



## Alameda County Fire Department

6363 Clark Avenue • Dublin, CA 94568

Tel (925) 833-3473 • (510) 632-3473 • Fax (925) 875-9387

[www.acgov.org/fire](http://www.acgov.org/fire)

DAVID A. ROCHA  
Fire Chief

**AGENDA** \_\_\_\_ July 28, 2020

**SERVING:**

City of Dublin

City of Emeryville

City of Newark

City of San Leandro

City of Union City

Lawrence Berkeley  
National Laboratory

Lawrence Livermore  
National Laboratory

Unincorporated Areas  
of Alameda County

Alameda County  
Regional Emergency  
Communications Center  
"Accredited Center  
of Excellence"

July 16, 2020

The Honorable Board of Directors  
County Administration Building  
1221 Oak Street  
Oakland, California 94612

**SUBJECT: ALAMEDA COUNTY FIRE DEPARTMENT FIRE SAFETY BOND**

Dear Directors:

**RECOMMENDATION:**

**A. Adopt a Resolution:**

- i. Authorizing the Alameda County Fire Department ("District") to place a measure seeking approval of General Obligation Bonds in an amount not-to-exceed \$90 million on the November 3, 2020 ballot for fire station replacements, upgrades and improvements; and
- ii. Delegating authority to the Fire Chief to take the actions outlined in the Resolution to finalize the ballot measure materials, subject to review and approval as to form by County Counsel;

**B. Direct the Fire Chief to request the Alameda County Board of Supervisors consolidate a Bond Election with the November 3, 2020 General Election;**

**C. Approve the Alameda County Fire Department Fire Safety Bond Program as a general guide for the use of the proceeds of the General Obligation Bond; and**

**D. Direct the Fire Chief to work with the County Administrator's Office on the related debt financing.**

**SUMMARY/DISCUSSION:**

Adoption of the attached Resolution will authorize the Alameda County Fire Department (“District”) to place a measure seeking approval of general obligation bonds for fire stations replacements, upgrades and improvements on the November 3, 2020 ballot (“Fire Station Bond”). Attached as exhibits to the Resolution are the proposed full Ballot Measure, Abbreviated Measure and Tax Rate Statement. Additionally, the ACFD Fire Safety Bond Program is attached as Exhibit D to this Board Letter.

Unincorporated community residents rely on the medical emergency lifesaving services, fast 911 response, wildfire protection and disaster response services the District provides. The District must upgrade and properly maintain its fire stations and facilities, which house essential 911 emergency medical response and wildfire prevention programs, among other services. Unpredictable wildfires have hit California hard. The District facilities and fire stations should be fully prepared for these natural disasters and for local 911 calls for medical emergencies such as heart attacks, strokes, and car accidents. A proposed Fire Safety Bond Measure, if enacted, would maintain, replace and upgrade fire stations and facilities specifically in unincorporated communities served by the District. By law, ALL funds are legally required to be spent as specified by the bond measure for these District needs – NO money can be spent on salaries, benefits, or pensions of Alameda County Fire Department employees.

If enacted, the Fire Safety Bond would cost an estimated 1.6 cents per \$100 of assessed—not market—valuation, raising approximately \$5,200,000 annually for approximately 31 years for locally-controlled funding specifically for District fire stations and facilities that enable the deployment of essential safety services in unincorporated communities. By law, this money is also not subject to seizure by Sacramento or other government agencies and is required to stay in our unincorporated communities for the fire safety infrastructure needs approved by local voters.

This Fire Safety Bond measure was developed following extensive community input. Two separate, statistically valid professional community surveys were conducted by EMC Research, an Alameda County-based opinion research firm. A Benchmark Survey was conducted from November 8-13, 2019 and a Snapshot Survey was conducted from November 21st -24th, 2019.

Over 1,000 respondents provided input in both of these studies. Following the District’s extensive review of this input, the bond cost was lowered to an amount preferred by over two-thirds of respondents. Community priorities identified by respondents included:

- ✓ Providing emergency life-saving medical devices
- ✓ Improving emergency communications systems
- ✓ Enhancing wildfire protection services
- ✓ Strong fiscal accountability and all bond infrastructure funds to be spent/controlled locally

On December 5, 2019, the Board authorized the District to place the Fire Bond Measure, which was ultimately assigned Measure D by the Registrar of Voters, on the March 3, 2020 ballot. While

a clear majority the community supported ACFD's Measure D, it fell a fraction of a percent short of the 2/3's requirement threshold. Measure D's 66.37% was .29% under the necessary threshold which is the equivalent of approximately 91 votes of the 31,923 votes cast.

Following the March primary, staff and consultants completed an in-depth analysis of the election results. Post-primary research indicated that this downward trend was also evident in a number of other statewide elections, with only 96 of 239 fiscal measures passed. Additionally, among the twenty-six Special District measures requiring a two-thirds vote, only 3 passed. Main factors contributing to this statewide trend were a more fiscally conservative turnout, voter pessimism and economic concerns. The surveys conducted in November of 2019 demonstrated greater viability in November 2020, compared to March 2020 data. The margin of error (MOE) on the November sample was +/- 4.22%. LEG/EMC noted that viability reached a high-water mark of 73% among November 2020 voters—above the MOE, meeting LEG/EMC's criteria for recommendation to proceed in November. For the March 2020 subsample, LEG/EMC noted that "viability starts at 67% with a high water mark of 71%-- which is within the MOE and not adequate for meeting the criteria LEG/EMC use to recommend proceeding." With all these factors in mind, both EMC and the LEG strongly recommend that the ACFD consider re-placing the Fire Bond measure on the November 2020 ballot.

The Resolution materials have been prepared by Bond Counsel in conjunction with County Counsel, with input by the County Administrator's Office and the Alameda County Fire Department. The Tax Rate Statement has been prepared by the Auditor-Controller, with input from the County's Financial Advisor.

Article 13A of the California Constitution requires approval of two-thirds of the qualified electors of the Fire District voting on the issue for the issuance of general obligation bonds. The Fire District consists of the unincorporated areas of Alameda County, excluding the Fairview area.

Currently, the District operates eight fires stations in the unincorporated areas of Ashland, Cherryland, San Lorenzo, Castro Valley and Livermore. The seven fire stations included in this bond program were constructed between 1949-1987, and as a result, require significant rehabilitation and/or replacement efforts in order to provide adequate infrastructure for the District's emergency response operations. To that end, over the last decade, the District and the County conducted several structural studies and financial assessments to explore various options for the capital facilities financing needs. The most recent study (Cumming Project No. 19-01417.00, November 13, 2019) estimated the total fire station capital facilities financing needs at \$103,695,000 with escalation calculated from Q4 2019 until Q1 2027 (total 35.2%) and a 40% soft cost allowance.

**SELECTION CRITERIA AND PROCESS:**

*Following the passage of the Bond Measure, staff will bring detailed fire station projects for approvals and appropriations by your Board. Project selection will be based in part upon the criterion provided in the Alameda County Fire Department Fire Safety Bond Program (EXHIBIT D). Additionally, staff will work with your Board and various stakeholders to convene a bond oversight committee that will provide auditing and oversight of the bond expenditures.*

**FINANCING:**

There is no Net County Cost associated with this action. The costs associated with the issuance of the bonds and specific project delivery will be paid out of the proceeds of the bond. Debt service on the bonds will be paid out of a supplemental ad valorem property tax levy on properties within the boundaries of the Fire District.

**VISION 2026 GOAL:**

Adoption of the Resolution related to the issuance of the bonds meets the 10X goal pathway of **Accessible Infrastructure** in support of our shared visions of **Safe and Livable Communities** and **Thriving and Resilient Population**.

Sincerely,

A handwritten signature in blue ink, appearing to read 'DORCHA', with a long horizontal flourish extending to the right.

David A. Rocha  
Fire Chief

Attachments

**ALAMEDA COUNTY FIRE DEPARTMENT  
RESOLUTION NO. 2020- 304**

**DETERMINING THAT PUBLIC INTEREST AND NECESSITY DEMAND THE  
ISSUANCE OF GENERAL OBLIGATION BONDS FOR THE ACQUISITION OR  
IMPROVEMENT OF REAL PROPERTY TO ENHANCE ESSENTIAL FIRE  
SERVICES AND SUBMITTING TO THE ELECTORATE OF THE FIRE DISTRICT  
A MEASURE TO AUTHORIZE GENERAL OBLIGATION BONDS FOR SUCH  
PROJECTS**

WHEREAS, inadequate funding has forced the Alameda County Fire Department to close some of its fire station locations, particularly in unincorporated communities; and

WHEREAS, residents of unincorporated communities rely on the medical emergency lifesaving services, fast 911 response, wildfire protection and disaster response services provided by the equipment and firefighters housed within Alameda County Fire Department fire stations and facilities; and

WHEREAS, the Alameda County Fire Department must upgrade and properly maintain existing fire stations in unincorporated areas to meet current day facility needs; and

WHEREAS, the Alameda County Fire Department fire stations and facilities must continue to be prepared for unpredictable wildfires and fire risks by having stations and facilities that allow for rapid response to the thousands of acres of open space that abut our communities with adequate space to function as local resource centers in the event of a disaster; and

WHEREAS, Alameda County Fire Department stations and facilities house firefighters and life-saving equipment, and need to be designed, constructed and improved to allow for optimal and quick deployment of these life-saving resources to ensure efficiency when responding to local 911 calls for medical emergencies such as heart attacks, strokes, and car accidents, fires and other life-safety events; and

WHEREAS, the proposed Fire Safety Bond Measure was developed following extensive community input; and

WHEREAS, by law all funds from the proposed Fire Safety Bond Measure are required to be spent only for the acquisition, upgrade, and maintenance of fire stations, facilities and real property in the unincorporated communities, and none of the money can be spent on salaries, benefits, or pensions or other purposes; and

WHEREAS, all money generated is legally required to stay local for the acquisition, upgrade, and maintenance of fire stations, facilities and real property in the unincorporated communities within the district served by the Alameda County Fire Department, and none of the money can be seized by Sacramento or other government agencies; and

WHEREAS, in the judgment of the Board of Directors ("Board") of the Alameda County Fire Department ("District"), it is advisable to call an election to submit to the electors of the District the question of whether general obligation bonds of the District (the "Bonds") shall be issued and sold for the purpose of raising money for the acquisition or improvement of real property to enhance essential fire services (as further described below and in Exhibit A, the "Projects"); and

WHEREAS, the District is a fire protection district duly organized and existing under Section 12800 *et seq.* of the California Health and Safety Code (the "Fire Protection District Act"); and

WHEREAS, by a vote of not less than two-thirds of the voters of the District voting in favor upon a proposition incurring such indebtedness, the District is authorized to issue general obligation bonds pursuant to Section 13925 *et seq.* of the Fire Protection District Act and Article 4.5, commencing with Section 53506 of Chapter 3 of Part 1 of Division 2 of Title 5 of the California Government Code (collectively, together with other applicable state law, the "Bond Law"); and

WHEREAS, pursuant to the Bond Law, the District intends to issue the Bonds to finance the Projects, generally including (i) facilities that support emergency lifesaving medical services, reduce 911 response times and enhance wildfire protection services, (ii) replacing/upgrading outdated stations, and (iii) retrofitting fire facilities for earthquake safety; and

WHEREAS, net proceeds from the sale of the Bonds will be used to finance the Projects, and all expenditures will be subject to annual independent audits and oversight; and

WHEREAS, no proceeds of the sale of the Bonds shall be expended for salaries, pensions or benefits of Alameda County Fire Department employees; and

WHEREAS, pursuant to Section 10403 *et seq.* of the California Elections Code, it is appropriate for the Board to request the County of Alameda Board of Supervisors to consolidate the election for the Bonds with any and all other elections to be held in the District on Tuesday, November 3, 2020, and to request the Alameda County Registrar of Voters (the "County Registrar") to perform certain election services for the District.

NOW, THEREFORE, THE BOARD OF DIRECTORS OF THE ALAMEDA COUNTY FIRE DEPARTMENT DOES HEREBY RESOLVE, DETERMINE AND ORDER AS FOLLOWS:

Section 1. The Board finds that public interest and necessity demand the acquisition, construction and completion of the Projects and the Board has decided to issue the Bonds to finance the cost thereof, subject to completion of the proceedings required by the Bond Law.

Section 2. The Board hereby calls an election and submits to the electors of the District the question of whether the Bonds in an aggregate principal amount not to exceed \$90,000,000 shall be issued and sold in one or more series for the purpose of financing the Projects described in Exhibit A attached hereto and incorporated herein by reference, and paying costs and expenses incident thereto, as set forth more fully in the ballot proposition approved pursuant to Section 4 hereof. The aggregate principal amount of the Bonds shall not exceed 10% of the assessed value of all taxable property within the District. This Resolution constitutes the order of the District to call such election.

Section 3. The date of the election shall be November 3, 2020, and the election shall be held solely within the boundaries of the District.

Section 4. The purpose of the election shall be for the voters in the District to vote on a bond measure, substantially in the form attached hereto as Exhibit A. As required by Section 13247 of the Elections Code, the abbreviated form of the measure to appear on the ballot is attached hereto as Exhibit B. The Fire Chief of the Alameda County Fire Department (the "Fire

Chief") or his designee is hereby authorized and directed to make any changes to the text of the proposition as required to conform to any requirements of the County Registrar.

Section 5. The Board hereby certifies that the maximum term of each series of the Bonds shall not exceed 30 years and the maximum rate of interest on the Bonds shall not exceed 12% per annum, which interest rate does not exceed the maximum rate permitted by applicable law. The Bonds shall be payable from and secured by ad valorem taxes levied and collected in the manner prescribed by the laws of the State of California, all equally and ratably secured, without priority, by the taxing power of the District, if two-thirds of all qualified voters voting on the measure vote in favor thereof.

Section 6. The County Registrar is hereby requested to give notice of the election in the Inter City Express as required by the Bond Law and the California Election Code.

Section 7. The Tax Rate Statement as signed by the Auditor-Controller and attached hereto as Exhibit C is hereby approved, and the Fire Chief is hereby authorized and directed to deliver such Tax Rate Statement to the County Registrar.

Section 8. The expenditure of Bond proceeds for the financing of the Projects shall be subject to strict financial accountability requirements, including an annual independent financial audit to ensure that Bond proceeds are expended to finance the Projects as authorized by the voters. The District will have an annual report prepared describing the funds expended and the projects authorized. The Board shall establish and appoint a citizens' oversight committee (the "Oversight Committee"). The Oversight Committee shall annually review the expenditure of the proceeds of the bonds for the prior year and shall report to the Board whether the proceeds of the bonds were spent in accordance with the purposes set forth in the ballot measure.

Section 9. No Bond proceeds shall be expended for salaries, pensions or benefits of Alameda County Fire Department employees.

Section 10. The County Registrar is hereby requested to consolidate the election ordered hereby with any and all other elections to be held on November 3, 2020 within the District. The Board acknowledges that such consolidated election will be held and conducted in the manner prescribed in Section 10418 of the Elections Code.

Section 11. The members of the Board and the Fire Chief (each, an "Authorized Representative") are hereby individually authorized, but not directed, to act as an author of a ballot argument prepared in connection with the election, including a rebuttal argument.

Section 12. Each Authorized Representative and their respective designees are hereby authorized and directed, individually or two or more of them collectively, to do any and all things and to execute, deliver, and perform any and all agreements and documents that they deem necessary or advisable in order to effectuate the purposes of this Resolution, including but not limited to such changes to the Exhibits hereto which may be necessarily or desirable to correct or finalize such Exhibits. All actions heretofore taken by the officers and agents of the District that are in conformity with the purposes and intent of this Resolution are hereby ratified, confirmed, and approved in all respects.

Section 13. The District declares its official intent to reimburse prior expenditures of the District or the County incurred prior to the issuance and sale of the Bonds in connection with the Projects or portions thereof to be financed by the Bonds. The Board declares the District's intent

to reimburse the District or the County with the proceeds of the Bonds for the expenditures with respect to the Projects ("Expenditures") made on and after that date that is no more than 60 days prior to adoption of this Resolution. The District reasonably expects on the date of adoption of this Resolution that it will reimburse the Expenditures with the proceeds of the Bonds.

Section 14. The identification of the Projects herein and as set forth in Exhibit A and Exhibit B hereto shall not be interpreted as and does not constitute an official approval of any listed project for the California Environmental Quality Act or any other purpose. Furthermore, the listing of facilities in the description of the Project does not imply any particular prioritization among such facilities, which is to be determined by the Board.

Section 15. This Resolution shall take effect immediately upon its passage.

PASSED AND ADOPTED this 28<sup>th</sup> day of July, 2020, by the following vote:

AYES: Supervisors Carson, Chan, Haggerty, Miley & President Valle

NOES: None

ABSTENTIONS: None

ABSENT: None



RICHARD VALLE, BOARD PRESIDENT

ATTEST:

ANIKA CAMPBELL-BELTON  
CLERK OF THE BOARD

  
Secretary

APPROVED AS TO FORM:

DONNA R. ZIEGLER, COUNTY COUNSEL

By: 

Andrea L. Weddle  
Chief Assistant County Counsel



## **EXHIBIT A**

The County Registrar is requested to print the full text of the Measure set forth below in the voter information pamphlet to be distributed to voters:

\*\*\*\*\*

MEASURE TO BE SUBMITTED TO THE VOTERS AUTHORIZING THE ALAMEDA COUNTY FIRE DEPARTMENT TO ISSUE GENERAL OBLIGATION BONDS TO FINANCE THE ACQUISITION OR IMPROVEMENT OF REAL PROPERTY TO ENHANCE ESSENTIAL FIRE SERVICES

### **SECTION 1. Findings**

**WHEREAS**, in the judgment of the Board of Directors (the "Board") of the Alameda County Fire Department (the "District"), it is advisable to improve and enhance essential fire services to the community by issuing general obligation bonds that will finance the acquisition and improvement of real property, including (i) facilities that support emergency lifesaving medical services, reduce 911 response times and enhance wildfire protection services, (ii) replacing/repairing outdated stations, and (iii) retrofitting fire facilities for earthquake safety (collectively, the "Projects"); and

**WHEREAS**, the Board intends to issue general obligation bonds to finance the Projects and to fund certain costs in connection with the issuance of such general obligation bonds;

### **SECTION 2. Object and Purpose of Bonds**

This measure (the "Measure") authorizes the issuance of general obligation bonds (the "Bonds"), the object and purpose of which is to finance the Projects and certain costs in connection with the issuance of the Bonds.

The Projects will be completed as needed, and each is assumed to include its share of costs, including planning and construction costs. The final cost of each Project will be determined as real property is purchased, plans are finalized, construction bids are awarded, or projects are completed.

Proceeds of the Bonds may be used to reimburse the District and the County of Alameda for amounts advanced from the general fund or other funds or accounts to fund Projects when such purchases are made prior to the availability of Bond proceeds.

### **SECTION 3. Estimated Cost of Projects**

The estimated cost of the portion of the costs of the Projects to be paid for from the Bonds is \$90,000,000. The estimated cost includes legal and other fees and the cost of printing the Bonds and other costs and expenses incidental to or connected with the authorization, issuance or sale of the Bonds. The cost of the Projects includes planning and construction costs.

### **SECTION 4. Principal Amount of Bonds**

The aggregate principal amount of Bonds to be issued in or more series is not to exceed \$90,000,000.

## **SECTION 5. Maximum Interest Rate**

The maximum rate of interest to be paid on the Bonds shall not exceed 12% per annum, which interest rate does not exceed the maximum rate permitted by applicable law.

## **SECTION 6. Accountability Requirements**

The following accountability measures apply to the issuance of Bonds pursuant to this Measure:

- (a) The specific purpose of the Bonds is to finance the Projects; and
- (b) The proceeds from the sale of the Bonds will be used only for the purposes specified in this Measure, and not for any other purpose; and
- (c) The proceeds of the Bonds will be deposited into an account to be created and held by the District; and
- (d) The Fire Chief of the District shall file an annual report with the Board which report shall contain pertinent information regarding the amount of funds collected and expended, as well as the status of the Projects; and
- (e) All expenditures will be subject to oversight by an independent oversight committee, composed of individuals appointed by the Board, to confirm that Bond expenditures are consistent with the intent of this Measure; and
- (f) All expenditures also will be subject to an annual independent financial audit to confirm that Bond expenditures are consistent with the intent of this Measure.

## **SECTION 7. Identification of Tax; Use of Revenue**

The tax imposed by this Measure is an ad valorem tax levied upon taxable real property in the District. The tax will be used to pay the principal and interest on the Bonds.

**EXHIBIT B**

**ABBREVIATED MEASURE**

The County Registrar is requested to cause the exact wording of the following abbreviation of the Measure to appear on the ballot:

**MEASURE ☐**

**Alameda County Fire Department Fire Safety Bond.** Shall the measure authorizing the Alameda County Fire Department to issue \$90,000,000 in general obligation bonds to repair / replace outdated stations, thereby maintaining services in unincorporated communities (including medical emergency lifesaving services, fast 911 response, wildfire protection and disaster response) in an estimated levy of 1.6 cents per \$100 assessed value, raising on average \$5,200,000 annually for approximately 31 years, with oversight and audits, and no funds for salaries, benefits or pensions be adopted?

**EXHIBIT C**

**TAX RATE STATEMENT**

## Tax Rate Statement

An election will be held in the Alameda County Fire Department (the "District") on November 3, 2020, to authorize the sale of up to \$90 million in bonds of the District to finance the acquisition and improvement of essential fire service facilities as described in the measure. If the bonds are approved, the District expects to sell the bonds in one or more series. Principal and interest on the bonds will be payable from the proceeds of tax levies made upon the taxable property in the District. The information regarding tax rates is provided to comply with Section 9401 of the Elections Code of the State of California. This information is based upon assessed valuations presently available from official sources, and the best estimates and projections based upon experience within the District and other demonstrable factors.

Based upon the foregoing and projections of the assessed valuations of taxable property in the District, and assuming the entire debt service, including principal and interest on the bonds, will be paid through property taxation:

**Average Annual Tax Rate:** The best estimate from official sources of the average annual tax rate that would be required to be levied to fund the bonds over the entire duration of the bond debt service, based on assessed valuations available at the time of the election or a projection based on experience within the same jurisdiction or other demonstrable factors is \$0.0157 per \$100 of assessed valuation (\$15.70 per \$100,000) of all property to be taxed. The best estimate of the final fiscal year in which the tax is anticipated to be collected is 2051/2052.

**Highest Tax Rate:** The best estimate from official sources of the highest tax rate that would be required to be levied to fund the bonds, and an estimate of the year in which that rate will apply, based on assessed valuations available at the time of the election or a projection based on experience within the same jurisdiction or other demonstrable factors is \$0.0160 per \$100 of assessed valuation (\$16.00 per \$100,000) of all property to be taxed in 2021/2022.

**Total Debt Service:** The best estimate from official sources of the total debt service, including the principal and interest, that would be required to be repaid if all the bonds are issued and sold is \$160,471,000.

The attention of all voters is directed to the fact that the foregoing information is based upon projections and estimates only. The actual tax rates and the years in which they will apply may vary from those presently estimated due to the timing of bond sales, the amount of bonds sold, the market interest rates at the time of the sales, and the actual assessed valuations over the term of repayment of the bonds. The date of sale and the amount of bonds sold at any given time will be determined by the District based on its need for construction funding as well as other factors. The actual interest rates at which the bonds will be sold will depend on bond market conditions at the time of sale. Actual assessed valuations at future dates will depend upon the amount and value of taxable property within the District as determined by the County Assessor in the County of Alameda in the annual assessment and the equalization process. Accordingly, the actual tax rate and the years in which such rates are applicable may vary from those presently estimated above.

Dated: July 31, 2020



Melissa Wilk  
Auditor-Controller  
County of Alameda

## **EXHIBIT D**



# **ALAMEDA COUNTY FIRE DEPARTMENT FIRE SAFETY BOND PROGRAM**

The Alameda County Fire Department (“ACFD”), a dependent fire district formed under the Fire Protection District Law of 1987 (Health and Safety Code Sections 13801 et seq.) and governed by the Board of Supervisors of the County of Alameda as its Board of Directors, is proposing a \$90,000,000 million Fire Safety Bond for the November 3, 2020 ballot to fund the replacement, strengthening and improvement of substandard, aging fire stations. By law, ALL funds are legally required to be spent as specified to local taxpayers for the fire safety infrastructure needs – NO money can be spent on salaries, benefits or pensions of Alameda County Fire Department employees. This money is also not subject to seizure by Sacramento or other government agencies and is required to stay in our unincorporated communities for the fire safety infrastructure needs approved by local voters.

Unincorporated community residents are reliant on the medical emergency lifesaving services, fast 911 response, wildfire protection and disaster response services the ACFD provides. These infrastructure improvements will increase ACFD’s capacity to quickly respond to fires, provide lifesaving emergency medical services, reduce 911 response times and enhance wildfire protection through seismic upgrades and essential improvements to critical infrastructure. The proposed improvements will also enhance ACFD’s ability to provide essential services to protect the community in an emergency and recover from disaster. Unpredictable wildfires have hit California hard. Locally, the ACFD facilities and fire stations should be fully prepared for these natural disasters and local 911 calls are for medical emergencies such as heart attacks, strokes, and car accidents.

The ACFD must upgrade, replace and properly maintain its fire stations and facilities, which house essential 911 emergency medical response and wildfire prevention programs, among other services to keep unincorporated communities safe. The ACFD is pleased to present a proposal that reflects the public’s views in designing a Fire Safety measure to meet 911 needs not just now, but well into the future.

## **BACKGROUND**

The ACFD provides fire and emergency services to all unincorporated communities in Alameda County except Fairview. The cities of Dublin, Emeryville, Newark, San Leandro and Union City along with the Berkeley, Livermore and Sandia National Laboratories have chosen to contract with the ACFD to enhance their emergency services in a more effective and efficient way.

The ACFD operates 29 fire stations with 26 engines, seven ladder trucks, a heavy rescue and four battalion chiefs working continuously to protect our 394,000 residents over a 508 square mile area. The ACFD's dispatch center provides fire and EMS dispatch services to the cities of Alameda, Fremont, Livermore, and Pleasanton; Camp Parks; and Alameda County's 911 ambulance provider Falck Northern California. The dispatch center also provides emergency medical dispatch only to Albany, Berkeley, Hayward and Piedmont.

Of the 29 fire stations operated by the ACFD, eight are within the unincorporated areas of Ashland, Castro Valley, Cherryland, San Lorenzo and Livermore. Of those stations, seven are owned and one is leased. A proposed Fire Safety Bond Measure, if enacted, would maintain, replace upgrade some fire stations and facilities specifically in unincorporated communities served by the Alameda County Fire Department.

In 1998, the ACFD performed a structural engineering study to determine if fire stations in the unincorporated areas, which were originally constructed from 1949-1987, could be upgraded to meet the structural requirements of an "essential services facility." The study determined that most could be upgraded to perform "adequately," with the exception of Station 22 (San Lorenzo) and Station 23 (Cherryland), which were deemed economically unfeasible for structural upgrade.

In consideration that "Retrofitting these structures is considered a too costly solution," in 2000 the ACFD worked to determine the size, program and configurations of new prototype stations that could replace the existing stations. Based upon fire station planning standards at the time, ACFD's current and projected use, as well as observed existing physical and structural conditions, the initial study recommended that state-of-the-art fire stations should range from approximately 8,200 square feet for a single company station to 11,600 square feet for a double apparatus company with Battalion Chief quarters or space for an ambulance.

In 2003-2009, the ACFD retained a cost estimator to provide budgets to replace Stations 6 (Cull Canyon, Castro Valley), 7 (Palomares Hills, Castro Valley), 8 (Livermore), 22 (San Lorenzo), 23 (Cherryland), 24 (Ashland), 25 (San Miguel, Castro Valley) and 26 (Lake Chabot, Castro Valley). These costs, and the associated projected disposition of each station, were included in the County of Alameda Capital Improvement Plan Category 5, New Construction, Purchase or Leases, as unfunded, future or potential projects.

In 2011, the County proceeded with the approval of replacement of Station 23 (Cherryland) to include a health care portal or clinic. In 2014-15, the project design was completed, approved and construction contract awarded. The 11,800 square foot station project was completed in 2017 for a total project cost of \$12,162,190.

In 2015, the long-term planning for the ACFD facilities continued and was advanced as anticipated in the County of Alameda Capital Improvement Program. In a collaborative effort with the County General Services Agency (GSA) professional staff and expert consulting

architects, the ACFD funded a programming and feasibility study as a detailed update to the County's earlier work. The purpose of the study was to update and refresh the earlier studies for current reference in the Capital Improvement Plan for the remaining seven essential and critical fire stations in the unincorporated area.

County GSA retained the prequalified firms of Shah Kawasaki Architects, Noll & Tam and KTA Architects to perform a study to evaluate Stations 6, 7, 8, 22, 24, 25 and 26. The study took into account the base data from past studies, developed criteria for evaluation of stations based on industry standard functional and space requirements for fire stations, assessed site criteria for long-term use and development of new or repurposed stations, and extrapolated costs for future projects based on both baseline metrics for fire stations, regional market bid data, industry standard rates of escalation, site costs and other data.

The results of this study culminated in the ACFD Programming and Feasibility Report developed in February 2016 and revised and updated in August 2018. The report is intended as an update of earlier assessments in the Alameda County Capital Improvement Plan and a current reference for strategic and potential long-term capital improvement planning for the maintenance, use, replacement and repair/update of ACFD facilities.

The findings propose the repairing, updating and replacement of each station on the merits of site, apparatus and support, function and usage, accessibility, gender accommodation and structural reliability. Based on the team's assessment, Stations 8, 22 and 26 have the greatest need for replacement followed by Stations 6, 7 and 25 with repairing/updating possible for Station 24.

At the request of County GSA on November 13, 2019, Cumming, a project and cost management consulting firm, issued a revised project cost estimate. Cumming's estimates were based on escalation of cost between 2019 to 2027. The long-range master plan (Cumming Project No. 19-01417.00) estimated the cost for the strengthening and improvement of substandard aging fire stations and replacement of an outdated training facility at \$134,215,000 million with \$30,520,000 million assigned to the training facility. The fire station cost was identified as \$103,695,000, which is the focus of this program.



## **ASSESSMENT CRITERIA**

The assessment criteria utilized by the architectural firms for the fire stations included evaluations of the following components: *(more comprehensive descriptions may be found in the Programming and Feasibility Report, revised August 20, 2018)*

**Site Location:** Fire stations are located in order for firefighters and apparatus to reach all portions of their service within the time parameters established by the ACFD (ACFD Standards of Coverage, 2017, Citygate & Associates).

**Site Size:** The site should be sufficient size to accommodate the programming. Generally speaking, the number of companies and/or firefighters.

**Egress / Ingress Safety:** Access to and from the station by apparatus is safely accomplished. There are limited hazards. There are sufficient visual site lines and distances for fire personnel and the public (pedestrian and vehicle) to see each other and respond accordingly.

**Aprons:** The concrete paved area is required between the apparatus bay doors and the street to provide for safe egress as well as daily inspection of equipment.

**Parking:** The visitor parking should include at least one accessible space plus two or more additional spaces. Fire personnel parking should be separated ideally in a secure area and adequate for shift personnel exchange.

**Vehicular Cleaning Area:** A cleaning area for fire apparatus should be dedicated on the site with consideration for the storm water system.

**Generator:** Per the Essential Services Act, a fire station should remain operational to the degree practical after a major disaster. Typically, 72-96 hours.

**Other Site Requirements:** Other site requirements include space for electrical transformers, generators, trash enclosures, and fueling station.

**Apparatus Bays:** The apparatus bays type and configuration are dependent on-site conditions, however double deep drive-through bays are generally considered ideal as they allow space for spare vehicle storage and circulation. Apparatus exhaust and good general ventilation are required.

**Shop:** Area required for the maintenance of equipment.

**Self-Contained Breathing Apparatus Room (SCBA):** Clean room for servicing, filling, storing SCBA tanks and masks.

**General Storage:** General storage consistent with industrial use and firefighting equipment.

**Personal Protective Equipment (PPE) Storage:** Well ventilated room with lockers for the storage of PPE that are not subject to direct sunlight.

**PPE Cleaning Station:** A dedicated area with stainless steel sink near the apparatus bay with extractor (washer) and drip-dry area.

**Medical Cleaning Station:** A dedicated area adjacent to, or within the apparatus bay, not shared, for the cleaning and disinfecting of medical equipment.

**Lobby:** A small secure area or semi-secure area with adjacent accessible public restroom.

**Offices:** A general office space used for report writing, study and communications.

**Day Room and Dining:** Ideally the rooms should be a “great room” configuration contiguous with each other and the kitchen. This provides for flexible usage and promotes camaraderie.

**Kitchen:** The kitchen and its appliances should be sized for the number of firefighters it serves.

**Dormitory Rooms:** Each crew member should be afforded privacy, the opportunity for a good night sleep and small study desk. Consideration should be given to shift staffing in a disaster.

**Lockers:** A 24” inch wide locker is required for each crew member plus additional space for those on temporary assignment.

**Bathrooms and Restrooms:** Single occupancy bathrooms (toilet, sink & shower) are preferred over multioccupancy bathrooms to provide privacy and flexibility of use by different genders.

**House Cleaning Station:** Consistent with storage of house cleaning or janitorial supplies. The room may be considered a utility room to include sink, washer, dryer and storage.

**Exercise Room:** The space should be of a size and environment that is conducive to usage ideally in proximity to the exterior.

**Information Technology / Telecom:** A separate and secure telecommunications room is desirable.

**Accessibility:** The facility is required to meet ADA for accessibility and use.

**Gender Equality:** The station should not favor one gender over another.

**Structural:** Seismic structural assessment including contemporary Building Codes and Fire Codes by qualified professional.

Based on the Assessment Matrix, the following scoring criteria was utilized:

- 5 complies with all criteria
- 4 complies with most criteria
- 3 complies with approximately half the criteria
- 2 complies with some criteria
- 1 Does not comply

## **FACILITIES**

### **Fire Station 6**

**19780 Cull Canyon Road, Castro Valley, CA 94552**

Built: 1978  
Square Feet: 5,616

Proposed Scope: Replace  
Assessment Matrix: 2.5  
**Priority Order: 8**



This fire station houses a Type I Engine and a Type VI Engine. Other buildings on site are a workshop used for wooden ladder repair and SCBA maintenance. Station #6 responds to all of the canyon areas and the easternmost areas in Castro Valley.

Fire Station 6 is located at the intersection of two busy roads. The site is large but steep in the unused areas. Functions are housed in a 1-story main building with house and apparatus bays. The ACFD Programming and Feasibility study determined this fire station to require replacement on the existing site.

## Fire Station 7

6901 Villareal Avenue, Castro Valley, CA 94552

Built: 1986

Proposed Scope: Replace

Assessment Matrix: 2.0

Square Feet: 2790

**Priority Order: 5**



The station houses a Type I Engine and a Type III Engine. The station services the urban wildland interface commonly found in its area, as well as I-580 east to the City of Dublin and west to Grove Way, Castro Valley.

The fire station is ideally located adjacent to a residential neighborhood; however, the station is too small to accommodate all of the required functions of a modern fire station, thus several functions are absent.

The ACFD Programming and Feasibility study determined this fire station to require replacement. The ACFD has already purchased the adjacent property as a site for the new fire station.

**Fire Station 8**  
**1617 College Avenue, Livermore, CA 94550**

Built: 1949

Proposed Scope: Replace

Assessment Matrix: 1.8

Square Feet: 3450

**Priority Order: 3**



Station 8 firefighters were relocated to ACFD Station 20 at the Lawrence Livermore National Laboratory with Engine 8 (Type I) and Engine 308 (Type III). Though Fire Station 8 no longer houses firefighters or equipment, it remains an out of service fire station facility for the department.

This fire station's response area is the largest in the ACFD, encompassing 280 square miles of open range land and freeways. Responses of 30 minutes or more are not uncommon because of the vast unincorporated area.

In addition to being in an unacceptable location, this station is also inadequate from a size and functional standpoint. The housing and support functions are either missing or located in substandard spaces.

The ACFD Programming and Feasibility study determined this fire station requires replacement. The existing site is well within the City of Livermore. The ACFD Standards of Coverage Analysis recommended a location along Greenville Road. The ACFD is working with the County General Services Agency on a County owned site near the Martinelli Center.

**Fire Station 22**  
**427 Paseo Grande, San Lorenzo, CA 94580**

Built: pre-1940 with 1963 addition

Proposed Scope: Replace

Assessment Matrix: 1.9

Square Feet: 3,967

**Priority Order: 4**



This fire station houses one Type I Engine company and responds to the downtown, residential and business areas of San Lorenzo. The ACFD leases this fire station from the San Lorenzo Homeowners Association.

The site is tightly surrounded by heavily traveled and utilized road ways and parking lots. Several functions such as shop, PPE cleaning and medical cleaning are missing. Other functions are in non-compatible shared spaces.

The ACFD Programming and Feasibility study determined this fire station requires replacement. Because the existing building is leased, the ACFD is working with the County General Services Agency to locate a site nearby.



**Fire Station 23**  
**19745 Meekland Avenue, Hayward, CA 94541**

Built: 2017

Proposed Scope: Meets all standards

Assessment Matrix: 5

Square Feet: 11,800

Priority Order: n/a



This fire station houses one Type I Engine company and the ACFD's back-up dispatch center. Station #23 responds to the southernmost parts of San Lorenzo and portions of the unincorporated areas of Hayward. Station 23 was built by County GSA in 2017 at an overall cost of \$12,162,190. The fire station was under construction during the ACFD Programming and Feasibility study. It was excluded from the study and not part of this program.



**Fire Station 24**  
**1430 164th Avenue, San Leandro, CA 94578**

Built: 1976  
Square Feet: 7,086

Proposed Scope: Repair/Upgrade  
Assessment Matrix: 2.5  
Priority Order: 7



This fire station consists of a Type I Engine and a Type I Heavy Rescue unit. There are seven firefighters at Station #24. Its response area includes all of the Ashland area and major sections of Highways 580 and 238.

The station is located in a residential area with nearby commercial businesses on East 14<sup>th</sup> Street. The site is sufficient size. Some functions such as PPE cleaning and separated medical cleaning station are not provided. This is one of the busier stations in the ACFD.

The ACFD Programming and Feasibility study determined this fire station to be eligible for repair and upgrade on the existing site. The ACFD does own the adjacent property which is utilized by the County's Dig Deep Farms program.

**Fire Station 25**  
**20336 San Miguel Avenue, Castro Valley, CA 94546**

Built: 1966

Proposed Scope: Replace

Assessment Matrix: 2.1

Square Feet: 10,000

**Priority Order: 6**



This fire station houses a Type I Engine company, a Truck company, a Battalion Chief, a HazMat Support Unit and numerous other apparatus. There are seven firefighters assigned at this station. Behind the main building there is a modular building utilized as a classroom and offices. This modular building is planned to be used as temporary fire station during construction.

Originally designed as the headquarters for the Castro Valley Fire Protection District, the station is fairly large. What may have been adequate for an administrative headquarters in the 1960s is no longer an efficient layout for a modern fire station. As a result, over the years, Station 25 has required periodic remodeling. Its current living and work environment is not optimal.

The ACFD Programming and Feasibility study determined this fire station requires replacement on the existing site.

**Fire Station 26**  
**18770 Lake Chabot Road, Castro Valley, CA 94546**

Built: 1963  
Square Feet: 2,700

Proposed Scope: Replace  
Assessment Matrix: 1.7  
**Priority Order: 2**



This fire station has a Type I Engine company and Type VI Engine. The station responds to the northwestern area of Castro Valley including the Lake Chabot Park and Redwood Road. Its service area is considered a “high fire severity” zone given the urban interface with the East Bay Regional Park District park and East Bay Municipal Utility District land.

The fire station is cramped and there are significant shortcomings. Fire apparatus are parked outside due to the undersized apparatus bay, there are a lack of support spaces and many spaces serve multiple functions that are non-compatible.

The ACFD Programming and Feasibility study determined this fire station requires replacement on a new site.

## **FINANCING**

The long-range master plan (Cumming Project No. 19-01417.00) estimated the cost for the strengthening and improvement of substandard aging fire stations. The fire station cost was identified as \$103,695,000 which is the focus of this program.

The Fire Safety Bond measure was developed following extensive community input. Two separate, statistically valid professional community surveys were conducted by EMC Research, an Alameda County-based opinion research firm. Over 1,000 respondents provided input in both of these studies. Following the Fire Department's extensive review of this input, the bond amount was lowered to an amount preferred by over two-thirds of respondents. The general obligation bond amount, for which the ACFD seeks voter approval, is \$90,000,000.

Ultimately, the ACFD plans to utilize the bond proceeds based on the architect's prioritization included in the ACFD Programming and Feasibility Report. The issuance of less than \$103,695,000 will result in the ACFD seeking other funding opportunities or possibly some lower priority projects not being completed under this program. ACFD will bring forward projects to the ACFD Board of Directors for approval.

A general obligation bond provides the opportunity for a dedicated funding source to address the infrastructure needs with no bond proceeds being used for Alameda County Fire Department employee salaries, benefits or pensions. The costs associated with the issuance of the bonds and specific project delivery will be paid out of the proceeds of the bond. Debt service on the bonds will be paid out of a supplemental ad valorem property tax levy on properties within the boundaries of the Fire District.