

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
BOARD ACTION SUMMARY

DEPT: Office Of Emergency Services

BOARD AGENDA #: *B-9

AGENDA DATE: April 26, 2016

SUBJECT:

Approval of Funding Policy to Subsidize Emergency Dispatch Costs Charged to Fire Agencies Serving Unincorporated Populations in Stanislaus County

BOARD ACTION AS FOLLOWS:

No. 2016-208

On motion of Supervisor Chiesa, Seconded by Supervisor Withrow
and approved by the following vote,

Ayes: Supervisors: O'Brien, Chiesa, Withrow, DeMartini, and Chairman Monteith

Noes: Supervisors: None

Excused or Absent: Supervisors: None

Abstaining: Supervisor: None

1) Approved as recommended

2) Denied

3) Approved as amended

4) Other:

MOTION:

DF-02-B-8
DF-04-A-6
DF-06-B-1
DF-8-C-3
DF-10-B-7
DF-11-A-4
DF-12-B-27
DF-13-A-21
DF-14-A-29
DF-15-A-2
DF-16-22
DF-17-A-17
DF-20-A-15

ATTEST: Elizabeth A. King
ELIZABETH A. KING, Clerk of the Board of Supervisors

File No.

**THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
AGENDA ITEM**

DEPT: Office Of Emergency Services

Urgent Routine

BOARD AGENDA #: *B-9

AGENDA DATE: April 26, 2016

CEO CONCURRENCE:



4/5 Vote Required: Yes No

SUBJECT:

Approval of Funding Policy to Subsidize Emergency Dispatch Costs Charged to Fire Agencies Serving Unincorporated Populations in Stanislaus County

STAFF RECOMMENDATIONS:

1. Approve a funding policy to support cost subsidies provided to Stanislaus County unincorporated populations receiving fire dispatch services through Stanislaus Regional 911.
2. Authorize the Chief Executive Office - Office of Emergency Services (CEO-OES) to accept approved fire dispatch subsidy requests from qualifying fire agencies by May 1st of each year and include all qualifying requests in the annual CEO-OES budget.
3. Authorize the CEO-OES to provide additional subsidies to support a three-year phase in of fire dispatch cost increases in the cities of Oakdale, Ceres and Newman.

DISCUSSION:

The County is a joint partner in Stanislaus Regional 911 (SR 911), providing emergency dispatch services to approximately 20 law enforcement and fire agencies throughout the community. SR 911 is governed by the Consolidated Emergency Dispatch Agency Commission, which includes elected and appointed representatives from the County of Stanislaus, City of Modesto and other partner agencies. In November 2015, the Commission took action to modify the cost allocation methodology used to apportion dispatch costs to all participating agencies starting Fiscal Year 2016-2017. The new cost allocation was developed after a thorough review and analysis of consultant recommendations developed by the Matrix Consulting Group in January 2015. The revised cost allocation places a greater emphasis on the distribution of fixed post positions and the resulting service capacity assigned to each dispatch service area. This new methodology is intended to align operational service levels with the costs charged to each participating agency. Based on current service levels provided through SR 911, overall costs for law enforcement dispatch services will be reduced while costs charged to fire dispatch services will be increased starting in Fiscal Year 2016-2017. In addition to the changes in cost allocation, the Commission has also taken action to reduce the overall approved budget by approximately 8% in Fiscal Year 2016-2017, which will result in a positive benefit to all participating agencies.

The County has a long-standing practice of subsidizing fire dispatch costs for most fire agencies receiving services through SR 911. Fire dispatch costs are currently funded in the

Approval of Funding Policy to Subsidize Emergency Dispatch Costs Charged to Fire Agencies Serving Unincorporated Populations in Stanislaus County

CEO-OES budget and paid directly to SR 911 without the involvement of the fire agency or city receiving the subsidy. This accounting and billing practice does not provide a clear understanding of how the subsidies are calculated and paid on behalf of benefiting agencies. In many cases, fire agencies have been unaware that the County is subsidizing these costs on their behalf. Fire dispatch subsidies in Fiscal Year 2015-2016 total \$407,209, and are included in the CEO-OES budget. The accounting and billing process with SR 911 has now changed as a result of the revised allocation methodology. The new process requires SR 911 to directly bill all participating agencies to ensure financial responsibility for SR 911 services is clearly communicated with each individual agency. The new billing process requires the County to modify current procedures to support fire dispatch subsidies for individual agencies. This agenda item recommends Board approval of a new procedure for each benefiting agency to submit a request for fire dispatch subsidies directly to CEO-OES prior to May 1st of each year, to support payment for the upcoming fiscal year. Subsidy requests must be approved by the benefiting agency's governing body. CEO-OES will include the total of all qualifying subsidies in their annual budget to be approved by the Board of Supervisors. This new practice will ensure that annual subsidies for fire dispatch services are clearly communicated and understood with all benefiting agencies. For purposes of initial implementation of this process, requests for fire subsidies will be accepted up until June 30, 2016 for Fiscal Year 2016-2017.

While evaluating the prior dispatch cost allocation methodology, County staff also determined that the historical practice for how fire dispatch costs were funded has resulted in inconsistencies in the application of subsidy amounts between individual agencies. In some cases, the County has subsidized 100% of the fire dispatch costs for an agency with no unincorporated population, while in other cases the County may not provide any subsidy for agencies serving a portion of the unincorporated population. This agenda item recommends the Board adopt a policy of limiting fire dispatch cost subsidies to the percentage of costs equal to each agency's population served in the unincorporated area. This policy will ensure the equal and consistent distribution of fire dispatch subsidies to all communities throughout the County going forward.

As previously noted, the implementation of budget reductions and the new allocation methodology with SR 911 will reduce total costs for law enforcement services by approximately \$1.5 million, while increasing costs for fire services by approximately \$1.3 million. Law enforcement cost savings will be realized in Fiscal Year 2016-2017 for the County Sheriff (\$648,167), Modesto Police Department (\$636,599), and for contracted Sheriff services provided to the cities of Riverbank (\$102,679), Hughson (\$36,623), Waterford (\$7,909) and Patterson (\$57,018). Recognizing the fiscal impact of the changes in dispatch cost allocation and the revised County fire subsidy policy to partner agencies, staff is recommending that the Board approve a three year plan to off-set the increased cost of fire dispatch services for those agencies who provide services to areas that are not experiencing a decrease in law enforcement dispatch services. The specific recommendation is to provide increased subsidies to the cities of Oakdale, Ceres and Newman equal to 66% of their increased cost in Fiscal Year 2016-2017 and 33% of their increased cost in Fiscal Year 2017-2018. The increased subsidy would end in Fiscal Year 2018-2019.

In addition to the recommendation for phasing increased fire dispatch costs, staff is recommending that an additional subsidy be provided to the City of Ceres to reflect fire services provided to County property located in previously unincorporated areas annexed into the City of Ceres from the Westport Fire Protection District. As a part of that annexation

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process in Fiscal Year 2012-2013, the City of Ceres agreed to provide maintenance services and annual financial contributions totaling approximately \$50,000 to the Westport Fire Protection District to be funded by property and sales tax revenue generated through the development of the annexed property. This agreement was strongly encouraged by the County in order to ensure the financial solvency of the Westport Fire Protection District post-annexation. Based on a lack of development in the annexed area, the City of Ceres has generated very little revenue over the annual financial obligation committed to the Westport Fire Protection District. The County has benefited from the City of Ceres providing fire protection services to a large concentration of County operations in the annexed area, including the Community Services Facility, Public Safety Center and Agricultural Center located along the Crows Landing Corridor. The County has previously paid 100% of Ceres' fire dispatch costs in exchange for extending fire service to these previously unincorporated areas benefiting County operations. In recognition that the City of Ceres will now be directly responsible for fire dispatch costs, the Chief Executive Office has worked with the City of Ceres to develop an agreement to support this unintended financial liability. This agenda item recommends that an additional annual subsidy of \$50,000 be provided to the City of Ceres, until such time as the City receives property and sales tax revenues in the annexed area equal to \$100,000 or greater. The additional \$50,000 subsidy will end in the fiscal year following receipt of the agreed upon \$100,000 in tax revenue.

POLICY ISSUE:

The Board of Supervisors is asked to modify existing standards and procedures for subsidizing fire dispatch services with a new Board policy intended to consistently support fire dispatch services directly attributed to the unincorporated population of the County.

FISCAL IMPACT:

The total cost of implementing the new methodology for Fiscal Year 2016-2017 which includes the phase-in subsidy would be an increase of approximately \$305,965 to the OES budget. It is recommended that this increase be funded within the development of the Fiscal Year 2016-2017 Proposed Budget by shifting the General Fund savings from the reduction in County SR911 law enforcement dispatch costs.

BOARD OF SUPERVISORS' PRIORITY:

These recommended actions support the Boards' priorities of A Safe Community, Effective Partnerships, and Efficient Delivery of Public Services by supporting local fire agencies and their continued partnership with SR911 to serve the citizens of Stanislaus County.

STAFFING IMPACT:

Existing staff will administer the program.

CONTACT PERSON:

Jody Hayes, Assistant Executive Officer 525-6333

ATTACHMENT(S):

1. Fire Agency Populations and Cost Allocation

Stanislaus Regional 911
Fire Agency Populations and Cost Allocation
Incorporated/Unincorporated Populations

| Cost Impacts of Recommended Fire Subsidy Policy | | | | | | | | | | | | | | | | | | |
|-------------------------------------------------|----------------|----------------|--------------|------------------|--------------|------------------------------|-------------------|--------------|---------------------|--------------|--------------------------|--------------------------|--------------|---------------------|--------------|-------------------|-------------------|-------------------|
| Service Partners | Population | | | | | FY 2015-2016 Cost Allocation | | | | | FY 2016-2017 Recommended | | | | | Net Impact | | |
| | Total # | Incorporated # | % | Unincorporated # | % | Total \$ | Funded by \$ | % | Funded by County \$ | % | Total \$ | Funded by City/Agency \$ | % | Funded by County \$ | % | Total \$ | City/Agency \$ | County \$ |
| MODESTO FIRE | 209,852 | 199,967 | 95.3% | 9,885 | 4.7% | \$ 851,240 | \$ 851,240 | 100.0% | \$ - | 0.0% | \$ 1,177,076 | \$ 1,121,630 | 95.3% | \$ 55,446 | 4.7% | \$ 325,836 | \$ 270,390 | \$ 55,446 |
| CERES FIRE* | 54,335 | 40,417 | 74.4% | 13,918 | 25.6% | \$ 114,142 | \$ - | 0.0% | \$ 114,142 | 100.0% | \$ 237,866 | \$ 10,158 | 4.3% | \$ 227,708 | 95.7% | \$ 123,724 | \$ 10,158 | \$ 113,566 |
| STAN. CONSOLIDATED | 46,444 | 33,050 | 71.2% | 13,394 | 28.8% | \$ 86,028 | \$ - | 0.0% | \$ 86,028 | 100.0% | \$ 166,224 | \$ 118,287 | 71.2% | \$ 47,937 | 28.8% | \$ 80,196 | \$ 118,287 | \$ (38,091) |
| OAKDALE FIRE* | 20,545 | 20,545 | 100.0% | - | 0.0% | \$ 27,000 | \$ 27,000 | 100.0% | \$ - | 0.0% | \$ 125,200 | \$ 60,388 | 48.2% | \$ 64,812 | 51.8% | \$ 98,200 | \$ 33,388 | \$ 64,812 |
| PATTERSON FIRE | 20,413 | 20,413 | 100.0% | - | 0.0% | \$ 33,712 | \$ - | 0.0% | \$ 33,712 | 100.0% | \$ 66,786 | \$ 66,786 | 100.0% | \$ - | 0.0% | \$ 33,074 | \$ 66,786 | \$ (33,712) |
| SALIDA FIRE | 19,166 | - | 0.0% | 19,166 | 100.0% | \$ 28,676 | \$ - | 0.0% | \$ 28,676 | 100.0% | \$ 59,432 | \$ - | 0.0% | \$ 59,432 | 100.0% | \$ 30,756 | \$ - | \$ 30,756 |
| KEYES FIRE | 10,936 | - | 0.0% | 10,936 | 100.0% | \$ 17,284 | \$ - | 0.0% | \$ 17,284 | 100.0% | \$ 33,254 | \$ - | 0.0% | \$ 33,254 | 100.0% | \$ 15,970 | \$ - | \$ 15,970 |
| HUGHSON FIRE | 10,859 | 10,220 | 94.1% | 639 | 5.9% | \$ 20,266 | \$ - | 0.0% | \$ 20,266 | 100.0% | \$ 38,157 | \$ 35,912 | 94.1% | \$ 2,245 | 5.9% | \$ 17,891 | \$ 35,912 | \$ (18,021) |
| NEWMAN FIRE* | 10,188 | 10,188 | 100.0% | - | 0.0% | \$ 18,000 | \$ 18,000 | 100.0% | \$ - | 0.0% | \$ 28,814 | \$ 21,677 | 75.2% | \$ 7,137 | 24.8% | \$ 10,814 | \$ 3,677 | \$ 7,137 |
| OAKDALE RURAL FIRE | 9,922 | - | 0.0% | 9,922 | 100.0% | \$ 20,486 | \$ - | 0.0% | \$ 20,486 | 100.0% | \$ 37,139 | \$ - | 0.0% | \$ 37,139 | 100.0% | \$ 16,653 | \$ - | \$ 16,653 |
| DENAIR FIRE | 9,423 | - | 0.0% | 9,423 | 100.0% | \$ 8,312 | \$ - | 0.0% | \$ 8,312 | 100.0% | \$ 16,928 | \$ - | 0.0% | \$ 16,928 | 100.0% | \$ 8,616 | \$ - | \$ 8,616 |
| BURBANK-PARADISE FIRE | 8,349 | - | 0.0% | 8,349 | 100.0% | \$ 29,018 | \$ - | 0.0% | \$ 29,018 | 100.0% | \$ 62,716 | \$ - | 0.0% | \$ 62,716 | 100.0% | \$ 33,698 | \$ - | \$ 33,698 |
| WEST STANISLAUS FIRE | 7,859 | - | 0.0% | 7,859 | 100.0% | \$ 17,651 | \$ - | 0.0% | \$ 17,651 | 100.0% | \$ 37,694 | \$ - | 0.0% | \$ 37,694 | 100.0% | \$ 20,043 | \$ - | \$ 20,043 |
| TURLOCK RURAL | 5,038 | - | 0.0% | 5,038 | 100.0% | \$ 10,781 | \$ - | 0.0% | \$ 10,781 | 100.0% | \$ 20,211 | \$ - | 0.0% | \$ 20,211 | 100.0% | \$ 9,430 | \$ - | \$ 9,430 |
| WOODLAND FIRE | 4,699 | - | 0.0% | 4,699 | 100.0% | \$ 9,754 | \$ - | 0.0% | \$ 9,754 | 100.0% | \$ 20,535 | \$ - | 0.0% | \$ 20,535 | 100.0% | \$ 10,781 | \$ - | \$ 10,781 |
| WESTPORT FIRE | 2,726 | - | 0.0% | 2,726 | 100.0% | \$ 6,772 | \$ - | 0.0% | \$ 6,772 | 100.0% | \$ 11,470 | \$ - | 0.0% | \$ 11,470 | 100.0% | \$ 4,698 | \$ - | \$ 4,698 |
| MOUNTAIN VIEW FIRE | 2,398 | - | 0.0% | 2,398 | 100.0% | \$ 4,327 | \$ - | 0.0% | \$ 4,327 | 100.0% | \$ 8,510 | \$ - | 0.0% | \$ 8,510 | 100.0% | \$ 4,183 | \$ - | \$ 4,183 |
| Total Fire | 453,152 | 334,800 | 73.9% | 118,352 | 26.1% | \$ 1,303,449 | \$ 896,240 | 68.8% | \$ 407,209 | 31.2% | \$ 2,148,012 | \$ 1,434,838 | 66.8% | \$ 713,174 | 33.2% | \$ 844,563 | \$ 538,598 | \$ 305,965 |

*Ceres Fire, Oakdale Fire and Newman Fire are being subsidized by the County using a phase-in approach (the County will pick up 66% of growth in city costs in FY 2016-2017 and 33% of growth in city costs in FY 2017-2018; the subsidy will disappear in FY 2018-2019).

Population counts derived from the 2010 Census.