefit costs for the Department are realized.

<b>Position</b>	<b>Salary and Benefits</b>	<b>Count</b>	<b>Total</b>
Fire Chief	\$393,442	1	\$393,442
Fire Marshal	\$308,708	1	\$308,708
Captain	\$238,310	6	\$1,429,860
Engineer	\$215,482	6	\$1,292,892
Firefighter / Paramedic	\$195,574	12	\$2,346,888
Administrative Assistant	\$99,488	1	\$99,488
<b>Total</b>			<b>\$5,871,278</b>

As illustrated above, the total personnel costs for staffing the Fire Department would be approximately \$5,871,278 in the first year of operation.

**(8) Overtime and Non-Personnel Operating Costs**

In operating a stand-alone Fire Department, there will be a number of operational costs for the Town to consider. These include supplies, fuel, uniforms and equipment needed by the Fire Department to operate. Overtime also needs to be considered. There will also need to be the planning and replacement of apparatus in the future which needs to be considered an ‘operating’ cost.

The following table illustrates the key considerations and assumptions used to project overtime and non-personnel operating costs:

Factor	Calculation																				
<b>Overtime</b>	<p>It is assumed the shift fire personnel will work a 56-hour workweek (2,912 hours annually), operating 3 shifts to cover the 24/7 staffing needs. This schedule has built in Fair Labor Standards Act (FLSA) overtime. There will also be overtime needed to cover calls that extend beyond shifts and when unplanned leave and vacancies occur to ensure minimum staffing levels can be maintained. The Fire Chief, Deputy Chief and Administrative Assistant will work a standard 40-hour work week and will not impact overtime needs.</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th style="text-align: left;">Classification</th> <th style="text-align: right;">Base Pay</th> <th style="text-align: right;">1.5X Rate</th> <th style="text-align: right;">OT Hours</th> <th style="text-align: right;">\$/Year</th> </tr> </thead> <tbody> <tr> <td>Captain</td> <td style="text-align: right;">\$45.81</td> <td style="text-align: right;">\$68.72</td> <td style="text-align: right;">204</td> <td style="text-align: right;">\$84,113</td> </tr> <tr> <td>Engineer</td> <td style="text-align: right;">\$39.09</td> <td style="text-align: right;">\$58.64</td> <td style="text-align: right;">204</td> <td style="text-align: right;">\$71,775</td> </tr> <tr> <td>Firefighter</td> <td style="text-align: right;">\$36.64</td> <td style="text-align: right;">\$54.96</td> <td style="text-align: right;">252</td> <td style="text-align: right;">\$166,199</td> </tr> </tbody> </table>	Classification	Base Pay	1.5X Rate	OT Hours	\$/Year	Captain	\$45.81	\$68.72	204	\$84,113	Engineer	\$39.09	\$58.64	204	\$71,775	Firefighter	\$36.64	\$54.96	252	\$166,199
Classification	Base Pay	1.5X Rate	OT Hours	\$/Year																	
Captain	\$45.81	\$68.72	204	\$84,113																	
Engineer	\$39.09	\$58.64	204	\$71,775																	
Firefighter	\$36.64	\$54.96	252	\$166,199																	
<b>Liability Insurance</b>	<p>Research was completed regarding the average rate of liability insurance payments relative to the number of sworn personnel. The cost of liability insurance will be assessed at the rate of \$4,481 per year for each sworn position for a total of <b>\$125,866</b>.</p>																				
<b>Vehicle and Apparatus Repair</b>	<p>There will be 2 administrative vehicles that are estimated to cost \$320 per year to maintain based on industry standards. There will also be maintenance costs for the fire apparatus at an annual cost of approximately \$5,000 for each engine and \$5,500 for the quint.</p>																				
<b>Apparatus Replacement</b>	<p>The typical life of a front-line apparatus for a municipal fire department will be 20 years with 15 years front-line and 5 years in reserve. The replacement of these will require the Town to develop an apparatus replacement schedule with adequate funding to replace these high capital cost items when needed. It is recommended that the Town allocate <b>\$120,000</b> annually to fund the replacement plan.</p>																				
<b>Other Operating Costs</b>	<p>There will be other operating costs such as utilities, fuel, information technology office supplies, records management and general tools and equipment. Typically, these costs account for approximately 6% of the overall Fire Department budget. This would equate to <b>\$317,358</b> annually.</p>																				

**(9) Total Operating Costs**

The table on the following page illustrates the ongoing annual cost of operating the Fire Department in Atherton:

Summary of Estimated Ongoing Costs

Category	Cost
Salaries and Benefits	\$5,871,278
Overtime	\$322,087
Liability Insurance	\$125,866
Apparatus Maintenance	\$15,500
Apparatus Replacement	\$120,000
Operating Costs	\$317,358
<b>Total</b>	<b>\$6,772,089</b>

As shown above, the approximate annual operating cost for the Atherton Fire Department will be \$6,772,089.

**(10) Agency Startup Costs**

There will be considerable startup costs in forming a stand-alone fire department in Atherton. This analysis is intended to provide a baseline cost estimate that provides the level of detail necessary to begin operating a fire department in the Town.

- **Fire Stations** – The Town will need two fire stations. It is assumed existing sites will be used for these locations. The current fire station is owned by the Menlo Park Fire Protection District and it is unknown whether they would allow the Town to take over the facility and operate from the station. There was also a recent land acquisition adjacent to the station by the MPFPD at a cost of \$5 million. If this facility were sold to the Town an estimated price of \$10 million is being made for the facility. The existing home in the park will require renovations to accommodate the fire personnel and the addition of an apparatus bay. It is estimated these modifications and additions will cost \$1.5 million.
- **Apparatus** – The Town will need to purchase fire apparatus and vehicles for the fire Department. It is assumed there will be two front line apparatus, one reserve apparatus and 2 administrative vehicles. The following table illustrates the fully loaded cost of the vehicles and apparatus.

<b>Vehicle</b>	<b>Cost</b>
Fire Chief	\$55,000
Fire Marshal	\$55,000
Front Line Engine	\$650,000
Front Line Quint	\$800,000
Reserve Engine	\$475,000
<b>Total</b>	<b>\$2,035,000</b>

- Personnel will require uniforms and protective gear. The estimated cost for each sworn person is \$10,000 for two sets of structural gear, one set of wildland gear and station uniforms. The total uniforms and protective gear purchase is estimated at **\$260,000**.
- The fire department will need 12 Self Contained Breathing Apparatus (SCBA) and 24 bottles. The approximate cost for these items is **\$97,572**.
- The fire department will require hand and power tools for forcible entry, ventilation and salvage and overhaul operations. The cost for hand and power tools and equipment is estimated at **\$31,880**.
- The fire department will require information technology in the form of desktop computers, printers, copiers and mobile data terminals in the apparatus. The IT requirements are illustrated below:

**Projected IT Infrastructure Costs**

<b>Type of Infrastructure</b>	<b># Needed</b>	<b>Unit Price</b>	<b>Cost</b>
<b>Servers</b>			
Desk top computers	7	\$1,200	\$8,400
Printers	5	\$200	\$1,000
Scanner/ Copier	1	\$11,000	\$11,000
Misc. Network equipment.	1	\$20,000	\$20,000
<b>Software</b>			
Firewall Software (Licenses)	2	\$500	\$1,000
MS Suite (with email) 1 yr. cost	27 Licenses	\$240	\$6,480
SQL (Client Access License)	1 server	\$14,000	\$14,000
<b>Total:</b>			<b>\$61,880</b>

**(11) Hiring Bonus**

The goal of hiring for the startup fire department should be a mix of experienced and new employees. In order to attract experienced employees from other departments in the very competitive fire department employment market, it is recommended that a one-time bonus be paid to all newly hired sworn personnel.

As part of the research completed by the project team to develop the compensation survey, one relatively uncommon technique used by cities to attract sworn candidates was to offer a form of ‘signing bonus’. While these are not technically considered bonuses, they are made as part of a contractually negotiated benefit in which new sworn fire personnel are paid a lump sum amount following a certain period of successful employment, often between one and two years. Given the potential of this technique as a means of hiring significant numbers of firefighters within a short time

frame, the Town should make it a priority to do so, framing it as a startup expense of establishing the agency.

Considering the number of employees the Town would need to hire in a relatively short time frame, the signing bonus should be significant – upwards of at least \$10,000. To retain its attractiveness as a compensation piece, it should be paid out over no more than two years. Assuming that a \$10,000 benefit is paid out to all new sworn hires, at 26 sworn FTEs, this would equate to a total cost of **\$260,000**.

**(12) Total Start Up Costs**

The following table provides a summary of the startup costs for beginning a Fire Department in the Town of Atherton:

**Summary of Estimated Startup Costs**

<b>Category</b>	<b>Cost</b>
Facilities	\$11,500,000
Apparatus	\$2,025,000
Equipment	\$389,452
Information Technology	\$61,880
Sworn Hiring Incentives	\$260,000
<b>Total</b>	<b>\$14,236,332</b>

As shown above, the startup costs for the Fire Department will be approximately \$14,236,232. However, there is the potential for a significant transitional cost since the MPFPD would need to provide service while the new Department was being created. This could result in a year of continued MPFPD coverage, while the municipality was starting a new agency.

**(13) Summary**

There are several key numbers in this assessment:

- **Property Tax Revenue** – \$11.8 million
- **Allocated Cost of the Fire Service in Atherton** – \$4.6 million
- **Potential Annual Operating Costs for a Municipal Fire Department** – \$6.8 million
- **Start-Up Costs for a Municipal Fire Department** – \$14.2 million

While additional study on the financial feasibility may be warranted, in addition to exploring the uncertain process of detaching from a special district to achieve that, there are opportunities to consider such an alternative.

**4. Contracting for Fire Services Generated in Atherton**

The Town has the option of contracting with another municipality for fire services. Atherton is constrained in this option because of the lack of contiguous neighbors. However, in conducting research regarding contract alternatives, the project team found that Redwood City currently is providing fire protection services for San Carlos in a contractual relationship.

The following table shows the current cost of the contract services for providing services between these municipalities:

**Redwood City’s Annual Contract Service Costs to San Carlos**

<b>Contract Provider</b>	<b>Full Time Equivalents</b>	<b>Annual Cost</b>
Redwood City	25	\$7,389,734

As illustrated above, the annual contract price for 25 full time equivalent employees for services from Redwood City to San Carlos is approximately \$7.4 million.

The San Carlos contract would be roughly equivalent to an Atherton contract with Redwood City. At over \$7 million, contract costs would be greater than the stand-alone and most of the start-up costs would not be avoided (e.g., facilities and equipment /apparatus – though the transitional time with MPFPD would be shorter). As a result, on this basis, contracting may not be as viable an option.

## Attachment – Profile of the Menlo Park FPD

This document provides a description or “profile” of the organization of the Menlo Park Fire Protection District (MPFPD) and the major tasks and responsibilities of the various workgroups within the District. This profile is descriptive only; it does not contain analysis, operations, or recommendations (this will be provided in the ‘final report’). This profile document is the basis of the Matrix project team’s understanding of the organizational structure and current and authorized staffing levels for the MPFPD.

Data contained in the profile were developed based on the work conducted by the project team to date, including.

- Interviews conducted with staff.
- Initial collection of workload and service provision data.
- Review of strategic documents and reports, budget data, organizational structure and key practices

This descriptive is not intended to include every organizational and operational facet of the District. The profile reflects a summary of our understanding of the organization, functional areas and responsibilities. This is the foundation for subsequent issues identification and analysis as part of the study.

### 1. Introduction

Menlo Park Fire Protection District was created in 1916 and is situated in San Mateo County providing fire suppression services to the Town of Atherton, City of East Palo Alto and the City of Menlo Park. Additionally, the District provides services to unincorporated areas of San Mateo County and contract services to the Stanford Linear

Accelerator. The area covers approximately 29 square miles and approximately 90,000 residents.

The District is home to many venture capital, financial services and other professional services companies. This includes SRI International, Geron Corporation and Facebook. Facebook is the largest employer with over 6,000 employees. The District has two major highways with Highway 101 and I-280 both running parallel with each other.

The following sections of this profile explore the Fire District budget, staffing and organizational structure, and staff roles and responsibilities.

## **2. Budget**

The following table shows the Fire District's budget for the last three fiscal years as provided to the project team. Actual numbers were used for FY 2015/16 and estimated numbers were used for FY 2016/17. The FY 2017/18 budget was used for the final fiscal year comparison. The budget is designed to provide costs for each program, both compensation and operating expenses, within the District. Further budget detail is provided in the subsequent chapters for the programs in those areas.

<b>MENLO PARK FIRE PROTECTION DISTRICT</b>			
	<b>FY 2014/15 ACTUAL</b>	<b>FY 2015/16 ESTIMATED</b>	<b>FY 2016/17 PROPOSED</b>
<b>Revenues</b>			
Tax Revenues	\$35,960,312	\$37,260,763	\$39,095,100
Licenses and Permits	\$1,107,989	\$1,302,613	\$1,354,718
Service Charges	\$420,753	\$418,800	\$418,800
Use of Money	\$275,546	\$206,400	\$331,100
Intergovernmental	\$2,327,510	\$1,831,025	\$1,922,102
Other Revenues	\$391,830	\$90,000	\$93,600
<b>TOTAL REVENUES</b>	<b>\$40,483,991</b>	<b>\$41,109,621</b>	<b>\$43,215,420</b>
<b>Administration and Support Services</b>			
Personnel Services	\$3,743,909	\$4,222,100	\$4,693,570
Operating Expenditures	\$4,453,647	\$6,163,414	\$10,002,735
<b>SUB-TOTAL</b>	<b>\$8,197,556</b>	<b>\$10,385,514</b>	<b>\$14,696,305</b>
<b>Suppression Service Area</b>			
Personnel Services	\$31,339,200	\$23,773,560	\$29,222,714
Operating Expenditures	\$1,690,700	\$1,361,600	\$1,146,311
<b>SUB-TOTAL</b>	<b>\$33,029,900</b>	<b>\$25,135,160</b>	<b>\$30,369,025</b>
<b>Transfer OUT</b>	<b>\$6,623,700</b>	<b>\$3,450,100</b>	<b>\$3,450,100</b>
<b>TOTAL</b>	<b>\$47,851,156</b>	<b>\$38,970,774</b>	<b>\$48,515,430</b>

\* The transfer out is a transfer from the General Fund to other funds such as debt service and CIP as part of the annual allocations.

**3. Revenue**

The District has six main revenue sources: Tax Revenues, Licenses and Permits, Service Charges, Use of Money, Intergovernmental, and Other Revenues. The following points provide a brief overview of these revenue sources.

- **Tax Revenues** – accounts for revenue generated through property taxes.
- **Licenses and Permits** – relates to costs associated with issuing plan check and inspection permits, enforcing the Fire Code, and providing general fire prevention services.
- **Service Charges** – currently relates to Weed Abatement assessments and services provided to property owners within the District.

- **Use of Money** – accounts for rental service revenue associated with garage space and transmission towers.
- **Intergovernmental** – includes revenue for forestry and wild fire services provided to other governmental agencies, as well as grant related projects.
- **Other Revenues** – represents gifts or donations given to the District, which can include materials, products.

The District's largest revenue source comes from property taxes, which account for nearly 90% of all District revenues, with the next largest revenue sources being Intergovernmental (4%) and Licenses and Permits (3%). Of the six revenue sources listed above, all but Tax Revenues and Other Revenues are associated with specific services provided by the District. While Other Revenues are gifts or donations provided to the District, Tax Revenues are paid by the residents of the District and used to fund the various services provided by the MPFPD.

#### (1) Tax Revenues

Tax revenues received by the District are primarily comprised of Secured Property Taxes, but also include Unsecured Property Taxes, Supplemental SB 813 Tax Revenue, and Unitary Property Taxes. The following points provide further detail about each of these tax types.

- **Secured Property** – is real property, personal property, or land. Taxes are assessed based on the value of the property.
- **Unsecured Property** - relates to movable property such as airplanes, boats, or movable equipment.
- **Supplemental SB 813** – originally designed to offset Prop 13 loopholes and generate funding for local schools, after the initial year these funds are redistributed to all local governments.
- **Unitary Property Taxes** – relate to various types of property owned by utilities, such as power plants, power lines, cable, railroads, etc.

Approximately 90% of the District’s Tax Revenues are generated by Secured Property Taxes.

**(2) Revenue Breakdown**

In Fiscal Year 2015/16 the Menlo Park Fire Protection District was estimated to receive \$37,260,763 in tax revenues. The following table provides a breakdown of revenue by jurisdiction.

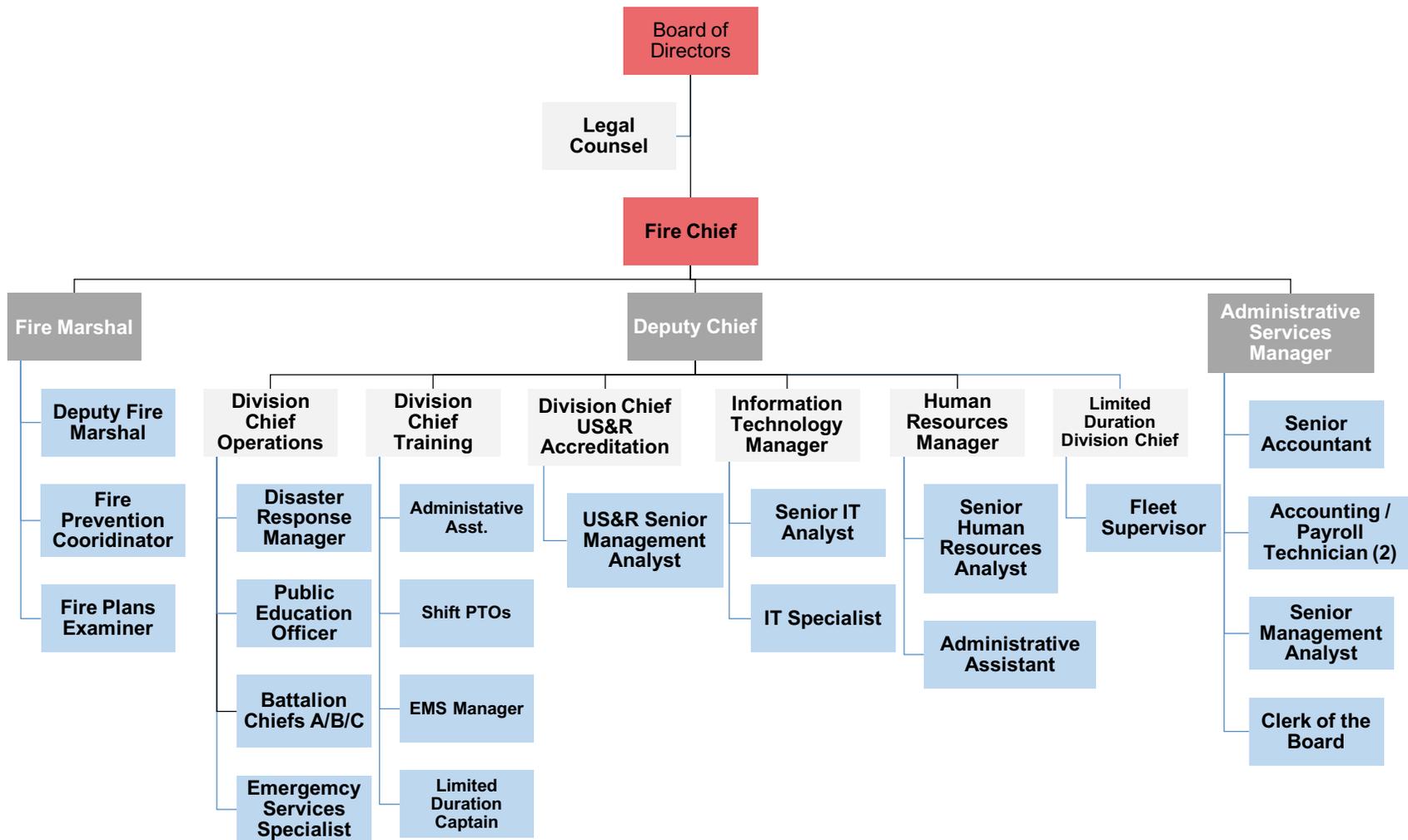
<b>Jurisdiction</b>	<b>FY 2015/16 Estimated Tax Revenue</b>
Atherton	\$11,812,734
East Palo Alto	\$2,082,850
Menlo Park	\$17,547,987
Unincorporated San Mateo County	\$5,817,192
<b>TOTAL</b>	<b>\$37,260,763</b>

The majority of property tax revenue received by the District comes from the City of Menlo Park (47%). The Town of Atherton generates nearly a third of the District’s property tax revenue, whereas East Palo Alto and Unincorporated San Mateo County combine to contribute roughly a fifth of the revenue.

**4. Organizational Structure**

The following is an organizational chart of the Menlo Park Fire Protection District by major function. More detailed organizational charts are provided in subsequent individual sections.

MENLO PARK FIRE PROTECTION DISTRICT

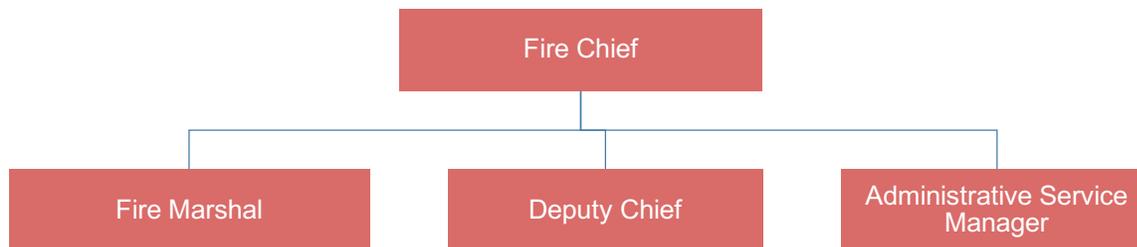


## 5. Administrative Division

Overall command and control of the District is the responsibility of the Administrative Section. The Fire Chief is accountable for all facets of the department, its operations and the overall management. This is provided through the assigned administrative staff within the District.

### (1) Organization

The following chart illustrates the organization of this function in the Administration Division.



### (2) Staffing and Unit Descriptions

The following table provides the personnel and the major tasks of staff reporting to the Fire Chief.

ADMINISTRATIVE DIVISION KEY ROLES				
Unit/Division	Position	Filled	Auth	Unit Description
Administration	Fire Chief	1	1	<ul style="list-style-type: none"> <li>Provides the overall leadership, management and administration of the District.</li> <li>Prepares and manages the District budget.</li> </ul>
	Administrative Services Manager	1	1	
	Deputy Chief	1	1	
	Fire Marshal	1	1	

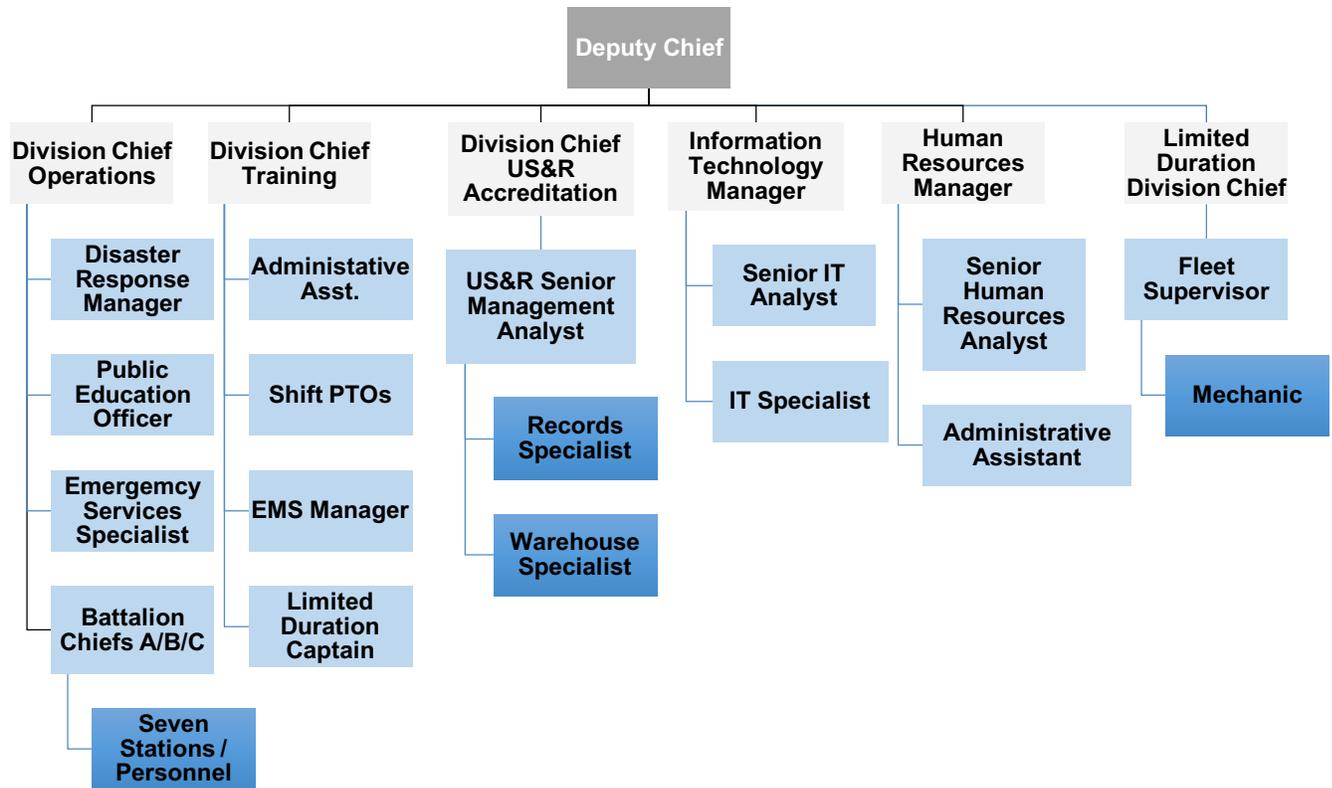
**6. Suppression Service Area**

The District's Operations Division is responsible for the daily operations of the District as well as training, human resources and emergency management. The minimum staffing for a shift is twenty-nine (29) personnel operating from seven (7) stations utilizing six engine companies, two ladder companies and a rescue company. Using a three-platoon system the shift personnel are on duty for 48 hours followed by 96-hours off duty. The primary duties of shift personnel are to respond to calls for service, training, pre-incident analysis, station maintenance, small tools maintenance and other ancillary duties as needed.

**(1) Organization**

The following chart outlines the organization of the five stations within the Operations Division.

**SUPPRESSION SERVICE AREA**



**(2) Staffing and Unit Descriptions**

The following table provides the personnel and the major tasks of staff reporting to the Deputy Chief and the seven stations within the Operations Division.

SUPPRESSION SERVICE AREA KEY ROLES				
Unit/Division	Position	Filled	Auth	Unit Description
Operations Administration	Deputy Chief	1	1	• Provides day-to-day leadership and oversight to the operations of the District.
Operations Command	Human Resources Manager	1	1	Manages the life cycle of the employee including recruitment, hiring, performance management, workers compensation, discipline, and separation
	Information Technology Manager	1	1	Manages the computer systems for the District
	Division Chief US&R / Accreditation	1	1	Oversees the US&R team and the accreditation program.

<b>SUPPRESSION SERVICE AREA KEY ROLES</b>				
<b>Unit/Division</b>	<b>Position</b>	<b>Filled</b>	<b>Auth</b>	<b>Unit Description</b>
	Division Chief Training	1	1	Oversees all training activities and programs
	Division Chief Fleet	1	1	Manages fleet maintenance and repair program.
	Division Chief Operations	1	1	Supervises all fire suppression activities including scheduling, staffing, employee safety and standard operating guidelines
<b>Operations</b>	Battalion Chief	3	3	Oversees respective shift operations
	Emergency Management Staff	4	4	Assists in emergency management
	Training Staff	4	4	Assists in the delivery of training.
	US&R / Accreditation	3	3	Assists the Division Chief in US&R and accreditation section.
	Information Technology Staff	2	2	Assists in the information technology section.
	Human Resources Staff	1.5	1.5	Assists with human resources.
	Fleet Maintenance Services	4	4	Assists in the maintenance of the fleet.
	Captains	24	24	Responds to calls for service.
	Engineers	46	46	
	Firefighters	20	20	

**(3) Overview of Operations Schedules**

Operations personnel for Menlo Park Fire Protection District work a 48 hour on 96 hour off shift schedule that rotates every four days. Personnel are assigned to a station and apparatus.

Engine companies have a minimum staffing of three personnel, the quint and ladder company have a minimum staffing of four personnel and the rescue company has a minimum staffing of two personnel. The following chart illustrates the personnel

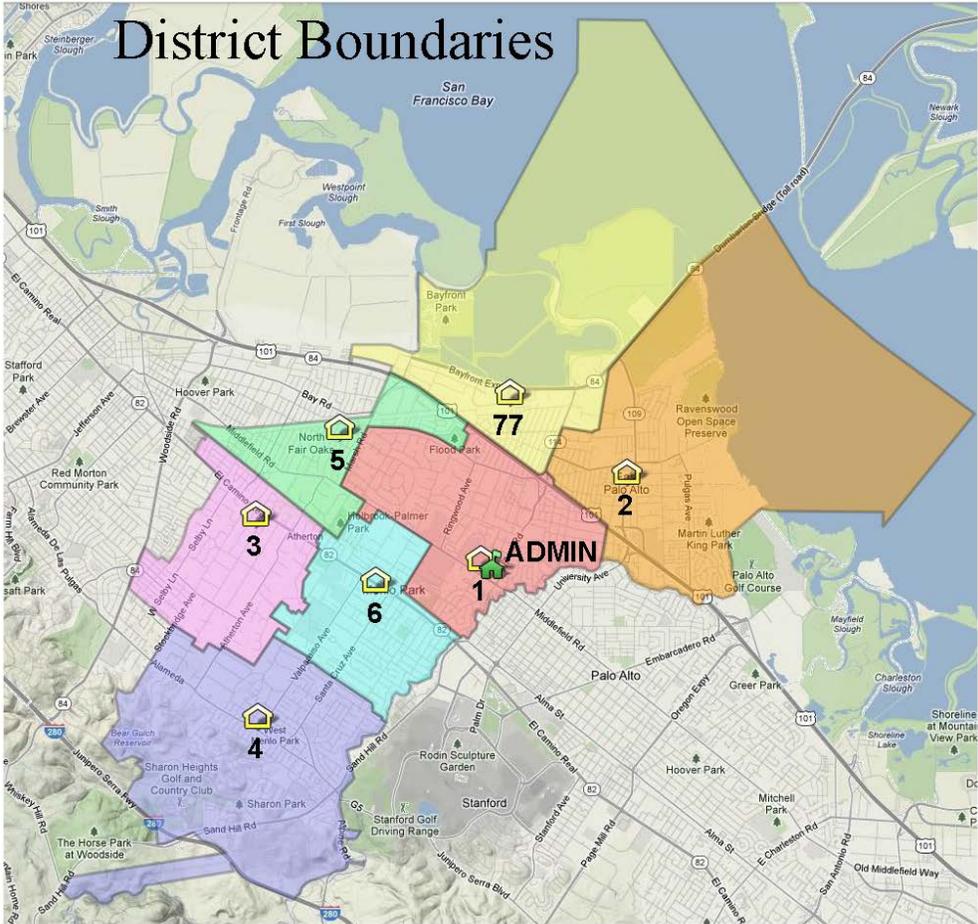
assigned to the stations for staffing of apparatus, it does not include Battalion Chiefs or vacant positions.

**Personnel by Station and Shift**

<b>Shift</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>77</b>	<b>Total</b>
A Shift	7	5	3	3	3	3	4	28
B Shift	7	5	3	3	3	3	4	28
C Shift	7	5	3	3	3	3	4	28
	21	15	9	9	9	9	12	84

**(4) Fire Station Locations and Response Area**

As described earlier in this section, the Menlo Park Fire Protection District responds from seven fire stations located in the District with Station Three located in the Town of Atherton. The following map outlines the station locations and primary response area for each station.



**ATTACHMENT C**

**Administration and Fire Prevention Office**  
170 Middlefield Road  
Menlo Park, CA 94025

**Station 1**  
300 Middlefield Road  
Menlo Park, CA 94025

**Station 2**  
2290 University Avenue  
East Palo Alto, CA 94303

**Station 3**  
32 Alameda Avenue  
Atherton, CA 94027

**Station 4**  
3322 Alameda De Las Pulgas  
Menlo Park, CA 94025

**Station 5**  
4101 Fair Oaks Avenue  
Menlo Park, CA 94025

**Station 6**  
700 Oak Grove Avenue  
Menlo Park, CA 94025

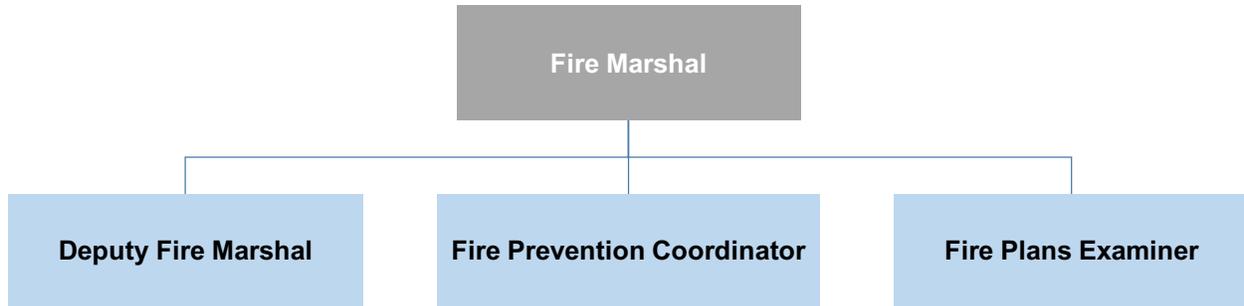
**Station 77**  
1467 Chilco Avenue  
Menlo Park, CA 94025

**7. Fire Marshal’s Office**

This office is overseen by a Fire Marshal that serves as the Fire Prevention Officer for the District. The Fire Marshal supervises a deputy fire marshal, fire prevention coordinator and a fire plans examiner. The office of the Fire Marshal manages numerous programs including but not limited to fire safety inspections, fire investigations, and the public education program.

**(1) Organization**

The following chart outlines the overall organization of the Fire Marshal’s Office.



**(2) Staffing and Unit Descriptions**

The following table provides the personnel and the major tasks of staff reporting to the Fire Marshal.

FIRE PREVENTION KEY ROLES				
Unit/Division	Position	Filled	Auth	Unit Description
Fire Prevention Administration	Fire Marshal	1	1	<ul style="list-style-type: none"> <li>Provides day-to-day leadership and oversight to the operations of the Fire Prevention Division</li> </ul>
Fire Prevention Operations	Fire Prevention Coordinator	1	1	Provides support to the fire prevention division.
	Fire Plans Examiner	1	1	Handles the plan review for site reviews and structural plans.



***Report Summary of the Fire Services Fiscal Review***

***Town of Atherton, California***



# Study Goals

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- ◆ The study was designed to answer the following specific questions:
  - What revenue does the MPFPD receive from Atherton residents via property taxes and other fees for services?
  - What is the cost of providing comprehensive fire and other emergency services to the Town?
  - If the Town assumed responsibility for fire and emergency services, what options exist and what would be the costs?
    - \* How would the Town provide an adequate amount of protection?
    - \* How would those services be structured and staffed?
    - \* What would be the advantages and disadvantages?

# Project Scope of Work

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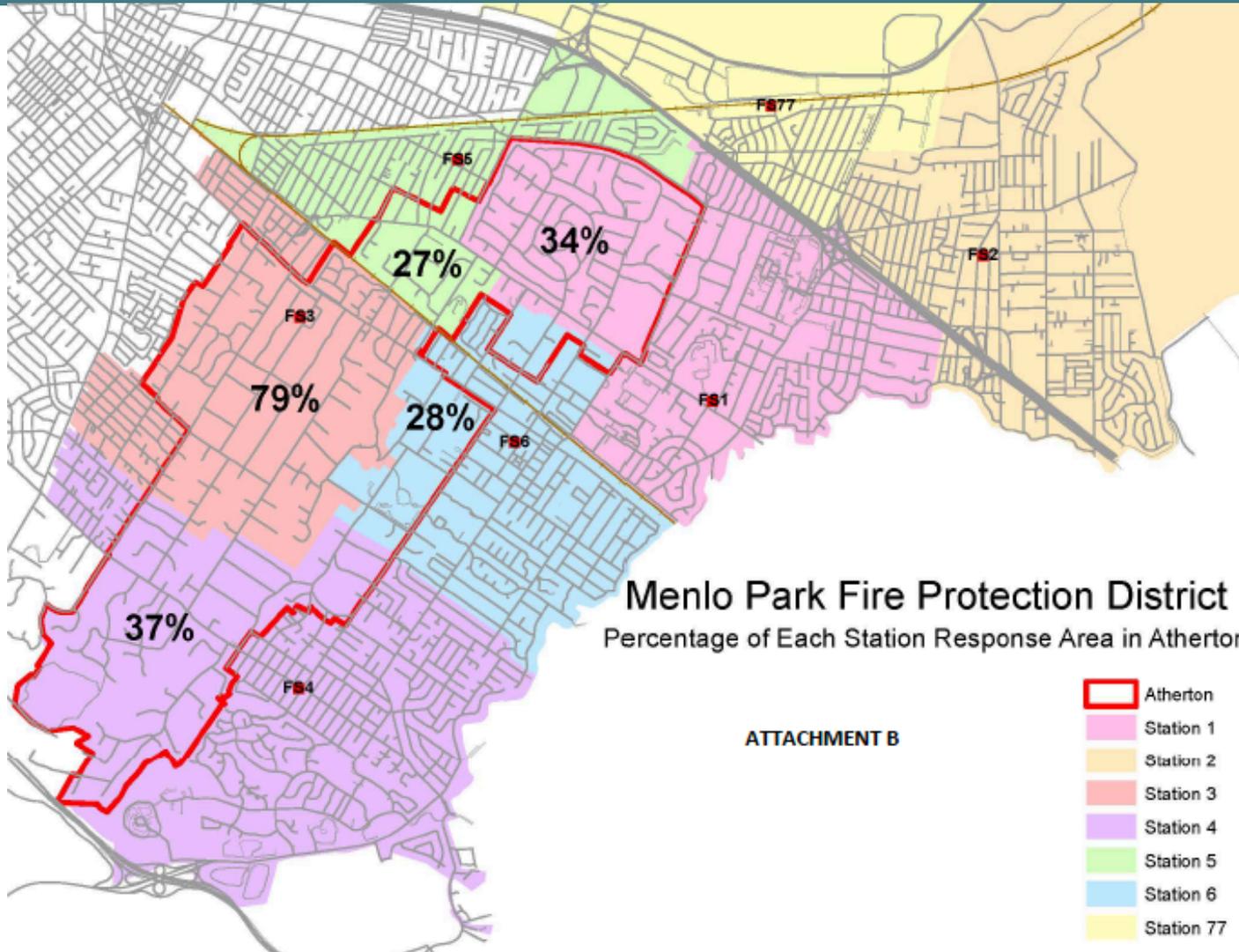
- ◆ Meet with key internal and external stakeholders to understand the issues.
- ◆ Utilize a fact-based approach to understand service and costs.
- ◆ Conduct a detailed analysis of current operations, finances and options available for the Town.
- ◆ Develop a final report with public presentations.
- ◆ Provide ongoing assistance to staff and a Council Committee.

# Current Fire Service Environment

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- ◆ The Menlo Park Fire Protection District maintains seven (7) stations in their emergency response system.
- ◆ One station is located in Atherton, Station #3. An engine is staffed with one Captain and two Firefighters at the Atherton station.
- ◆ However, each station in the MPFPD system has a defined “first due” service area – five (5) of the seven (7) MPFPD stations have first due areas in Atherton.
- ◆ The District also provides Fire Prevention, Public Education and other services to the Town.

# Station Response Areas



# Revenue Received from Atherton

- ◆ Atherton accounts for approximately 32% of the MPFPD at \$11.8 million.

Jurisdiction	FY 2015/16 Estimated Tax Revenue	Percent
Atherton	\$11,812,734	31.7%
East Palo Alto	\$2,082,850	5.6%
Menlo Park	\$17,547,987	47.1%
Unincorporated County	\$5,817,192	15.6%
<b>TOTAL</b>	<b>\$37,260,763</b>	

# Cost to Provide Services to Atherton

- ◆ The cost for the MPFPD to provide services to Atherton is approximately \$4.6 million annually.

	FY 2016/17 Proposed	Atherton Allocation	Atherton Allocation Operating Cost	Atherton Allocation Capital Investments
<b>Total Expenditures Admin and Support</b>	\$14,696,305	\$1,698,493	\$1,167,721	\$530,772
<b>Total Expenditures Suppression</b>	\$30,369,025	\$2,915,427	\$2,896,704	\$18,723
<b>Total Expenditures</b>	<b>\$48,515,430</b>	<b>\$4,613,920</b>	<b>\$4,064,424</b>	<b>\$549,494</b>

# Cost of Services to Atherton

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- ◆ While the MPFPD provides Atherton with excellent service, the cost is more than double the actual cost of providing the services.
- ◆ The cost for MPFPD to service Atherton = \$4.6M.
- ◆ Atherton's tax dollars flowing to MPFPD = \$11.8M.
- ◆ Atherton's annual subsidy for MPFPD's Operations:  
**Over \$7M Annually**

# Fire Department Options

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- ◆ Operating a Municipal Fire Department would cost approximately \$6.8 million annually to staff 2 stations.
- ◆ Estimated startup costs for a Municipal Fire Department would be \$14.2 million.
- ◆ Contracting for fire services would cost approximately \$700,000 more annually than operating a Municipal Fire Department.

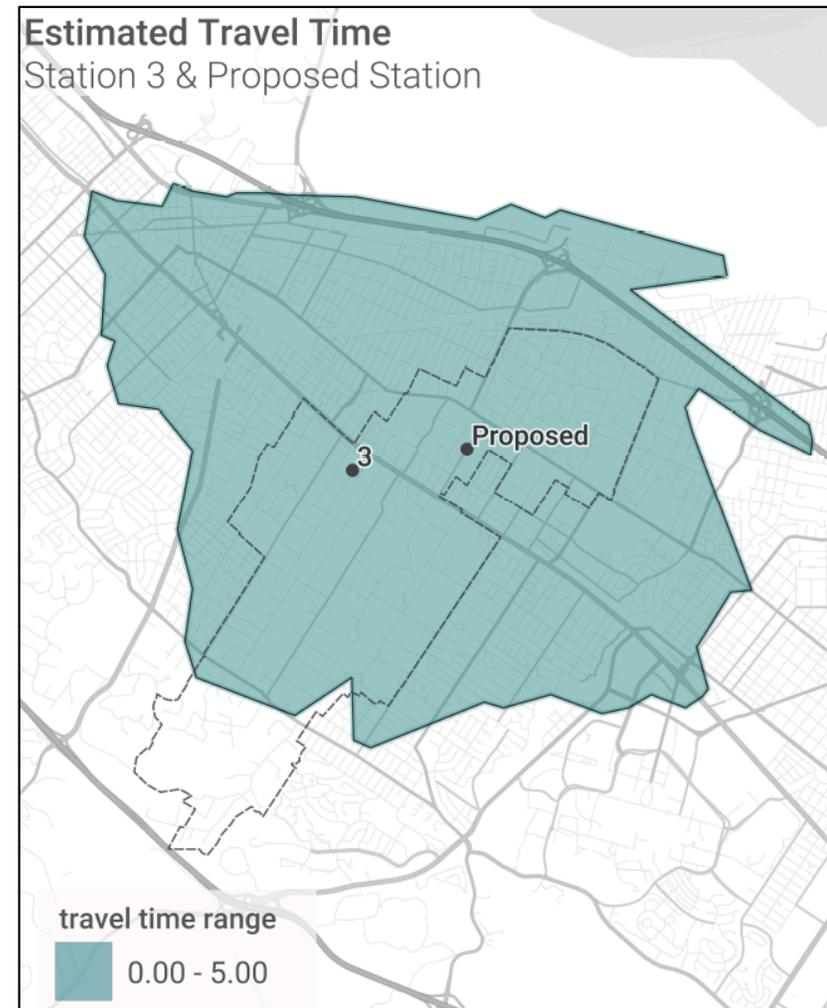
# Creating a Municipal Fire Department

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- ◆ The Town would require two fire stations and an automatic aid agreement with the MPFPD and other surrounding agencies to provide adequate protection.
- ◆ Response apparatus would consist of a Quint and Engine Company.
- ◆ Staffing would be 4 persons daily with a 3 person minimum on each apparatus.
- ◆ Administrative staffing would consist of a Fire Chief, Deputy Chief (Prevention) and Administrative Assistant.

# Travel Time Performance Expectations

- ◆ GIS analysis illustrates the majority of the Town, with the exception of the southern portion, can be reached in 5 minutes travel time from the two proposed fire station locations.
- ◆ Any structure fire in the Town will require aid from surrounding communities.



# Advantages and Disadvantages

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- ◆ Advantages of a Municipal Fire Department
  - Local control of costs and personnel
  - Operating cost savings of approximately \$5 million annually (difference between municipal versus district)
  - Tax increases will be used to fund local needs
- ◆ Disadvantages of a Municipal Fire Department
  - Not part of a larger regional response provider
  - Response times in southern portion of Town are longer
  - High initial startup costs
  - Labor issues with adding additional staff

# Thank You

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◆ Questions?



***Report Summary of the Fire Services Fiscal Review***

***Town of Atherton, California***



# Study Goals

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- ◆ The study was designed to answer the following specific questions:
  - What revenue does the MPFPD receive from Atherton residents via property taxes and other fees for services?
  - What is the cost of providing comprehensive fire and other emergency services to the Town?
  - If the Town assumed responsibility for fire and emergency services, what options exist and what would be the costs?
    - \* How would the Town provide an adequate amount of protection?
    - \* How would those services be structured and staffed?
    - \* What would be the advantages and disadvantages?

# Project Scope of Work

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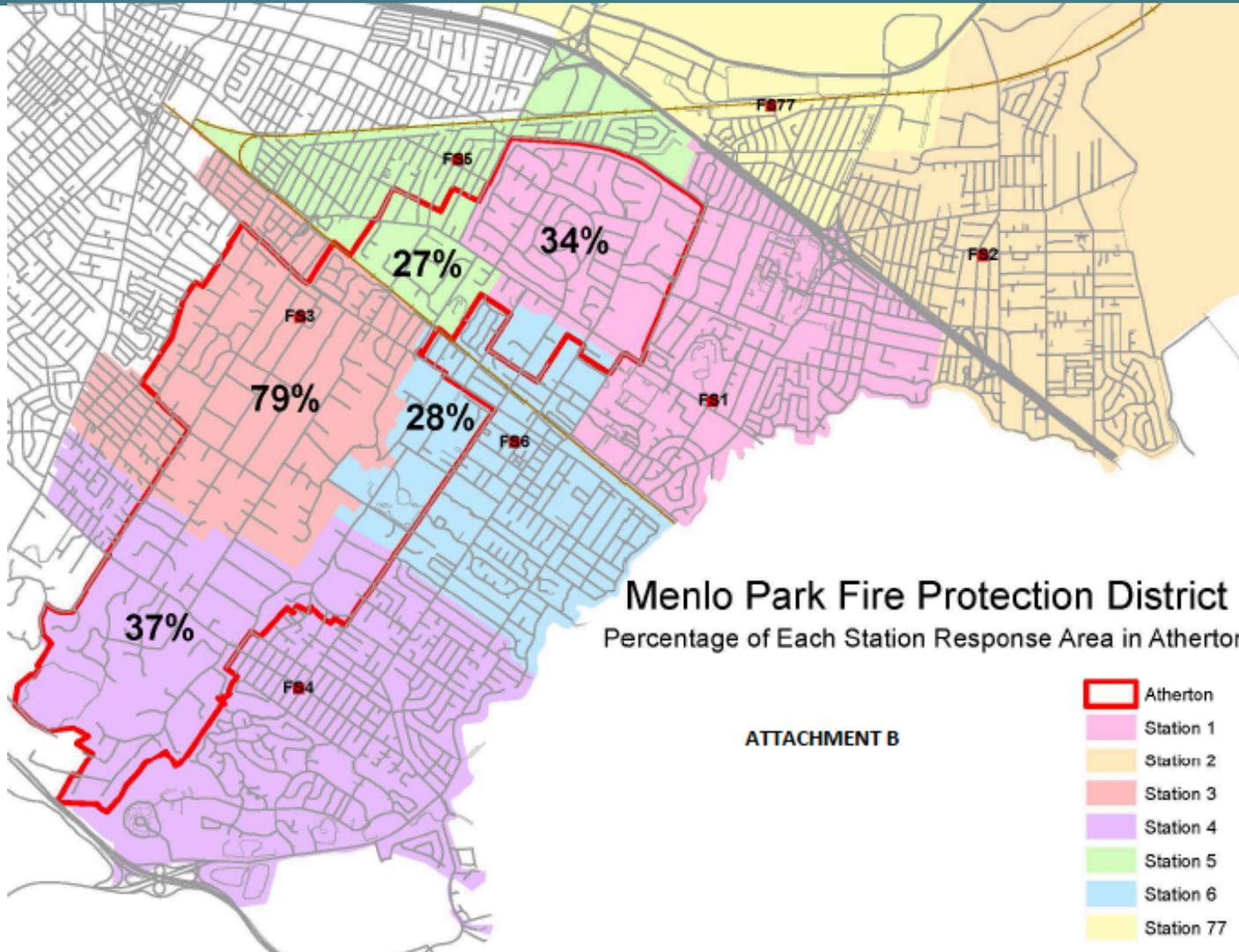
- ◆ Meet with key internal and external stakeholders to understand the issues.
- ◆ Utilize a fact-based approach to understand service and costs.
- ◆ Conduct a detailed analysis of current operations, finances and options available for the Town.
- ◆ Develop a final report with public presentations.
- ◆ Provide ongoing assistance to staff and a Council Committee.

# Current Fire Service Environment

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- ◆ The Menlo Park Fire Protection District maintains seven (7) stations in their emergency response system.
- ◆ One station is located in Atherton, Station #3. An engine is staffed with one Captain and two Firefighters at the Atherton station.
- ◆ However, each station in the MPFPD system has a defined “first due” service area – five (5) of the seven (7) MPFPD stations have first due areas in Atherton.
- ◆ The District also provides Fire Prevention, Public Education and other services to the Town.

# Station Response Areas



# Revenue Received from Atherton

- ◆ Atherton accounts for approximately 32% of the MPFPD at \$11.8 million.

Jurisdiction	FY 2015/16 Estimated Tax Revenue	Percent
Atherton	\$11,812,734	31.7%
East Palo Alto	\$2,082,850	5.6%
Menlo Park	\$17,547,987	47.1%
Unincorporated County	\$5,817,192	15.6%
<b>TOTAL</b>	<b>\$37,260,763</b>	

# Cost to Provide Services to Atherton

- ◆ The cost for the MPFPD to provide services to Atherton is approximately \$4.6 million annually.

	FY 2016/17 Proposed	Atherton Allocation	Atherton Allocation Operating Cost	Atherton Allocation Capital Investments
<b>Total Expenditures Admin and Support</b>	\$14,696,305	\$1,698,493	\$1,167,721	\$530,772
<b>Total Expenditures Suppression</b>	\$30,369,025	\$2,915,427	\$2,896,704	\$18,723
<b>Total Expenditures</b>	<b>\$48,515,430</b>	<b>\$4,613,920</b>	<b>\$4,064,424</b>	<b>\$549,494</b>

# Cost of Services to Atherton

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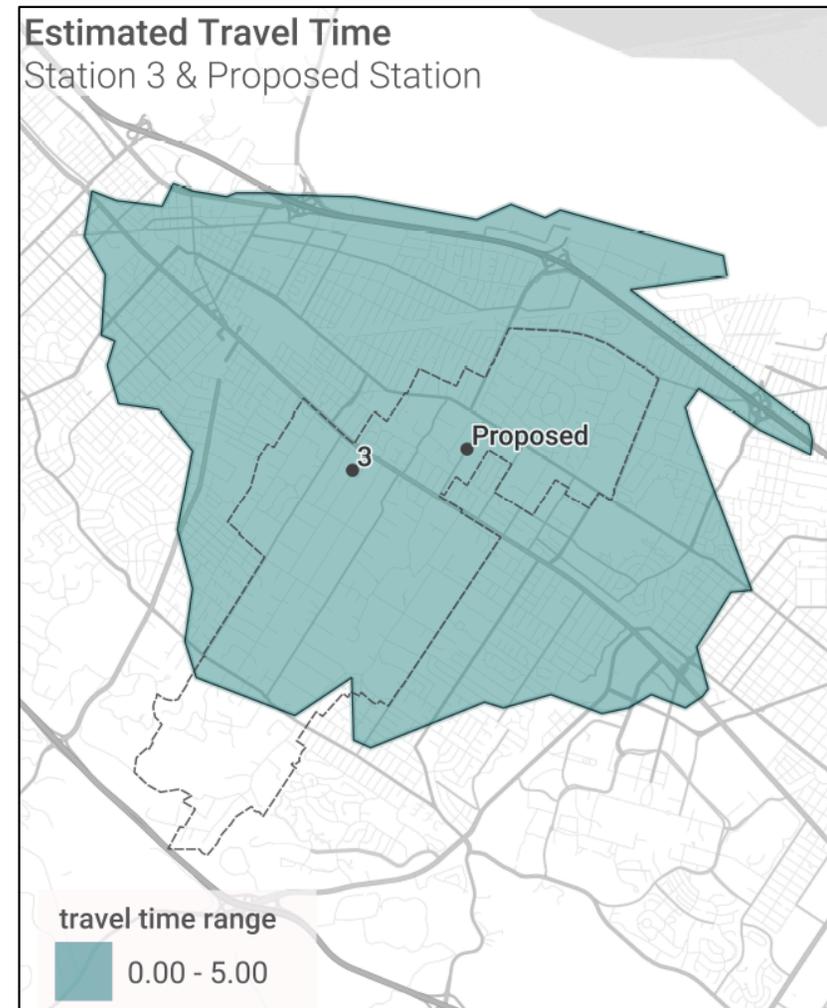
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# Thank You

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◆ Questions?

# Assessment of Processes Associated with Detachment from a Special District

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TOWN OF ATHERTON, CALIFORNIA



**July 5, 2018**

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# 1. Introduction and Executive Summary

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The Matrix Consulting Group was retained by the Town of Atherton to provide an analysis of the property tax allocation to the Menlo Park Fire Protection District (MPFPD) and options for the Town to consider should the Town desire to address the cost/benefit equities. This study builds on the study our firm completed in January 2018 to evaluate the costs of the services received from the Menlo Park Fire Protection District as well as an overview of the LAFCO and legislative processes regarding fire service reorganization.

## 1. Study Methodology

To conduct this study, the project team used an approach that included the following activities:

- **Conducted an in-depth understanding of existing and past special district detachment efforts in California.** The Matrix Consulting Group conducted interviews with California LAFCO executive directors and staff to identify case studies and evaluate possible alternatives.
- **Developed an in-depth understanding of the process to detach from a special district, alternatives to detachment, and key issues facing the Town in these processes.** The Matrix Consulting Group reviewed and developed case studies to understand the complexities of reorganization and tax reallocation. These case studies provide examples of the process and key issues, and potential limitations.
- **Identified the likelihood of success.** The processes for detachment, tax agreements, and special legislation are evaluated to identify opportunities to successfully implement detachment or an alternative.

The objective of the study was to provide a clear understanding of the LAFCO and legislation processes and requirements. This report summarizes our findings.

## 2. Executive Summary

The primary objective of this phase of the study was to identify organizational and financial reorganization processes relating to detachment from the Menlo Park Fire Protection District, renegotiation of tax revenue allocation and special legislation to achieve the same outcome(s).

To gain perspective on these processes, the project team conducted comparative case studies, from 10 major county LAFCO's across California. A major finding from these reviews was that there have been no reorganizations exactly like that of the Town's.

Two outcomes are required to be analyzed to determine if a reorganization can be completed under LAFCO:

- The financial feasibility of the remaining district. LAFCO is required to make findings for a request for detachment which include a finding that the remaining special district will be able to provide the same level of service and will be financially viable.
- The ability of the municipality to provide fire services, either by establishing a municipal fire department or contracting services through another city or special district.

The project team also researched tax agreement (i.e., renegotiation) scenarios outside of a reorganization process. There are even fewer case studies for tax negotiation agreements than detachments. However, our research highlighted key aspects related to tax negotiation agreements:

- As in the case of the City of Irvine, while their interest has been in renegotiating the allocation of taxes currently funding fire services (from the Orange County Fire Authority), the process came into conflict with labor groups and a referendum put restrictions on the use of reallocated revenues for use only for fire purposes.
- Tax negotiations may result in changing the percent of tax revenue transfer from the Town to MPFD or, as in the case of San Bernardino County, may result in tax zones which provide a means to retain revenues generated in one area to fund fire services in that area.

Lastly, the project team explored scenarios for special litigation to accomplish a reorganization of service and/or revenue allocation. The research revealed two case studies of special legislation related to fire services funded by property taxes. However, the first bill, which was intended to support a financially unstable fire district, died in a State Assembly Committee. The second bill was the first legislation specifically limiting reallocation of structural fire funds supporting fire services provided by a JPA. The bill was drafted as a result of the ongoing funding equity question between the City of Irvine and the Orange County Fire Authority JPA. The bill permits reallocation only if the county board, two-thirds of member cities, and the JPA approves.

The project team found no other scenario exactly like the one between the Town and MPFPD through detachment, tax agreements, or special legislation. In other words, there

were no case studies where a municipality recovers some or all of the tax going to fire services and the remaining fire district was financially and operationally sound.

While there is no exact model or case in which to compare the subject situation, there are elements of similar scenarios that provide insight for the Town in moving forward.

## 2. Case Studies

As part of the study, the project team reached out to 10 LAFCOs across the state of California. We conducted outreach to identify whether and where efforts to detach from a special district were attempted, how they were pursued and where these efforts proved successful. Our interviews also inquired as whether LAFCO knew of any tax agreement or special legislation efforts, outside of reorganization, as a means to reallocate tax revenues or otherwise.

The table below identifies what county jurisdictions experienced detachments from special districts, whether the jurisdiction experienced tax reallocation through a tax agreement or special legislation, and whether there has been recent interest in these processes.

Counties	Detachment from Special District	Other Reorganization	Tax Agreement	Special Legislation	Interest Shown
<b>Santa Clara</b>	None	None	None	None	Yes
<b>Alameda</b>	None	None	None	None	No
<b>Contra Costa</b>	Yes	Yes	None	Yes	Yes
<b>Solano</b>	None	None	None	None	No
<b>Monterey</b>	None	None	None	None	No
<b>Sonoma</b>	None	Yes	Yes	None	No
<b>Los Angeles</b>	None	None	None	None	No
<b>Orange</b>	None	None	Yes	Yes	No
<b>San Brnrдно</b>	Yes	None	Yes	None	Yes
<b>San Diego</b>	None	None	None	None	No

While interviews found only two jurisdictions with detachments from special districts, several jurisdictions experienced other types of reorganizations. Our research identified three counties with case studies for tax agreements and two with recent special legislation efforts.

The following subsections present case studies for special district detachment, other types of reorganizations, tax agreements, and special legislation.

## 1. Case Studies of Detachments from Special Districts

### **Contra Costa County – East Contra Costa Fire Protection District and the City of Brentwood.**

Approximately 4 years ago, the City of Brentwood showed interest in detaching from the East Contra Costa Fire District (ECCFPD). Starting with the Great Recession, the Fire District had reduced its facilities from nine stations to three stations. As a result, the City of Brentwood approached Contra Costa County LAFCO to explore the feasibility of detaching from the East Contra Costa Fire District. However, the detachment was not pursued because the cost of creating a new fire department was too high. Moreover, if Brentwood would have detached, remaining portions of eastern Contra Costa County would not have been able to sustain support for fire services.

A recently formed Task Force comprised of County, Brentwood and Oakley representatives succeeded in securing interim financing for the ECCFPD to re-open one station and is investigating longer-term solutions in partnership with affected agencies. ECCFPD continues to look for financial enhancements and governance options, through a Standards of Cover (SOC) Study, pursuit of independence through a directly elected board, and an ongoing quest for new funding sources.

#### **Key Insights**

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City costs to establish municipal fire department were too high to pursue detachment  
LAFCO would not support detachment because of the impacts on remaining district areas

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### **Contra Costa County – Contra Costa County Fire Protection District and the City of Lafayette.**

In 2013, the City of Lafayette, explored detaching from the Contra Costa County Fire Protection District. Lafayette created a task force to evaluate alternatives to provide fire service should the city pursue detachment from the Contra Costa County Fire Protection District. The task force found that Lafayette provides \$7.8 million in tax revenue to the District. On the other hand, the estimated cost to provide fire services to the City is approximately \$2.6 million each year.

The option to detach from Contra Costa County Fire Protection District and annex to the Moraga-Orinda Fire District appeared to be the best alternative for the City. However, after consideration of the costs and service implications, the City determined that the Contra Costa County Fire Protection District was a better option than the Moraga-Orinda Fire District.

Although the City did not pursue the detachment, of note, the City estimated that the cost to prepare the required LAFCO submittals would be between \$10,000 – \$25,000.

### Key Insights

The City's estimate of the net revenue over costs to operate two stations is \$5.2 million.

LAFCO application preparation was estimated at \$10,000 and \$25,000

**San Bernardino County – Highlands and Yucaipa.** The City of Highland and the City of Yucaipa detached from County Service Area #38 and contracted with the California Department of Forestry and Fire Protection. But this was not before the cities endeavored to detach from the CSA and form their own fire district.

In 1998, the cities of Highland and Yucaipa submitted a joint application the San Bernardino County LAFCO to separate from CSA 38 and form their own Fire District, the East Valley FPD.

The County Auditor reviewed the financial information submitted by the cities, calculating the ratio of property tax to total revenues for the cities relative to the CSA. This proposed new entity had six tax rate areas for which service costs were calculated. The Auditor's ratio was applied to CSA service costs for each area and the total. The resulting total was the amount of property tax revenue that would go to the proposed EVFPD when formed.

Only CalFire submitted a service contract bid to provide fire services through the new district. The new district proposed a budget based on the bid and the anticipated revenue. LAFCO agreed that the EVFPD could maintain current level of service to the proposed district area. LAFCO also considered the governing board, the range and level of services, and the effects on other agencies. As a result, LAFCO determined that the new district was financially and organizationally feasible.

However, LAFCO also estimated that the formation of EVFPD would negatively impact the County's own fire service consolidation efforts by approximately \$865,000 per year and would require some stations to be changed from fulltime to paid-call.

One alternative / mitigation measure proposed by the cities was that the EVFPD negotiate with the County to transfer less than what was calculated.

The cities also argued that because the two-city district area generated 45% of the CSA fire revenues, then the proposed district should also be entitled to 45% of the CSA accumulated fire reserve funds. LAFCO could not support that position because service costs exceeded the revenue generated by the cities.

Ultimately, the proposal was denied by LAFCO due to the negative impacts to the County.

The Cities of Highland and Yucaipa then initiated their own individual applications to detach from CSA 38 and provide fire services separately. The cities assumed responsibility and now use the Cal Fire services. In order to join Cal Fire, both cities first went through their City Councils where each city council adopted a resolution to detach from CSA 38 and submitted an application to LAFCO.

Property Tax negotiation was successful. Each city negotiated with the Board of Supervisors which negotiated on behalf of CSA 38. It was agreed that the cities of Highland and of Yucaipa would receive the property tax revenue generated within their respective territories. No funds reserves were transferred and remained fully with the CSA.

#### Key Insights

LAFCO evaluated revenue and service costs in parallel with the cities

LAFCO did not support allocation of reserves consistent with operating revenues

The eventual transfer was whole for the cities

## 2. Other Types of Reorganization and Special Districts

**Contra Costa County.** In 2012, the City of Concord filed an application with Contra Costs County LAFCO to detach unincorporated area outside of Concord and Pleasant Hill, and within the Mt. Diablo Health Care District (MDHCD) and would also establish the MDHCD as a subsidiary district of the City of Concord. The reasons for the proposal included ensuring a greater portion of tax revenue received were used for health-related purposes with lower administrative costs and respond to concerns expressed by the general public about the effectiveness and cost of operating the MDHCD.

Pursuant to a Community Benefit Agreement (CBA), John Muir Health (JMH) operated and maintained the MDHCD facilities. Contra Costs County LAFCO, the Contra Costa Civil Grand Jury, and the Contra Costa Taxpayers Association raised concerns about the finances and service delivery associated with the application. LAFCO commissioned a study to identify alternatives for governance and financing options. Several alternatives were presented including dissolution of MDHCD and appointment of a successor agency to continue services. LAFCO supported the proposal and the City of Concord applied for detachment of the MDHCD and it to become the successor agency.

Pursuant to Government Code 56861, a district affected by a proposal to form a subsidiary district may consent, take no action, or adopt a resolution of intent to file an alternative proposal. MDHCD had concerns about Concord's proposal and filed an alternative proposal. The City of Concord and MDHCD met to discuss the concerns which resulted in the MDHCD Board rescinding its resolution of intent to file an alternative proposal.

LAFCO considered the City of Concord's proposal in conjunction with MDHCD's suggested conditions. LAFCO also considered factors in Government Code 56668, noting specifically that the proposal was essentially a jurisdictional change and had no physical effects on land use or the environment. LAFCO was also required to consider whether the proposal would have any effect on the fair treatment of minority or economically disadvantaged groups.

None of the cities affected by the detachment opposed the reorganization. LAFCO worked with the Auditor on property tax issues. The proposal was subject to a property tax exchange agreement with approval from the Board of Supervisors, on behalf of the District, and the City of Concord's City Council.

#### Key Insights

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A detachment and recreation of a public entity took place  
A reallocation of property tax revenue among affected tax rates areas occurred  
The process took approximately 18 months

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### 3. Tax Agreements

**Sonoma County.** The Windsor Fire Protection District is dissolving and annexing to the City of Windsor. However, the Windsor Fire Protection District may be negotiating with the City of Windsor to obtain more property tax revenue for coverage of the unincorporated periphery of the City. Sonoma LAFCO is currently conducting a Municipal Service Review (MSR), which will evaluate the level of service and provide insight on whether the current level of services could be supported by the current level of property tax revenue allocated to the Windsor Fire Protection District. The MSR will be publicly available in July 2018.

#### Key Insights

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None until and if the District successfully negotiates with the City.

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**Orange County.** The City of Irvine is one of 23 municipal agencies part of a JPA that provides fire services within the County (the Orange County Fire Authority). The City of Irvine is raising the possibility of tax negotiation because of its perennial findings that the City pays proportionally more in property taxes than other municipalities in the JPA and more than it receives in services. Irvine calculated that the property tax revenues going to the Fire Authority are substantially greater than the costs to provide fire service. In fact, if Irvine established its own fire department, the City estimates it would save \$20 million each year compared to current JPA contributions.

Moreover, the Orange County Fire Authority has recently been scrutinized for incurring debt for capital expenditures and the question of being able to cover future pension costs.

In 2012, the City of Irvine attempted to negotiate a plan to transfer funds back to the City. While the OCFA agreed to equity adjustment payments, the question was raised during litigation proceedings where the County argued the funds were dedicated for fire protection and could not be used for any other service.

In 2017, the Orange County Professional Fire Fighters Association sponsored special legislation, the first legislation that specified spending requirements or tax revenue collection for a JPA. Also in 2017, the City of Irvine again raised the possibility of tax

negotiation. At the same time, an Orange County Grand Jury report considered that similar to school districts, fire districts allow equitable distribution of services even if the revenue that pays for those services does not appear equitable.

The City of Irvine began tax negotiations with the Orange County Fire Authority this year. OCFA and the City were unable to reach an agreement, and on June 26, the City Council decided to notify OCFA that the City may exercise its option to withdraw from OCFA in 2020. Any lessons learned from this case study in regards to successful tax negotiation may only be revealed in the near future.

#### Key Insights

**At this time, tax negotiation has proven to be unsuccessful.**

Special legislation which accepts differential spending on a service.

**San Bernardino County.** In 2007, San Bernardino County LAFCO considered an application for reorganization that included the restructuring of service zones for special tax purposes. An umbrella reorganization, the San Bernardino County Fire Protection District, would be created to oversee four regional service zones. The SBCFPD would provide operational and administrative functions; the regional service zones would provide fire and emergency response activities. The application also restructured the existing CSA zones as fire service zones to be funded with the existing taxes.

This case study is relevant to the Atherton study for two reasons. First, it shows that taxes reserved for fire protection services remain dedicated to fire protection services. This illustrates that even if the Town of Atherton were to establish a fire department, the tax allocation may require that some or all of the existing taxes be used only for fire protection services.

Second, and perhaps more importantly, the case illustrates that the Town of Atherton could solidify a tax negotiation through the use of special zones for tax purposes. The creation of a special zone would enable the Town to establish that tax revenue collected in the Town would be required to be used for fire protection services in the Town. In other words, the tax revenue generated in the Town would stay in the Town. However, the result would still produce an excess of revenues funding fire services; the excess would now be in Atherton as opposed to the MPFPD but it would still be surplus revenue.

#### Key Insights

Potential that revenue formerly used for one service could not be used for other services.

Example of the creation of special tax zones for tax purposes.

## 4. Special Legislation

**Contra Costa County.** East Contra Costa County Fire Protection District (ECCFPD) is having financial trouble. A key issue is that of Proposition 13 and the rates and distribution

that were present when Proposition 13 was established. In 1979/1980, the level of development and population were relatively low especially when compared to surrounding / nearby jurisdictions. As a result, ECCFPD receives only 25% to 33% of what other fire districts in Contra Costa County receive.

The District has attempted to collect special taxes from residents to support the district and the growing level of services. None of the ballot measures were successful. A grassroots group proposed to reallocate a percentage from other special districts in the County to the ECCFPD. Those efforts also failed. Then, Assembly Member Frazier proposed a bill – AB-898 Property taxation: revenue allocations: East Contra Costa Fire Protection District – to reallocate property tax revenue from the East Bay Regional Park District.

The bill was first read on February 16, 2017 and proposed a special (as opposed to a general statute) that would direct the County Auditor to reallocate funds. The bill proposed to move \$10.5 million from a Park District to a Fire Protection District. Some proponents of the bill suggested implementing the change over several years, gradually increasing the tax transfer up to the \$10.5 million per year. AB 898 was coupled with AB 899 which would have allowed the proposal to be approved by voters should AB 898 fail at the legislative level.

The bill would have required a 2/3 vote from each house – the California Assembly and the Senate – to become law. The bill died on January 31, 2018 pursuant to Article IV Section 10 (c) of the Constitution because additional funding for the district was ‘found’ or secured; and the Parks District was against the proposal.

#### Key Insights

Though this process failed it is possible to get legislative support for such a proposal  
Existing other stakeholders have a say in this process too

**Orange County.** Related to the tax negotiation case discussed above, the fire union garnered support for special legislation to ensure that any funds reallocated from the fire service JPA received approval from at least three affected agencies. The historic bill, SB-302 Joint powers agencies (Orange County Fire Authority): was the first bill that dictated how JPA funds could be reallocated.

The bill would permit the transfer of funds if approved by the County, a majority of member cities, and the agency currently receiving the funds. Findings and declarations are required to state the necessity of this special statute.

#### Key Insights

Special legislation is possible  
This may indicate the strong support fire services and their organizations have with legislators

### 3. Detachment Process

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Detaching from the Menlo Park Fire Protection District would allow the Town of Atherton to provide fire services through a different means such as contracting with a neighboring fire service or establishing a municipal Fire Department. The following sections outline the steps in the process and what the project team has learned in counsel to our client.

#### 1. Pre-Application Studies and Communications

Prior to submitting an application for detachment to LAFCO, there are steps that the Town of Atherton should complete to assist the Town in determining whether to proceed with the detachment application and process. These pre-application actions relate to the supplemental materials and include providing financial information / evidence that shows the remaining district will be fiscally sound to provide fire services to the areas remaining in the district.

The table below lists the pre-application actions the Town of Atherton could take to preemptively verify the likelihood of a detachment application being supported by LAFCO based on the findings the Commission must make.

Pre-application Action	Reason	Priority
<b>Financial Analysis</b>	Determine whether remaining fire district would be financially feasible	High
<b>Plan for Service</b>	Determine whether remaining district's level of service will be maintained	Low
<b>Inter-agency Communication</b>	Proactively address questions / concerns	Mid

**Financial Analysis.** In our January 2018 study, the Matrix Consulting Group identified the financial implications of establishing a municipal Fire Department and, alternatively, contracting with an existing fire service agency. This fiscal analysis is part of the financial information that LAFCO will require with the application materials. However, LAFCO will also need to see that remaining district will be fiscally stable.

In approving a reorganization, LAFCO must find that the proposal “promotes public access and accountability for community services needs and financial resources.” In other words, that there is an adequate source of funding to maintain service levels for all affected agencies. Should the remaining MPFPD be fiscally unsound, LAFCO would not support the detachment. In order to understand whether MPFPD would be fiscally sound and, thus, discover whether pursuing the detachment application is worthwhile for Town of Atherton, the Town should analyze the financials for the remaining district.

Analyzing the financial stability of the remaining district prior to submitting an application has multiple benefits. Not only will it provide the Town with the knowledge of LAFCO being able to support the detachment application, the financial analysis will also help determine if environmental review would be required as part of the application. If the remaining Menlo Park Fire Protection District is unable to maintain itself, LAFCO will require environmental review in the form of a Mitigated Negative Declaration or Environmental Impact Report. Understanding whether environmental review would be required will help prepare the cost estimate for the detachment process because environmental review could be a significant cost.

A third benefit to analyzing the financial implications for the remaining district prior to submitting the detachment application is that the analysis would provide a tool for discussion with the Menlo Park Fire Protection District. Should the detachment be approved, one of the last steps is negotiating the allocation of property tax revenue. The financial analysis would be a tool for not only for this step in the detachment process but also a tool for discussions with MPFPD should the Town pursue a tax negotiation outside of detachment. Most importantly, the financial analysis would provide a discussion tool for the Town to discuss the detachment proposal with MPFPD prior to submitting a LAFCO application which would help ensure the Town's assumptions about the remaining district's feasibility is reasonable.

The financial analysis should be conducted by a professional consultant in conjunction the San Mateo County Auditor-Controller and the MPFPD, as needed. The County Auditor-Controller would provide information regarding the tax revenue that is provided to the MPFPD currently and the resultant change in tax revenue should the detachment be approved.

**Plan for Service.** Pursuant to Government Code Section 56653, the applicant is responsible for providing a plan for service. Similar and related to the fiscal analysis, the Town should ensure the Plan for Service addresses the Town of Atherton and the remaining Fire District jurisdiction. However, LAFCO, as part of their analysis of an application for reorganization, would complete an assessment of the remaining district. While it would be advantageous for Atherton to know that the remaining district would be viable in terms of service needs, the Town is not required to complete a Plan of Service for the remaining district.

The Plan for Service needs to show who will provide service, how the service will be provided, and whether Atherton would more efficiently or cost effectively provide fire protection services than the current provider. LAFCO cannot approve service levels at less than what is currently provided. Therefore, the Plan for Service should show that the remaining jurisdiction will not receive a lower level of service than it currently receives.

As part of the Plan for Service, the Town of Atherton should conduct an inventory of assets that will become part of the municipal Fire Department. Much of the equipment

owned by the District is easily moved. Conducting an inventory will allow the Town to track facilities and other equipment affected by the transfer of fire services from the special district to the Town. For example, if the Town determines it wishes to acquire the hoses at fire station #3 from the Menlo Park Fire District, an inventory may record that there are four hoses today. If the Town acquires the facilities and equipment at fire station #3 and there are no hoses after transfer, the Town's record would show the asset transfer agreement was breached.

The inventory assessment could be developed by the financial consultant; the service assessment, including the impacts on the continued viability of the remaining District service area would be conducted by a fire service consultant.

**Inter-agency communication.** In addition to preparing supplemental materials, the Town of Atherton should also begin and continue discussions with the Menlo Park Fire Protection District, the San Mateo County Controller, and other agencies that may be impacted such as the Cities of East Palo Alto and Menlo Park. This communication should consist of meetings in which affected agencies discuss potential impacts of Atherton's detachment. The Town should also openly accept comments and questions from affected agencies which would allow Atherton to be aware of concerns and questions and, therefore, prepare a better / more complete application package to submit to LAFCO. This communication will provide the Town of Atherton the opportunity to address questions and concerns about the detachment proactively, instead of reactively.

These communications are consistent with good government, including LAFCO, goals of transparency.

## **2. Application and Supplemental Materials**

The application for detaching from a special district in California, such as the Menlo Park Fire Protection District is three pages and requires details about the proposal. The Town of Atherton must include general information, description of services, specific proposal information, and contact information.

The application must be submitted with materials to supplement the application. These materials include fiscal impact study, and Plan for Service, the initiating document. The table below lists the supplemental materials including the required number of copies.

Supplemental Materials	Number of Copies	Description / Details
Initiating Document	2	<ul style="list-style-type: none"> <li>• Resolution of Application adopted by the Town Council</li> <li>• Two certified copies with the original signature of the Town Clerk</li> </ul>
Environmental Review	3	<ul style="list-style-type: none"> <li>• Preliminary Environmental Information or completed</li> <li>• Environmental Impact Report</li> <li>• Describe physical characteristics of the property</li> <li>• Describe land uses</li> <li>• Identify site alternations</li> <li>• Describe impacts to remaining district</li> </ul>
Map	7 + 1 electronic copy	<ul style="list-style-type: none"> <li>• LAFCO and BOE to determine if required</li> </ul>
Legal Description	2 + 1 electronic copy	<ul style="list-style-type: none"> <li>• LAFCO and BOE to determine if required</li> </ul>
Plan for Service	3	<ul style="list-style-type: none"> <li>• Required by Government Code 56653</li> <li>• Level and range of each service for affected territory</li> <li>• Feasibility of proposed services in detached territory</li> <li>• Indication when service can be feasibility established</li> <li>• Identify improvements / upgrades / conditions of facilities</li> </ul>
Fiscal Impact Analysis	3	<ul style="list-style-type: none"> <li>• Estimated cost of services (detached area and remaining area)</li> <li>• Description of how service / improvements will be financed</li> <li>• At least 5-year projections for revenues and expenditures</li> <li>• Narrative discussion of sufficient revenues</li> </ul>
Filing Fee	N / A	<ul style="list-style-type: none"> <li>• Determined by San Mateo County LAFCO</li> </ul>

The supplemental materials include documents that require preparation by a professional consultant such as the Map and Legal Description and the Environmental Impact Report and are discussed further below.

**Initiating Document.** The initiating document is a resolution prepared by the Town and adopted by the Town Council. The resolution becomes part of the application package and is referred to as the initiating document. LAFCO requires two certified copies to be submitted.

**Environmental Review.** Preliminary environmental information should be submitted with the application. Preliminary information includes a description of physical characteristics of the property, land uses, site alternations, and impacts to the remaining district. This will help LAFCO determine whether the application is exempt from further environmental review, or if the application requires a Negative Declaration or Environmental Impact

Report. If LAFCO determines the project is not exempt, LAFCO will commission a consultant to prepare an initial study and the appropriate environmental document.

**Map and Legal Description.** A map and legal description is required for reorganization applications. The Town may request an exception to this requirement based on the fact that, in this case, no boundaries are changing. Rather, the boundary of the Town of Atherton currently exists and would become the edge of the MPFPD. LAFCO would consult with the Board of Equalization as to whether a map and legal description would be required.

If a map and legal description are required, the Town would need to acquire a licensed surveyor or civil engineer to prepare these documents.

**Plan for Service.** This document shows the level and range of each service, the feasibility of the proposed services, when service can be feasibility established, and any improvements / upgrades / conditions of facilities.

The January 2018 study prepared by Matrix Consulting Group provides this analysis for the Town of Atherton. However, in order to provide LAFCO with evidence that the remaining district's service would not be negatively impacted, the Town should proactively conduct a plan for the remaining district at minimum (the District could, of course, conduct its own). A Plan for Service for the remaining district is not explicitly listed as an application submittal item. However, drafting a preliminary plan would prove prudent and, in this case, be a proactive step in providing the Town with a level of assurance that LAFCO would not expressly deny the detachment proposal based on service impacts.

**Fiscal Impact Analysis.** Although the financial analysis is often a part of the Plan for Service, it can be prepared separately. The advantage to preparing the Fiscal Impact Analysis in conjunction with the Financial Analysis and Plan for Service is that in preparing it there would be a better estimate for facility and personnel cost estimates with a Plan for service that shows the proposed level of service.

Similarly to the Plan for Service, the January 2018 study prepared by Matrix Consulting Group provides this analysis for the Town of Atherton. However, the Town should also consider the financial implications for the remaining district as LAFCO will do the same when they consider the detachment application.

**Filing Fee.** Filing fees depend on the scope of the application and area of land. The San Mateo LAFCO determines these fees.

In addition to the materials described above, San Mateo County LAFCO may request updated information to confirm the information in the most recent Municipal Service Review.

### 3. Application Process

LAFCO is charged with processing the application. The process involves at least one LAFCO hearing and, for a simple reorganization process can take at least five months. Submitting a complete application with supplemental materials and maintaining open dialogue with affected agencies will help reduce process time. The matrix below illustrates the application process.



Rather than repeating every aspect of what the Town already knows about these processes, key aspects of the application process are discussed below.

**Application Materials and Information.** LAFCO may determine that additional information and / or materials are required to make a decision. LAFCO may also determine that, pursuant to the California Environmental Quality Act (CEQA), environmental review is required.

**Tax Revenue Information.** As part of the application review process, LAFCO will send the proposal to affected agencies and collect concerns and tax information. The County Auditor and the County Assessor provide information to LAFCO regarding the existing tax allocation and the amount of tax revenue that could be negotiated. The Town may choose to submit the detachment application to obtain this information and see the true tax revenue implications. However, the Town may also choose to request this information from the County Auditor prior to submitting an application. Either way, obtaining this information from the County Auditor would provide the Town a clear calculation of the tax revenue that could be reallocated / negotiated.

**Tax Negotiation.** Pursuant to Revenue and Taxation Code Section 99, LAFCO is required to initiate property tax negotiation process with affected agencies. In the case of negotiations related to jurisdictional changes, the County Board of Supervisors would negotiate on behalf of the MPFPD.

**Special Election.** A proposal could require an election even if initially approved by LAFCO. One or more of the affected agencies would bear the costs of the special election. If Atherton submits the application it is likely Atherton will bear the costs of a special election which vary depending on whether the election is mail-in only or held at a polling place.

## 4. Required Filings

LAFCO is required to consider 16 factors pursuant to Government Code Section 56668. The table below lists the six key or most important factors relevant to the Town of Atherton and the resource the Town could use to support Atherton’s application.

Factor	Support / Resource
The need for organized community services; the present cost and adequacy of governmental services and controls in the area; probable future needs for those services and controls; probable effect of the proposed incorporation, formation, annexation, or exclusion and of alternative courses of action on the cost and adequacy of services and controls in the area and adjacent areas.*	Plan for Service / Financial Analysis

Factor	Support / Resource
The effect of the proposed action and of alternative actions, on adjacent areas, on mutual social and economic interests, and on the local governmental structure of the county.	Plan for Service / Financial Analysis
The comments of any affected local agency or other public agency.	Pre-application meetings with MPFPD and other affected agencies.
The ability of the newly formed or receiving entity to provide the services which are the subject of the application to the area, including the sufficiency of revenues for those services following the proposed boundary change.	Plan for Service / Financial Analysis
Any information or comments from the landowner or owners, voters, or residents of the affected territory.	Pre-application meetings with other affected agencies.
The extent to which the proposal will promote environmental justice. As used in this subdivision, “environmental justice” means the fair treatment of people of all races, cultures, and incomes with respect to the location of public facilities and the provision of public services.	Plan for Service / Financial Analysis

\* “Services,” as used in this subdivision, refers to governmental services whether or not the services are services which would be provided by local agencies subject to this division, and includes the public facilities necessary to provide those services.

Several factors could be supported by the information contained in the Plan for Service and the Fiscal Impact Analysis. The other factors could be addressed with pre-application meetings with MPFPD and other affected agencies.

## 4. Tax Agreements

As an alternative to detachment, the Town of Atherton may consider tax reallocation through a tax exchange agreement or tax negotiation agreement. Sometimes called a side contract or a Revenue and Taxation Code 99 negotiation, any special district can ask a city for more taxes. Similarly, the Town could discuss and negotiate to change the percent or ratio of Atherton property taxes that are allocated to the Menlo Park Fire Protection District.

Pursuant to Tax and Revenue Code 99.02, any local agency may exchange allocable property tax revenue. The negotiation would be accomplished through the Town Council and Fire Protection District. If there were no boundary changes, the tax negotiation process would not go through LAFCO. This tax negotiation agreement process differs from the tax negotiation required as part of reorganization because without

reorganization, the District and the Town would negotiate as opposed negotiations between the County’s Board of Supervisors and the Town.

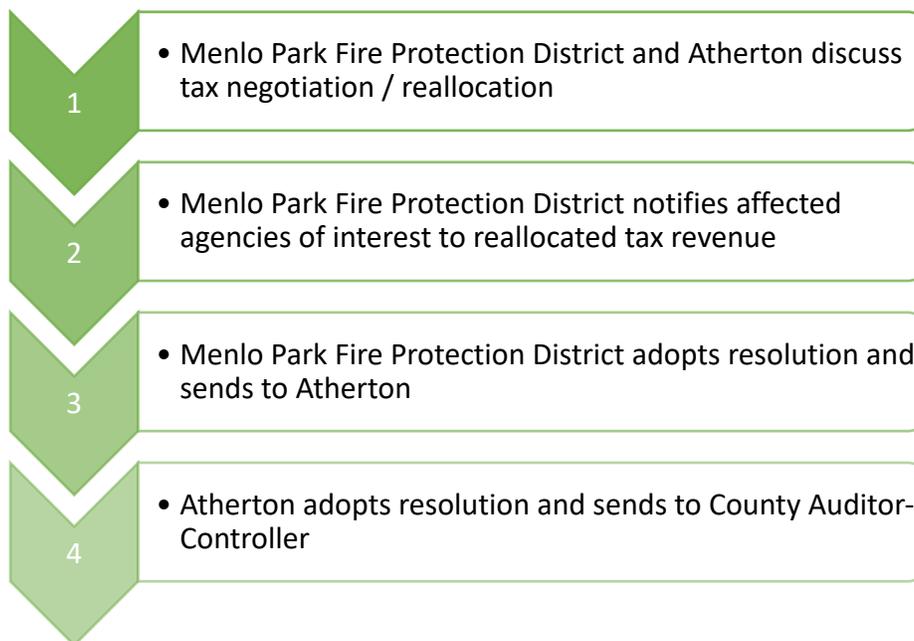
While the number of steps required in the tax agreement process are minimal, the length of time to complete negotiations may be substantial. Tax negotiations can be a source of conflict. It is common for public entities to experience declining revenues and increased costs; any efforts to further reduce revenues is likely to be met with opposition. While it is in the public’s interest for public agencies to cooperate, the Town and the MPFPD will have competing desired outcomes which would likely prolong the time it takes to reach an agreement.

The following sections describe the process and the required findings.

## 1. Negotiation Process

The flowchart below illustrates the process to negotiate tax revenue allocation rates.

### Basic Tax Negotiation Process



**Agencies Involved.** The process to negotiate tax rates involves the Town of Atherton and the Menlo Park Fire Protection District. The process involves fewer steps than the detachment process and has a better chance of succeeding because the process would not need to go through LAFCO and other agencies. However, the property tax exchange agreement must be approved by the Board of Supervisors (on behalf of the District and pursuant to Revenue and Taxation Code Section 99(b)(5)) and the Town Council.

In addition, the County Auditor-Controller has the authority to govern tax reallocations. The Town of Atherton would contact the San Mateo County Auditor-Controller and include County Auditor-Controller in discussions for reallocating taxes.

**Negotiating with MPFPD.** Although, the Town of Atherton may request negotiation to reallocate taxes, the Menlo Park Fire Protection District could decline. Our search for and analysis of case studies found that most tax negotiations start from a special district's need for additional funds. In Atherton's case, the negotiation would move funds from the district to the Town. One benefit to negotiation that Atherton can present to the district is the benefit of funds that the district would maintain as opposed to the funds they would lose if Atherton detached from the district. This is similar to the argument presented to the Orange County Fire Authority by Irvine.

## 2. Negotiation Findings

Revenue and Taxation Code states that following conditions must be met in order for each local agency to reallocate property taxes:

- (1) The transferring agency determines that revenues are available for this purpose.
- (2) The transfer will not result in any increase in the ratio between the amount of revenues of the transferring agency that are generated by regulatory licenses, use charges, user fees, or assessments and used to finance services provided by the transferring agency.
- (3) The transfer will not impair the ability of the transferring agency to provide existing services.
- (4) The transfer will not result in a reduction of property tax revenues to school entities.

In terms of the first three findings, a fiscal analysis showing the Menlo Park Fire Protection District can operate without the exchanged revenues will support these findings. In terms of the fourth finding, impacts to the school district would not necessarily be part of the fiscal impact analysis. However, the Town of Atherton should ensure that the fiscal analysis includes this calculation.

## 5. Special Legislation

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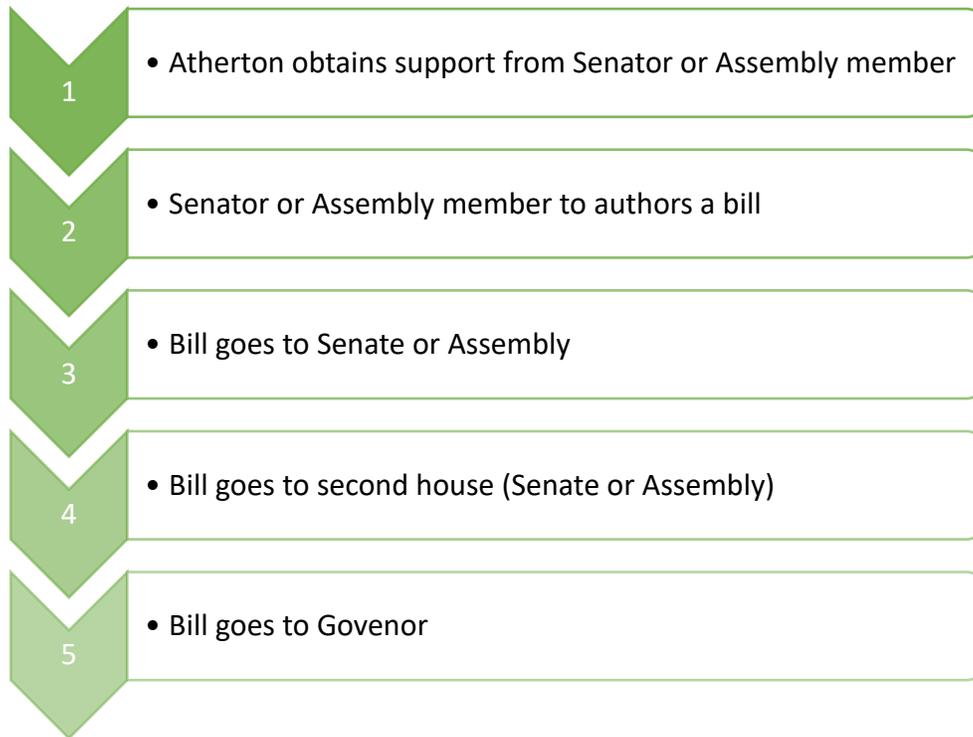
Fire districts are primarily funded by property taxes. However, the property tax allocation rates were set 35 years ago. As illustrated in the case studies, the allocation of property taxes to special districts does not reflect the needs and demands that special districts experience today. As an alternative to detaching from the Menlo Park Fire Protection District, the Town of Atherton may consider pursuit of special legislation that would reallocate property tax revenue.

The California State Legislature determines where property taxes go and they have the authority to make changes when necessary. Reallocating ad valorem property tax

revenue through special legislation would change the pro rata shares allocated (paragraph (3) of subdivision (a) of Section 25.5 of Article XIII of the California Constitution). This requires approval by two-thirds of the membership of each house of the Legislature.

The chart below illustrates the process to obtain special legislation that would result in tax reallocation.

### Basic Special Legislation Process



Although the process is lengthy, the process for new legislative is relatively simple. In order to prepare the Town for the process of special legislation, the project team discusses three key actions below.

**Legislator Support.** Given that a legislator must author a bill, the first step will be scheduling a meeting with a legislator. The District Office will be a key point of contact for the Town of Atherton. The District Office can provide contacts for and information from the State’s capital.

The Town of Atherton will need to obtain support from a local Senator or Assembly member. The legislative member would then author the special legislation. Typically, legislative members defer to the local legislative members for local legislation. Therefore, once a local member provides support, there is a greater chance of the bill being passed.

**Preparation for the Legislative Review Process.** As part of the process, a bill is sent to the Senate or Assembly policy committee. The project team spoke with the Assembly’s Governance and Finance Committee. The committee representative was not aware of special legislation to reallocate tax revenue from a special district to a city occurring in the last 12 years. Additionally, based on experience from a variety of proposed legislation, the committee representative warned that the process would not be without dispute and conflict.

The committee suggested working with the legislative member’s staff and meeting with applicable organizations as a means to prepare for and reduce opposition. Specifically, the Town should meet with the legislative member’s staff to talk about options prior to and in conjunction with the bill review process. The Town should also meet with the California Professional Firefighters and Fire Districts Association, who both may become involved. The Town should meet with the League of Cities who may be able to offer help and information regarding logistics.

**Deadlines.** The deadlines for legislation will impact when the Town could expect to see results and the reallocation of tax revenue.

New bills must be introduced to the first house, either the Senate or Assembly depending on the support obtained by the Town, in February. Then, the bill must be reviewed by the appropriate house committee(s) and be passed by the first house by June. The second house would need to review and pass the bill by August to meet the required deadline. The table below reflects the deadlines legislation must meet each year.

Deadline / Date	House Action
January	Last day for house to pass bill introduced in odd year
February	Last day for new bills to be introduced
June	Last day for house to pass bills introduced
August	Last day for house to pass bills
October	Bills enacted on or before this date take effect Jan 1

These deadlines illustrate that it would take approximately one year for special legislation to pass through the legislative process. The deadlines do not account for the process prior to introduction of the bill. If the Town began the process in 2018, a bill was drafted to be introduced in 2019, and the bill successfully passed each house by the required deadlines, the legislation could be enacted in January 2020. However, should a bill not meet the deadlines shown above, the bill would die and would no longer progress through the process.