



**East Contra Costa Fire Protection District  
Strategic Plan Implementation Action Plan  
DRAFT**

**February 2019**

**Management  
Partners**



## Explanation of the Implementation Action Plan Template

Management Partners developed this draft Implementation Action Plan template to assist the East Contra Costa Fire Protection District in developing a way to plan implementation of the 18 strategies included in the Strategic Plan.

We recognize that the work involved in implementing the strategies must be integrated into the ongoing work of the District. Since this is a five-year strategic plan, it will be important to think through how to monitor the implementation work over that period of time.

The template provided in the next pages includes the following information for each goal:

- Goal description,
- Success indicators (how the District will measure progress toward reaching the goal), and
- List of strategies.

For each strategy, the template includes:

- Priority level (1, 2 or 3);
- Implementation steps;
- Lead individual (who will take responsibility for leading the effort);
- Team members (who else will need to be involved);
- Resources needed; and
- Comments (such as notes about related projects, factors or issues that should be considered in implementing the strategy).

Please note that the priority level assignments are typically based on a combination of criteria including both ease of implementation and importance of implementation, which are often diverging. The scale used is based on the following:

- Priority 1: Implementation should begin this year (2019)
- Priority 2: Implementation should begin in Year 2 (2020)
- Priority 3: Implementation should begin in Year 3 (2021 and after)

Last, we recommend that the designated Lead Individual for each strategy be a single person to maximize responsibility and accountability. Given the limited administrative resources in the District, the designated lead may in some cases be a consultant or Board Committee Chair.

For additional information or clarification, please contact Greg Larson, Partner, at 408-761-1326.

**Goal A:**

**Ensure financial stability and sustainability.**

**Success Indicators**

1. Balanced budgets adopted and achieved each fiscal year
2. “Clean” annual audit completed within 6 months after each fiscal year
3. Reserves maintained at Board-adopted levels except when utilized for intended purposes
4. Balanced 10-Year Financial Forecast updated each fiscal year
5. Additional revenues are identified and obtained to fulfill the Strategic Plan

Strategy	Priority	Implementation Steps	Lead Individual	Team Members	Resources Needed	Comments
<b>A1. Use a two-track fiscal planning model (with and without new tax revenues).</b>	1	<ul style="list-style-type: none"> <li>• Extend base forecast to 10 years, incorporating pension rates and recession</li> <li>• Incorporate new development and population growth rates into forecast</li> <li>• Identify one-time and ongoing available resources to fulfill Strategic Plan, including potential non-tax revenue solutions</li> <li>• Create alternative (second-track) forecast identifying the additional revenues needed to fulfill the Strategic Plan</li> </ul>	Business Services Manager	* Fire Chief * Finance Committee	Development and population growth estimates from partner jurisdictions	For second track, assume new stations as follows: 4 <sup>th</sup> station – Fall 2020 5 <sup>th</sup> station – Fall 2022 6 <sup>th</sup> station – Winter 2026
<b>A2. Establish a revenue stabilization plan to manage through varying economic conditions.</b>	2	<ul style="list-style-type: none"> <li>• Research past economic cycles to identify the range of multi-year budgetary impacts during “normal” recessions</li> <li>• Prepare and adopt an Economic Reserve Policy which specifies both an appropriate level of reserve as well as usage guidelines</li> <li>• Use budgeted allocations, year-end general fund excess balance to build to the adopted reserve level by the end of 2023 [Equipment asset sales by policy go to capital equipment fund, Sale of property should go to facility fund]</li> </ul>	Business Services Manager	* Fire Chief * Finance Committee	* Possible consultant required for economic cycle and draft policy research and development * Likely \$1 to \$5 million over subsequent years to implement reserve as specified	
<b>A3. Pursue local and District-wide development fees and Community Facilities District(s) to cover costs resulting from new growth.</b>	1	<ul style="list-style-type: none"> <li>• Solicit and select consulting expertise to lead this project</li> <li>• Research fire and emergency services development fee solutions and CFD’s in other cities and special districts</li> <li>• Convene city and county staff for discussion of potential joint project</li> <li>• Establish Board policy requiring new development of specified size to include development fees or CFD’s for project approval</li> <li>• Identify potential district-wide fee solutions</li> </ul>	Consultant TBD	* Fire Chief * Business Services Manager * New Board Committee	* Estimated consultant cost: \$50,000 * Incorporate fee analysis into pending comprehensive cost allocation and fee study (see comment)	Fee study to consider: * Cost allocation * Permitting and Inspection fees * Impact fees * CFD fees
<b>A4. Partner with local jurisdictions to identify and secure future station sites and needed funding mechanisms which may include both capital and operating contributions.</b>	1	<ul style="list-style-type: none"> <li>• Board adopts preferred future station locations (see Strategy B1)</li> <li>• Submit needed station site locations to local jurisdictions</li> <li>• Identify resource needs for each additional station and incorporate into site acquisition negotiations to the extent possible to do so</li> <li>• Through closed session direction, negotiate site acquisitions as needed</li> </ul>	Fire Chief	* Business Services Manager * District Legal Counsel * Consultant (from A3)	* Additional attorney time for site acquisition negotiations and agreements * Develop communications plan for station siting decisions	
<b>A5. Pursue parcel taxes, assessments and other District-wide revenue alternatives that resolve tax and fee inequities among District residents.</b>	1	<ul style="list-style-type: none"> <li>• Support State or other legislative solutions that increase revenue options</li> <li>• Solicit and select public education and information resource</li> <li>• Solicit and select polling consultant (if not included above)</li> <li>• Develop and implement public education communications program</li> <li>• Conduct baseline and threshold polling to gauge public support for increased services and resources</li> <li>• Conduct resident and opinion leader focus groups</li> </ul>	Fire Chief	* Full Board or new Board Committee * Consultant(s)	Survey work: \$50,000 Consultants: \$50,000 Education and Outreach: \$100,000	Baseline and ongoing public education and polling need to be separate from any possible political campaigns

**Goal B:**

**Reduce response times for emergency services throughout the District.**

*Success Indicators*

1. Response times for existing service areas and development will be maintained or improved with additional stations funding
2. New growth and development stipulate to response time and service level deficiencies
3. Alternative emergency response vehicle transportation routes are established

Strategy	Priority	Implementation Steps	Lead Individual	Team Members	Resources Needed	Comments
<b>B1. Add staffing and/or stations to meet current service level response time standards.</b>	1	<ul style="list-style-type: none"> <li>• Board adopts preferred 5-year station development plan, including                             <ul style="list-style-type: none"> <li>- Preferred station locations</li> <li>- Preferred station development schedule</li> <li>- Projected capital and operating costs</li> <li>- Anticipated service level and response time improvements</li> </ul> </li> <li>• Further action held pending approval of required funding</li> </ul>	Fire Chief	* Battalion Chief(s) * Business Services Manager	Planning work largely complete and being scheduled for Board consideration this Spring	For each new station: Capital Costs - \$10 m Operating Costs - \$3-4 m
<b>B2. Temporarily expand existing stations with additional units during the construction of new stations to accelerate improved response times.</b>	2	<ul style="list-style-type: none"> <li>• Identify capacity of existing stations for temporary increased staffing</li> <li>• Develop staffing and facility improvement plans for selected stations</li> <li>• Incorporate proposed improvements into station development plan above</li> <li>• Further action held pending approval of required funding</li> </ul>	Fire Chief	* Battalion Chief(s) * Business Services Manager	Planning work would be absorbed by staff	This strategy would accelerate some of the Capital and most of the Operating Costs identified in B1 above
<b>B3. Discourage rapid growth that may further exacerbate response times and service levels.</b>	1	<ul style="list-style-type: none"> <li>• Research other special district approaches to growth management</li> <li>• Engage local jurisdictions on challenges related to new development</li> <li>• Assess revenue and service impacts of differing types of development</li> <li>• Adopt Board Policy regarding new development and needed service improvements</li> </ul>	Consultant TBD	* Possible new Board Committee * Fire Chief	Consultant expense reflected under strategy A3 above	
<b>B4. Work with City and County staff to improve the transportation network and emergency access, including the enforcement of existing traffic laws.</b>	1	<ul style="list-style-type: none"> <li>• Review city and county transportation improvement plans for impact on emergency access and response</li> <li>• Identify potential transportation network trouble spot improvements</li> <li>• Engage local jurisdictions on potential trouble spot improvements</li> </ul>	Battalion Chief	* Fire Chief	Land use consultant previously presented under strategy A3	

**Goal C:**  
**Maintain a high-performing workforce.**

*Success Indicators*

1. Routine firefighter training provided within the District
2. Workers’ compensation claims and disability claims, costs and staffing impacts decline each year
3. Overtime staffing for essential shift coverage is below 15% per year
4. All vacant positions are filled upon first recruitment
5. No post-probation firefighting professional voluntarily leaves for another agency

Strategy	Priority	Implementation Steps	Lead Individual	Team Members	Resources Needed	Comments
<b>C1. Obtain facilities to support a comprehensive training program.</b>	1	<ul style="list-style-type: none"> <li>• Develop facility and staffing budgets for the proposed training site</li> <li>• Consider new training facility budget for FY 2019-20</li> <li>• Obtain Board Closed Session direction on lease acquisition of potential training site, allowing for public comment as appropriate</li> </ul>	Battalion Chief	<ul style="list-style-type: none"> <li>* Fire Chief</li> <li>* Business Services Manager</li> </ul>	Training Facility: Capital Costs - \$800,000 Operating Costs - \$500,000 (see comment)	Might be possible to delay staffing needs until new funding is available
<b>C2. Create and implement professional development and succession plans for pending retirements in the District</b>	1	<ul style="list-style-type: none"> <li>• Assess normal retirement age eligibility for all current staff</li> <li>• Annually interview staff within 5 years of normal retirement eligibility for indications of their current employment and retirement plans</li> <li>• Annually consider one-time funding for “pre-hire” replacement staffing needed during the next fiscal year</li> <li>• Expand the annual performance evaluation process to include development, submission, review and approval of professional development plans by each employee</li> <li>• Prepare and provide internal training opportunities for competitive appointments for all promotional opportunities</li> </ul>	Fire Chief	<ul style="list-style-type: none"> <li>* Business Services Manager</li> <li>* International Association of Fire Firefighters (IAFF) Local 1230</li> </ul>	Ongoing implementation work distributed across all personnel	“Pre-hire” costs are \$250,000 per position, funded as a one-time addition to the operating budget
<b>C3. Maximize employee retention by improving compensation and benefits as can be afforded by the District.</b>	2	<ul style="list-style-type: none"> <li>• Conduct a biennial salary and compensation survey with those agencies most directly competing with the District for professional firefighters</li> <li>• Survey and research the reasons why prospective employees select different agencies or existing employees leave</li> <li>• Negotiate compensation and benefit improvements as possible</li> </ul>	Fire Chief	<ul style="list-style-type: none"> <li>* Business Services Manager</li> <li>* IAFF Local 1230</li> <li>* Legal Counsel</li> </ul>	Costs for biennial salary and compensation survey	
<b>C4. Implement employee health and wellness programs and support.</b>	3	<ul style="list-style-type: none"> <li>• Track and report quarterly on District overtime and sick time utilization and workers’ compensation and disability claims</li> <li>• Provide health and fitness training facilities, support and incentives</li> <li>• Provide stress management and reduction support resources, including participation in regionally-provided resources and program oversight</li> <li>• Pursue grant funding for District employee health and wellness programs</li> </ul>	Business Services Manager	<ul style="list-style-type: none"> <li>* Fire Chief</li> <li>* Battalion Chiefs</li> </ul>	Increased programs and incentives would likely cost less than \$100K per year	Fire Chief currently chairs regional support services coordinating network

**Goal D:**

**Modernize stations, apparatus, and equipment.**

*Success Indicators*

1. Equipment/Facilities Reserve adequately funded by 2023
2. Increased grant applications submitted, and funding received by 2023

Strategy	Priority	Implementation Steps	Lead Individual	Team Members	Resources Needed	Comments
<b>D1. Pursue available one-time grants for equipment and facilities improvements.</b>	1	<ul style="list-style-type: none"> <li>• Obtain monthly reports from Sacramento grants and lobbyist support</li> <li>• Increased professional and legislative outreach</li> </ul>	Consultant	<ul style="list-style-type: none"> <li>* Fire Chief</li> <li>* Business Services Manager</li> </ul>	Already budgeted: <ul style="list-style-type: none"> <li>* Lobbyist: \$60K/year</li> <li>* Travel: \$10K/year</li> <li>* Memberships: \$5K/year</li> </ul>	
<b>D2. Establish and implement existing station and equipment budgets and reserves to fund future major maintenance and replacement needs.</b>	1	<ul style="list-style-type: none"> <li>• Complete pending asset study</li> <li>• Establish depreciation funding for all capital assets (facilities and equipment)</li> <li>• Identify unfunded facility and maintenance equipment reserve needs</li> <li>• Develop a multi-year plan to fully fund the equipment/facilities reserve using budgeted allocations or year-end fund balance</li> <li>• Consider the sale of excess assets to fund the facility and equipment reserve</li> </ul>	Business Services Manager	<ul style="list-style-type: none"> <li>* Finance Committee</li> <li>* Fire Chief</li> <li>* Consultant</li> </ul>	Operating costs will increase with required coverage of future replacement costs contributions	Consider public information needs

**Goal E:**

**Develop a community risk reduction program.**

*Success Indicators*

1. Plan review and inspection program is fully cost-recovery within two years
2. Plan reviews and inspections meet legal requirements and processing times set by partner agencies
3. Community awareness and engagement on home and workplace safety increases as measured through surveys and metrics
4. CERT partnership agreements established and maintained with one additional agency or association each year

Strategy	Priority	Implementation Steps	Lead Individual	Team Members	Resources Needed	Comments
<b>E1. Define and implement a cost-effective plan review and inspection program to reduce current and future emergency needs.</b>	1	<ul style="list-style-type: none"> <li>• Interim service delivery provides transition support</li> <li>• Prepare comprehensive fee study for Board review and action</li> <li>• Prepare staffing model for inhouse services delivery and implement pending Board approval</li> <li>• Identify best practices in special district permitting/inspection programs</li> </ul>	Fire Marshall	<ul style="list-style-type: none"> <li>* Fire Chief</li> <li>* Business Services Manager</li> </ul>	Up to \$2 million is anticipated in startup costs over the first 2 years	
<b>E2. Increase communications to engage and educate the public about emergency response and preparedness for home and workplace safety.</b>	2	<ul style="list-style-type: none"> <li>• Develop and execute baseline survey on public emergency response awareness and preparedness</li> <li>• Identify annual communication priority focus areas</li> <li>• Develop public education program based on priority focus areas</li> <li>• Survey at least every other year on increased public emergency response awareness and preparedness</li> </ul>	Fire Marshall	<ul style="list-style-type: none"> <li>* Fire Chief</li> <li>* Consultants</li> <li>* New Board Committee</li> </ul>	Initial baseline survey and marketing in Strategy A5; subsequent surveys and marketing at \$100K/year	
<b>E3. Support and encourage the development of a Community Emergency Response Team (CERT) program for improved community-based self-help during a natural disaster.</b>	3	<ul style="list-style-type: none"> <li>• Identify status of independent CERT programs already operating within the District and possible collaborations</li> <li>• Research other fire district approaches to decentralized CERT programs</li> <li>• Develop agreement template for possible partnerships with other agencies and organizations</li> <li>• Solicit increased participation throughout the District</li> </ul>	Fire Marshall	<ul style="list-style-type: none"> <li>* Fire Chief</li> <li>* New Board Committee</li> </ul>	Limited direct costs through 2023 but increasing staff time as resources are available	