



REGULAR MEETING AGENDA

Wednesday, January 18, 2017

Board of Supervisors Chamber

Humboldt County Courthouse, Eureka

(note: 2017 meetings to be held back at Humboldt County Courthouse)

1. CALL TO ORDER – 9:00 AM

2. FLAG SALUTE

3. ROLL CALL

4. PUBLIC APPEARANCES

Any member of the public may address the Commission concerning a non-agenda item during this time. However, the Commission cannot discuss or take action on a matter not listed on the agenda.

5. CONSENT CALENDAR

All consent items are considered routine and may be enacted by the Commission under one motion. With concurrence of the Chair, a Commissioner may request that an item be removed for discussion.

A) Approval of September 21, 2016 Regular Meeting Minutes

B) Approval of Meeting Calendar for 2017

6. BUSINESS ITEMS

Business items are for review and possible action by the Commission.

A) Designation of Chair and Vice Chair for 2017

B) Fiscal Year 2016-17 Mid-Year Budget Report and Amendment

C) Approval of Conducting Authority Proceedings for the Strongs Creek Valley Annexation to the City of Fortuna

Americans with Disabilities Act: Humboldt LAFCo meetings are held in a wheelchair accessible facility. Individuals requiring special accommodations to participate in this meeting are requested to contact the LAFCo office at (707) 445-7508. Notification 48 hours prior to the meeting will enable the Commission to make reasonable arrangements to ensure accessibility to this meeting.

7. PUBLIC HEARING ITEMS

Any member of the public may address the Commission on scheduled public hearing items. The Chair may regulate the order of such presentations and reserves the right to limit the time allowed for each person to speak.

A) Eel River Valley-Lost Coast Regional Fire Services Municipal Service Review

B) North County Regional Fire Services Municipal Service Review

8. INFORMATIONAL AND CONTINUING ITEMS

An applicant or member of the public may receive permission to provide comments on an item at the discretion of the Chair. General direction to staff for future action may be provided by Commissioners.

A) CALAFCO Conference Report Out

B) 2017 Commission Work Plan Strategy Session

C) Status of Current and Future Proposals

9. EXECUTIVE OFFICER'S REPORT

The Commission will receive a verbal report from the Executive Officer regarding current staff activities, communications, budget status, studies, legislation, and special projects.

A) CALAFCO *The Sphere*, October 2016 (*print copies to be distributed at meeting*)

B) CALAFCO *Quarterly*, December 2016

C) CALAFCO White Paper: *Sustainable Groundwater Management Act and LAFCOs*, December 2016

D) CALAFCO 2016 CKH Guide (*print copies available upon request*)

10. WRITTEN CORRESPONDENCE

Correspondence received before 12:00 p.m. the Wednesday prior to the Commission meeting will be included on the agenda. Any supplemental writings or documents submitted to the Commission after the posting of the agenda will be available for public review at the LAFCo office, located at 1125 16th Street, Suite 202, Arcata. In addition, such writings or documents will be made available to the Commission and public for review at the meeting.

A) Correspondence from Ed Voice on December 12, 2016 regarding Response to Comments provided in the Southern Humboldt Community Park Final EIR

B) Conference Thank you Letter from CALAFCO

11. ADJOURNMENT

The next Humboldt LAFCo meeting will be held on March 15, 2017, at 9:00 a.m. in the Board of Supervisors Chamber, Humboldt County Courthouse, Eureka.



AGENDA ITEM 5A

SEPTEMBER 21, 2016 REGULAR MEETING MINUTES

1. CALL TO ORDER

The meeting was called to order at 9:00 a.m. in the Humboldt Bay Municipal Water District Office, with Chair Bass presiding.

2. FLAG SALUTE

3. ROLL CALL

Members Present:	Virginia Bass, Estelle Fennell, Debra Lake, Sue Long, Robert McPherson, and Troy Nicolini
Members Absent:	Gordon Johnson
Alternates Present:	None
Alternates Absent:	Skip Jorgensen, Frank Scolari, Ryan Sundburg, and Mark Wheelley
Staff:	George Williamson, Executive Officer Colette Metz, Administrator Paul Brisso, Legal Counsel

4. PUBLIC APPEARANCES

None

5. CONSENT CALENDAR

A) Approval July 20, 2016 Regular Meeting Minutes

Motion McPherson/ Fennell to approve consent calendar. Motion passed by 6-0-0 vote.

6. BUSINESS ITEMS

A) CALAFCO 101: An Introduction to the California Association of Local Agency Formation Commissions by Pamela Miller, CALAFCO Executive Director

Executive Officer Williamson introduced CALAFCO Executive Director Pamela Miller and expressed gratitude for her visiting Humboldt LAFCo. Ms. Miller provided a CALAFCO operations overview presentation, describing the mission, membership, organization, staffing, financial, and membership services of CALAFCO. She described the new rotational model for future conferences, reviewed CALAFCO's strategic planning dashboard that includes an annual performance review, and discussed legislation trends that seem to be encouraging State overrides and divesting LAFCo of authority.

B) Year-End Financial Report for Fiscal Year 2015-16

Executive Officer Williamson summarized the staff report and described year-end actuals for 2015-16, noting increased application activity. By order of the Chair, the Commission received and filed the report.

7. PUBLIC HEARING ITEMS

By order of the Chair, with concurrence from the Commission, the order of the hearing items were revised as follows:

A) Countywide Recreation and Park Services Municipal Service Review and Sphere of Influence Updates

Chair Bass opened the public hearing. Executive Officer Williamson summarized the staff report and discussed the interim sphere determination for the Rohner Community Recreation and Park District, which would facilitate a property tax sharing agreement between the City of Fortuna and the County for the incorporated area within the existing district. Administrator Metz noted that the property tax sharing agreement, once negotiated, will determine whether dissolution or subsidiary district formation is preferred. Both options may be initiated by LAFCo with support from the City of Fortuna as the successor agency.

Motion Nicolini/ Fennell to adopt Resolution No. 16-07, approving the Countywide Recreation and Park Services Municipal Service Review and updating the spheres of influence for the districts studied in the MSR. Motion passed by roll call vote of 6-0-0.

B) Proposed Strongs Creek Valley Annexation to the City of Fortuna

Commissioner Long recused herself from the hearing due to a conflict of interest related to her employer owning property within the proposed annexation area.

Administrator Metz summarized the staff report and reviewed staff's recommended reduced boundary alternative. A supplemental staff report was provided to commissioners at the meeting, which described a property owner request for removal from the annexation area and reduced boundary alternative (APN 202-041-007), as well as an additional recommended condition of approval allowing water service connections to existing unincorporated residences along Newburg Road for a period of one year pursuant to Government Code Section 56133. In addition, staff noted that the non-consent parcel (APN 200-431-010) that is part of the northerly residential area along Newburg Road should be included in the annexation based on a prior petition for water service that was signed by the owner along with other adjacent residents and provided to the City.

Randy Rouda, LACO Associates project consultant for the City of Fortuna, presented the City's proposal and described existing infrastructure in the annexation area.

Dennis Scott, McLean Foundation, discussed the proposed community center facility, project timeline, and need for annexation.

Liz Shorey, Deputy Director of Community Development, discussed the City's efforts to work with the McLean Foundation and address broader service needs in the Strongs Creek area.

Chair Bass opened the public hearing.

Pam Perreire, Newburg Road resident, commented that there are water quality and quantity problems that are a health and safety issue for residences at the northerly end of Newburg Road.

John LaBoyteaux, Food, Fiber and Flowers, commented on several aspects of the proposed annexation that demonstrate the likelihood of agricultural land conversion, including development pressures related to proposed pre-zoning, premature

annexation of territory for which no immediate plans for development are proposed, and non-consent of several property owners within the annexation area.

Katherine Ziemer, Humboldt County Farm Bureau, commented that she supports staff's recommendation for a reduced annexation area that serves to preserve agricultural land in the Strongs Creek Valley.

Steve Helton, Newburg Road resident, reiterated comments about the need for water services to existing residences along the northern portion of Newburg Road and asked about sewer services and the cost to connect.

Kim Eubanks, Newburg Road resident, commented that she supported annexation of existing residences in the northerly portion of Newburg Road to address health and safety issues related to water.

Mary Greene, Newburg Road resident, commented about water quantity issues including water for her apple orchard, and noted that there has been vandalism and need for additional police presence in this area.

The Commission discussed the proposal and reduced boundary alternative, and deliberated on road maintenance responsibilities for Loop Road and Newburg Road.

Motion McPherson/ Nicolini to adopt Resolution No. 16-06, approving the Strongs Creek Valley Annexation to the City of Fortuna, as modified consistent with the reduced boundary alternative, with amendments as provided in the supplemental staff report (removal of APN 202-041-007, addition of APN 200-431-010, and new condition allowing for water service connections along Newburg Road pursuant to Government Code Section 56133), and subject to the recommended conditions. Motion passed by roll call vote of 5-0-1 (Long).

8. INFORMATIONAL AND CONTINUING ITEMS

A) Status of Current and Future Proposals

By order of the Chair, the Commission received and filed the report.

9. EXECUTIVE OFFICER'S REPORT

None

10. WRITTEN CORRESPONDENCE

A) CALAFCO Quarterly, September 2016

By order of the Chair, the Commission received and filed the report.

11. ADJOURNMENT

The meeting was adjourned at 11:35 a.m. Next regular meeting: November 16, 2016.



AGENDA ITEM 5B

MEETING: January 18, 2017

TO: Humboldt LAFCo Commissioners

FROM: George Williamson, Executive Officer

SUBJECT: **Approval of Meeting Calendar for 2017**

The Commission will consider approving a regular meeting schedule for the 2017 calendar year. This item has been agendized as part of the consent calendar for information only. Accordingly, if interested, the Commission is invited to pull this item for additional discussion and/or to provide future direction with the concurrence of the Chair.

BACKGROUND

It is the policy of the Commission to hold regular meetings on the third Wednesday of every other month commencing at 9:00 a.m. in the Board of Supervisors Chambers, Humboldt County Courthouse, 825 Fifth Street, Eureka. The Commission may also schedule special meetings, as necessary.

DISCUSSION

At the first meeting of the year, the Commission adopts a meeting schedule for the remainder of the year. The proposed meeting schedule is as follows:

January 18
March 15
May 17
July 19
September 20
November 15

No special meetings are proposed at this time.

RECOMMENDATION

Staff recommends the Commission approve the regular meeting schedule for 2017, as proposed.



AGENDA ITEM 6A

MEETING: January 18, 2017
TO: Humboldt LAFCo Commissioners
FROM: George Williamson, Executive Officer
SUBJECT: **Designation of Chair and Vice-Chair for 2017**
The Commission will consider designating a Chair and Vice-Chair for the 2017 calendar year.

BACKGROUND

It is the policy of the Commission to annually designate a Chair and Vice Chair among its regular members. Chair Bass has served as presiding officer for LAFCo since 2012 and is endorsing a new officer selection in 2017. Chair Bass cannot attend the January meeting, and Vice Chair Fennell will be presiding in her absence.

DISCUSSION

The designated Chair would preside at the next LAFCo meeting on March 15.

RECOMMENDATION

Staff recommends the Commission designate a Chair and Vice-Chair for 2017.



AGENDA ITEM 6B

MEETING: January 18, 2017
TO: Humboldt LAFCo Commissioners
FROM: George Williamson, Executive Officer
SUBJECT: **Fiscal Year 2016-17 Mid-Year Budget Report and Amendment**
The Commission will receive a mid-year budget report for fiscal year 2016-2017 and will consider a budget amendment in the amount of \$3,260, which would be covered by the Commission's available fund balance.

BACKGROUND

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 mandates LAFCo operating costs shall be annually funded by affected counties, cities, and independent special districts on a one-third apportionment process. Apportionments for cities and special districts are further divided and proportional to each agency's total revenues as a percentage of the overall revenue amount collected in the county. LAFCOs are also authorized to establish and collect fees to offset agency contributions.

DISCUSSION

Humboldt LAFCo's adopted FY 2016-17 budget for staffing and services/supplies totaled \$159,250. Budgeted revenues from intergovernmental contributions, service charges, and investments totaled \$140,300, with an additional \$18,950 allocated using the unexpended fund balance so as not to increase member contributions.

Mid-year actuals are provided in Attachment A. With regard to revenues, the county, cities and independent special districts allocations are collected by the Auditor. Staff anticipates the County's contribution to be transferred in the coming month. In addition, additional application fees are expected before the close of year-end.

With regard to actual expenses, costs associated with conference registration and travel expenses are more than budgeted. A total of four commissioners and two staff attended the CALAFCO Annual Conference in Santa Barbara. A budget amendment is proposed to make discretionary adjustments to several Services and Supplies Accounts to account for increased costs. The total budget amendment is \$3,260, which would be covered by the Commissions available fund balance.

RECOMMENDATION

Staff recommends the Commission adopt Resolution No. 17-01, approving a budget amendment for fiscal year 2016-17, as provided in Attachment A.

Attachments

Attachment A: Proposed Budget Amendment for FY 2016-17
Attachment B: Resolution No. 17-02

Humboldt LAFCo Operating Budget

ATTACHMENT A

Revenues:

		FY 2016-17		
<u>Acct #</u>	<u>Title</u>	ADOPTED	MID YEAR ACTUAL	PROPOSED AMENDMENT
Intergovernmental				
671181	Cities	36,567.00	36,567.00	36,567.00
671182	Special Districts	36,567.00	36,566.73	36,567.00
671183	County	36,566.00		36,566.00
Intergovernmental Total		\$ 109,700.00	\$ 73,133.73	\$ 109,700.00
Service Charges				
631100	Professional Services (Application Fees)	30,000.00	8,703.00	30,000.00
682238	Charges for Services	-	-	-
707010	Miscellaneous	-	-	-
Service Charges Total		\$ 30,000.00	\$ 8,703.00	\$ 30,000.00
Investments				
401000	Interest	600.00	522.94	600.00
Interest Total		\$ 600.00	\$ 522.94	\$ 600.00
Revenue Total		\$ 140,300.00	\$ 82,359.67	\$ 140,300.00

Expenses:

		FY 2016-17		
<u>Acct #</u>	<u>Title</u>	ADOPTED	MID YEAR ACTUAL	PROPOSED AMENDMENT
Staffing				
2255	Legal Fees	5,000.00	2,295.00	5,000.00
2118	Professional & Special Services (Task Order 1)	49,000.00	29,345.00	49,000.00
2118	Professional & Special Services (Task Order 2)	55,000.00	29,048.00	55,000.00
2118	Professional & Special Services (App Review)	30,000.00	18,977.22	30,000.00
2323	Special Dept Expense		732.00	
2325	Contract Services	-	-	-
Staffing Total		\$ 139,000.00	\$ 80,397.22	\$ 139,000.00
Services and Supplies				
2106	Communications	200.00	77.70	160.00
2107	Duplicating	200.00	157.50	300.00
2110	Insurance	2,000.00	1,917.90	2,000.00
2115	Memberships	3,800.00	2,548.00	3,800.00
2116	Postage	100.00	-	50.00
2117	Office Supplies	100.00	-	-
2119	Publications & Legal Notices	750.00	696.61	1,000.00
2121	Rents & Leases - Structures	5,400.00	2,700.00	5,400.00
2123	Special Departmental Expense (Honorariums)	700.00	200.00	600.00
2125	Transportation & Travel	600.00	240.84	600.00
2147	Media	400.00	171.20	400.00
2225	Transportation Out of County	4,000.00	5,090.01	6,000.00
2614	Staff Development & Training (Conference Registration)	2,000.00	2,890.00	3,200.00
Services and Supplies Total		\$ 20,250.00	\$ 16,689.76	\$ 23,510.00
Contingency/ Carryover				
2020	Contingency	-	-	-
Contingency Total		-	-	-
Expense Total		\$ 159,250.00	\$ 97,086.98	\$ 162,510.00

Operating Difference

\$ (18,950.00) \$ (14,727.31) \$ (22,210.00)

(Negative Balance Indicates Use of Reserves)

Unreserved/Unrestricted Fund Balance

Beginning \$ 96,659.27
Ending

RESOLUTION NO. 17-01**BUDGET AMENDMENT
FOR FISCAL YEAR 2016-17**

WHEREAS, the Humboldt Local Agency Formation Commission, hereinafter referred to as the "Commission", annually adopts a final budget to fulfill its purposes and functions that are set by State law; and

WHEREAS, the Commission adopted a fiscal year 2016-17 budget for \$159,250.00 at its May 25, 2016 meeting; and

WHEREAS, the Commission considered a proposed fiscal year 2016-17 budget amendment for \$162,510.00, a difference of \$3,260.00, which would be covered by the Commission's available fund balance; and

WHEREAS the Commission heard and fully considered all the evidence presented at a public meeting held on the proposed fiscal year 2016-17 budget amendment on January 18, 2017.

NOW, THEREFORE, BE IT RESOLVED by the Commission as follows:

1. A budget amendment for fiscal year 2016-17, as outlined in Exhibit A, is hereby approved.

PASSED AND ADOPTED at a meeting of the Humboldt Local Agency Formation Commission on the 18th day of January, 2017, by the following roll call vote:

AYES:	Commissioners:
NOES:	Commissioners:
ABSENT:	Commissioners:
ABSTAIN:	Commissioners:

Virginia Bass, Chair
Humboldt LAFCo

Attest:

George Williamson, Executive Officer
Humboldt LAFCo

AGENDA ITEM 6C

MEETING: January 18, 2016
TO: Humboldt LAFCo Commissioners
FROM: George Williamson, Executive Officer
SUBJECT: **Approval of Conducting Authority Proceedings for the Strongs Creek Valley Annexation to the City of Fortuna**
At the September 21, 2016 LAFCo meeting, the Commission approved the Strongs Creek Valley Annexation to the City of Fortuna, subject to modifications and conditions (Resolution No. 16-06). Approval triggered a 30-day reconsideration period followed by a protest hearing. The protest hearing was held on October 24, 2016 to allow registered voters and landowners within the affected territory to file a written protest against the proposed action with the Executive Officer.

BACKGROUND

LAFCo serves as the conducting authority to determine whether the annexation would be confirmed, terminated, or subject to an election based on the number of valid written protests received, as follows:

1. Terminate the annexation proceedings if written protests are received from a majority of voters; or
2. Order the annexation subject to an election if written protests have been received from 25% of registered voters, or 25% of the landowners who own a minimum of 25% of the assessed value in the area, or
3. Order the annexation without an election if fewer than 25% of registered voters or fewer than 25% of landowners owning less than 25% of the assessed value have submitted written protests.

DISCUSSION

The LAFCo Executive Officer was delegated authority by the Commission to conduct the protest hearing, which was held on October 24 at 3:00 p.m. at Fortuna City Hall. Notices for the protest hearing were mailed 21-days in advance to registered voters and property owners within the affected territory, published in the Times Standard, and posted on the LAFCo website.

At the hearing, the Executive Officer summarized the proposal and opened the public hearing. No public comments were received and no protests were filed at the closing of the hearing. Based on the determination that insufficient written protests were submitted by both registered voters and landowners, it is recommended that the Commission order the annexation without an election in accordance with Government Code Section 57075(a)(3). The annexation will not become effective

until conditions are fulfilled to the satisfaction of the LAFCo Executive Officer, which must occur prior to the recordation of the Certificate of Completion. The Certificate of Completion must be recorded within one calendar year from the date of approval unless a time extension is approved by the Commission. Staff will keep the Commission apprised of the City's progress with fulfilling the conditions.

RECOMMENDATION

Staff recommends the Commission adopt Resolution No. 17-02, ordering the Strongs Creek Valley Annexation to the City of Fortuna without election, subject to the satisfaction of the terms and conditions in Resolution No. 16-06, as adopted by the Commission on September 21, 2016.

Attachments:

Attachment A: Resolution No. 17-02

Attachment B: Protest Hearing Summary

Cc: Liz Shorey, Deputy Director of Community Development

RESOLUTION NO. 17-02**ACTING AS THE CONDUCTING AUTHORITY, ORDERING
THE STRONGS CREEK VALLEY ANNEXATION TO THE CITY OF FORTUNA, WITH
MODIFICATIONS AND CONDITIONS**

WHEREAS, the Humboldt Local Agency Formation Commission, hereinafter referred to as the "Commission," adopted Resolution No. 16-06, subject to modifications and conditions, on September 21, 2016, after holding a public hearing, making determinations, and approving the Strongs Creek Valley Annexation to the City of Fortuna in accordance with proceedings taken pursuant to Part 3, Division 3, Title 5 of the California Government Code (commencing with Section 56650, Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000); and

WHEREAS, the Commission serves as the conducting authority for proceedings taken pursuant to Part 4, Division 3, Title 5 of the California Government Code (commencing with Section 57000, Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000) to determine whether the proposal outcome is confirmed, terminated, or subject to an election based on written protests received from landowners and registered voters residing within the affected territory in accordance with California Government Code Section 57075; and

WHEREAS, the Commission delegated authority to the LAFCo Executive Officer to order, hold, and report on conducting authority proceedings pursuant to California Government Code Section 57000(c); and

WHEREAS, the Executive Officer held a public hearing at Fortuna City Hall on October 24, 2016, after providing sufficient notice of the hearing in the form and manner prescribed by law; and

WHEREAS, at said hearing, the Executive Officer summarized the determinations, modifications, terms and conditions included in Resolution No. 16-06, and heard and received all oral and written protests, objections, and evidence presented; and

WHEREAS, upon conclusion of the protest hearing, the Executive Officer determined the value of written protests filed and not withdrawn, which consisted of zero (0) written protests from landowners or registered voters.

NOW, THEREFORE, BE IT RESOLVED by the Commission as follows:

1. The Commission, acting as the conducting authority, hereby orders the Strongs Creek Valley Annexation to the City of Fortuna without election, pursuant to California Government Code Section 57075(a)(3).

2. The Commission hereby authorizes and directs the Executive Officer to file a Certificate of Completion upon the satisfaction of the terms and conditions in LAFCo Resolution No. 16-06.

PASSED AND ADOPTED at a meeting of the Humboldt Local Agency Formation Commission on the 18th day of January, 2017, by the following roll call vote:

AYES:	Commissioners:
NOES:	Commissioners:
ABSENT:	Commissioners:
ABSTAIN:	Commissioners:

Virginia Bass, Chair
Humboldt LAFCo

Attest:

George Williamson, Executive Officer
Humboldt LAFCo

**PROTEST HEARING SUMMARY – OCTOBER 24, 2016
STRONGS CREEK VALLEY ANNEXATION
TO THE CITY OF FORTUNA**

1. CALL TO ORDER

The meeting was called to order at 3:00 p.m. in the Council Chambers of Fortuna City Hall, 621 11th Street, Fortuna, with Executive Officer Williamson presiding.

LAFCo Staff Present:

George Williamson, Executive Officer

City Staff Present:

Liz Shorey, Deputy Director of Community Development

2. PUBLIC APPEARANCES

No members of the public requested to speak on items that were not on the agenda.

3. PROTEST HEARING – STRONGS CREEK VALLEY ANNEXATION

The Executive Officer conducted the protest hearing as follows:

A) Describe the proposal and purpose of the hearing

The Executive Officer described the purpose of the meeting and how the Commission delegated authority for the protest hearing to be conducted by the Executive Officer in Fortuna. Mr. Williamson explained that, in addition to the Commission's public hearing that was conducted on September 21, 2016, a second protest hearing is required. The protest hearing is conducted to allow registered voters and land owners within the affected territory to reverse LAFCo's decision.

B) Summarize LAFCO Resolution No. 16-06, subject to modifications, terms and conditions

The Executive Officer summarized the outcomes of the September 21, 2016 public hearing. He explained the reasons for the proposal, described the basis of the reduced boundary alternative, and reviewed the terms and conditions that were included in the Commission's resolution of approval. He noted that the approval triggered a 30-day reconsideration period in which no requests were received.

C) Open the hearing

The Executive Officer opened the public hearing at 3:10 p.m.

D) Receive any oral or written protests, objections or evidence

None

E) Note all written protests received prior to the hearing

The Executive Officer noted that no written protests had been received prior to conducting the protest hearing.

F) Close the hearing

The public hearing was closed at 3:14 p.m.

G) Determine the value of written protests filed and not withdrawn

The Executive Officer noted that no written protests had been received; therefore, confirming the Commission's action on the annexation. He briefly discussed next steps, including approval of conducting authority proceedings at the next Commission meeting on November 16, 2016, conditions compliance, and certificate of completion recordation with the County Recorder's Office.

4. ADJOURNMENT

The meeting was adjourned at 3:15 p.m. Next regular LAFCo meeting: November 16, 2016 at 9:00 a.m. at the Humboldt Bay Municipal Water District Office, 828 7th Street, Eureka.



AGENDA ITEM 7A

MEETING: January 18, 2017
TO: Humboldt LAFCo Commissioners
FROM: Colette Metz, Administrator
SUBJECT: **Eel River Valley/Lost Coast Regional Fire Protection Services Municipal Service Review**
The Commission will consider adopting the Eel River Valley/Lost Coast Regional Fire Protection Services Municipal Service Review (MSR), including sphere of influence recommendations for each agency.

The Cortese-Knox-Hertzberg Local Government Reorganization Act directs Local Agency Formation Commissions (LAFCOs) to regularly prepare municipal service reviews in conjunction with establishing and updating each local agency's sphere of influence. The legislative intent of the municipal service review is to proactively assess the availability and sufficiency of local governmental services. Municipal service reviews may also lead LAFCOs to take other actions under their authority, such as forming, consolidating, or dissolving one or more local agencies in addition to any related sphere changes.

BACKGROUND

The preparation of this MSR for fire protection service providers in the Eel River Valley/Lost Coast Region serves to determine the best approaches to improve service levels and expand service to areas outside existing fire district boundaries. This report largely incorporates technical information collected and analyzed by staff from agency questionnaires and follow up interviews. The report also draws on recent fire planning efforts, including the 2013 Humboldt County Community Wildfire Protection Plan and the 2015 Humboldt County Fire Chief's Association Annual Fire Report. Agency profiles have been distributed to each department for their internal review and comment to identify any technical corrections or related edits before final Commission review and approval. The report includes service review determinations and sphere of influence recommendations for each fire-related district.

DISCUSSION

The draft report and its analysis of current fire protection services largely focuses on the out of district response services provided by each district to areas surrounding their district boundaries. Out of district response area boundaries were developed by Humboldt County Planning and Public Works staff, in close coordination with the Districts as part of regional fire planning efforts.

The report recommends that the spheres of influence for the majority of districts be expanded to match the out of district response areas in order to facilitate annexation

or other organizational changes in the future. Updated spheres of influence to match out of district response areas will support formalizing fire protection services in unincorporated areas not covered by local fire districts.

Recommended SOI changes are summarized as follows:

District	Proposed SOI
Bridgeville FPD	No change to the existing SOI that is coterminous with the District's boundary and response area
Carlotta CSD	Expanded SOI to include non-district response area
Ferndale FPD	Expanded SOI to include non-district response area
Fortuna FPD	No change to the existing SOI that is coterminous with the District's boundary and response area
Loleta FPD	No change to the existing SOI that is coterminous with the District's boundary and response area
Petrolia FPD	Expanded SOI to include non-district response area
Rio Dell FPD	Expanded SOI to include non-district response area
Scotia CSD	No change to the existing SOI which is coterminous with the District's boundary. Due to lack of funding for fire services, it is not recommended that the SOI be expanded to match the non-district response area.

Staff respectfully seeks Commission input with regards to content, conclusions, and recommendations provided in the Eel River Valley/Lost Coast Regional Fire Protection Services MSR.

RECOMMENDATION

This item has been agendized for consideration as part of a noticed public hearing. The following procedures are recommended with respect to the Commission's consideration of this item:

- 1) Receive verbal report from staff;
- 2) Open the public hearing and invite testimony (mandatory); and
- 3) Discuss item and – if appropriate – close the hearing and consider action on recommendation:

"I move to approve the Eel River Valley/Lost Coast Regional Fire Services Municipal Service Review and adopt Resolution No. 17-03, updating the spheres of influence for each fire-related district studied in the MSR."

Attachments

Attachment A: Eel River Valley/Lost Coast Regional Fire Services MSR

Attachment B: Resolution No. 17-03

EEL RIVER VALLEY-LOST COAST REGIONAL FIRE SERVICES

Municipal Service Review

HEARING DRAFT

Hearing Date- January 18, 2016



HUMBOLDT LOCAL AGENCY FORMATION COMMISSION

Commissioners

Virginia Bass, District 4 Supervisor

Estelle Fennell, District 2 Supervisor

Sue Long, City of Fortuna

Gordon Johnson, City of Rio Dell

Troy Nicolini, Samoa Peninsula Fire Protection District Board

Debra Lake, Fruitland Ridge Fire Protection District

Robert McPherson, Public Member

Alternate Members:

Ryan Sundberg, County Member

Mark Wheelley, City Member

Frank Scolari, District Member

Skip Jorgensen, Public Member

Staff:

George Williamson, AICP, Executive Officer

Colette Metz, Administrator

Sarah West, Service Specialist

Jason Barnes GIS Analyst

Paul Brisso, Legal Council

Acknowledgements:

LAFCo staff would like to thank the contributors to this Municipal Service Review. Input instrumental in completing this report was provided by: Ben Fleek, John Church, Dennis DelBiaggio, Lon Winburn, Ken Nielsen, Travis Howe, Shane Wilson, John Broadstock, and Justin Olander. Special thanks to John Miller and Cybelle Immitt from Humboldt County Planning and Public Works Departments.

Eel River Valley-Lost Coast Regional Fire Services *Municipal Service Review*

Hearing Draft
Scheduled for January 18, 2016

Bridgeville Fire Protection District
Carlotta Community Services District
Ferndale Fire Protection District
Fortuna Fire Protection District
Loleta Fire Protection District
Petrolia Fire Protection District
Rio Dell Fire Protection District
Scotia Community Services District

Prepared by
Humboldt LAFCo



TABLE OF CONTENTS

INTRODUCTION	1
1.1 Uses of the Report	2
1.2 Review Methods	3
FIRE PROTECTION OVERVIEW	4
2.1 Humboldt County Fire Services	4
2.2 Measure Z Fire Services Planning	4
2.3 Service Providers and Service Areas	5
SERVICE AGENCY PROFILES	8
3.1 Bridgeville Fire Protection District	9
3.2 Carlotta Community Services District	19
3.3 Ferndale Fire Protection District	29
3.4 Fortuna Fire Protection District	41
3.5 Loleta Fire Protection District	54
3.6 Petrolia Fire Protection District	63
3.7 Rio Dell Fire Protection District	73
3.8 Scotia Community Services District	83
3.9 Volunteer Fire Companies	93
SERVICE CHARACTERISTICS AND OPPORTUNITIES	100
4.1 Recruitment and Retention of Volunteers	100
4.2 Training	101
4.3 Response Times	102
4.4 Level of Service	102
ADDRESSING BOUNDARIES AND SERVICE AREAS	103
5.1 Annexation	103
5.2 District Formation	104
5.3 Contracts for Service	105
5.4 Activation of Latent Powers	106
5.5 Funding Sources for Boundary Changes	107
RECOMMENDATIONS	108
Works Cited	109

INTRODUCTION

The mandate for Local Agency Formation Commissions (LAFCos) to conduct service reviews is part of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act), California Government Code Section 56000 et seq. LAFCos are required to conduct service reviews prior to or in conjunction with sphere of influence updates and are required to review and update the sphere of influence for each city and special district as necessary, but not less than once every five years. The service review must include an analysis of the service issues and written determinations in each of the following categories:

- Growth and population projections for the affected area;
- The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere;
- Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies;
- Financial ability of the agency to provide services;
- Status of, and opportunities for, shared facilities;
- Accountability for community service needs, including governmental structure and operational efficiencies; and
- Any other matter affecting or related to effective or efficient service delivery, as required by Commission policy.

The preparation of a municipal service review for fire protection service providers in the Eel River Valley/Lost Coast region serves to determine the best approaches for improving service levels and addressing the mismatch between fire-related district boundaries and response areas. The service review provides an overview of fire protection services along with profiles of each agency. The report also includes service review determinations and sphere of influence recommendations for each of the following fire- related agencies:

1. **Bridgeville Fire Protection District**
2. **Carlotta Community Services District**
3. **Ferndale Fire Protection District**
4. **Fortuna Fire Protection District**
5. **Loleta Fire Protection District**
6. **Petrolia Fire Protection District**
7. **Rio Dell Fire Protection District**
8. **Scotia Community Services District**

1.1 Uses of the Report

A regional approach for conducting this service review provides the opportunity identify shared trends relating to the adequacy, capacity, and cost of providing fire protection services to the Eel River Valley/Lost Coast region. Most local fire departments report having insufficient funding to adequately respond to the demands placed on their service. There are large populated areas of the county that do not fall within the boundaries of any fire-related district. These areas receive what is referred to as “goodwill service” from nearby district fire departments or non-district fire companies that do not have an official jurisdictional boundary. This goodwill service is not supported by any sustainable revenue source and requires district resources to respond outside of their jurisdictional boundary which puts additional strain on already overburdened resources.

This service review process serves to identify ways to expand fire district boundaries where appropriate to match their true response areas, to form new districts where non-governmental fire companies currently provide service, evaluate the feasibility of consolidations where appropriate, and identify and implement other measures to address the lack of complete community coverage and sustainable revenue. The potential uses of this report are described below.

To Update Spheres of Influence

This service review serves as the basis for updating the spheres of influence for the 8 fire-related districts included in the report. Specifically, a sphere of influence designates the territory LAFCo believes represents a district’s appropriate future jurisdiction and service area. All boundary changes, such as annexations, must be consistent with an affected district’s sphere of influence with limited exceptions.

To Consider Jurisdictional Boundary Changes

This service review contains a discussion of various alternative government structure options for efficient service provision. LAFCo is *not* required to initiate any boundary changes based on service reviews. However, LAFCo, other local agencies (including cities, special districts or the County) or the public may subsequently use this report together with additional research and analysis, where necessary, to pursue changes in jurisdictional boundaries.

Resource for Further Studies

Other entities and the public may use this report for further study and analysis of issues relating to fire protection and emergency medical services in the Eel River Valley/Lost Coast region.

1.2 Review Methods

The following information was gathered from the fire-related districts to understand the current status of district operations and services:

1. Governance and Organization
2. Financial
3. Personnel
4. Training
5. Calls for Service
6. Response Standards and Performance
7. Mutual/Automatic Aid
8. Stations and Apparatus

In addition, LAFCo obtained call data from annual reports published by the Fire Chief's Association, response mapping from County Planning staff, and regional fire service information from the Humboldt County Community Wildfire Protection Plan. Other source documents include, but are not limited to, the following:

- Humboldt County Master Fire Protection Plan
- Humboldt County General Plan Update
- Humboldt County Community Infrastructure and Services Technical Report
- Humboldt County Fire Chief's Association Annual Reports
- Humboldt County General Plan 2014 Housing Element

Information gathered was analyzed and applied to make the required determinations for each agency and reach conclusion about the focus issues identified in the service review. All information gathered for this report is filed by LAFCo for future reference.

FIRE PROTECTION OVERVIEW

This chapter provides a summary of fire protection services in Humboldt County and, more specifically, a comparative overview of the fire protection capabilities of the local agencies covered by this service review.

2.1 Humboldt County Fire Services

Fire and emergency services delivery in Humboldt County is complex. There are 45 fire departments providing fire protection to cities and unincorporated communities throughout the county. The majority of local fire service providers are associated with a special district, including one (1) County Service Area (CSA); eight (8) Community Service Districts (CSDs); 19 Fire Protection Districts (FPDs), and one (1) Resort Improvement District (RID), with the remainder consisting of two (2) city fire departments, and 13 fire companies not associated with local government agencies. There are also four (4) state, federal, or tribal fire departments providing seasonal wildland fire protection that also work in cooperation with local fire departments.

The districts were formed to provide fire services within a specific jurisdictional boundary and are supported by revenue from a combination of taxes, fees, and fundraising. Many of these jurisdictional boundaries were created as far back as the 1930's. Since that time, neighborhoods, scattered subdivisions, and rural residential development have emerged outside of district boundaries. This newer development requires year-round fire protection and emergency services, which it receives in a variety of ways.

Some areas outside the boundaries of an established district receive fire protection from district resources responding outside of their jurisdictional areas. This type of out of district service is often referred to as "goodwill service." District fire departments provide service to these areas even though they are under no obligation to do so and receive no compensation for their service, other than donations. This practice can put a strain on already limited resources. Furthermore, property owners within the district may question why the services funded through their taxes are benefiting out of district residents, particularly if they pay a special tax or benefit assessment specifically for fire protection.

Many areas outside the boundaries of an established district receive fire protection from a fire company that is not affiliated with a district. These fire companies receive no tax revenue and depend solely on revenue generated from community donations, fundraisers, and grants. Some communities are more supportive of their local fire companies than others, and support can fluctuate dramatically depending on local economic conditions.

2.2 Measure Z Fire Services Planning

In November 2014, Humboldt County voters passed Measure Z, a half-cent sales tax to fund essential public safety services. The sales tax measure was approved for a period of five years and is set to expire on March 31, 2020. A Citizen's Advisory Committee was formed to make recommendations to the Board of Supervisors as to the expenditure of funds raised by Measure Z.

The Humboldt County Fire Chiefs Association was granted \$2.2 million in Measure Z funds for fiscal year 2015-16, and \$1.8 million in fiscal year 2016-17. These funds have been used to purchase basic essential safety equipment and communication services to ensure there will not be a reduction or degradation in current fire service responses. In addition, a portion of funds granted to the Chiefs Association have been used to support a formal planning effort led by County staff to address the mismatch between fire-related district boundaries and where goodwill services are provided but not supported by a sustainable revenue source. These funds may also be used to cover costs associated with the LAFCo process related to receiving, reviewing, and approving applications for fire-related district formation and expansion, as well as the election process. These costs, as well as the lack of administrative staff and expertise to start and complete the district formation and expansion process, have previously prohibited local fire-related districts from addressing the challenges identified in this report.

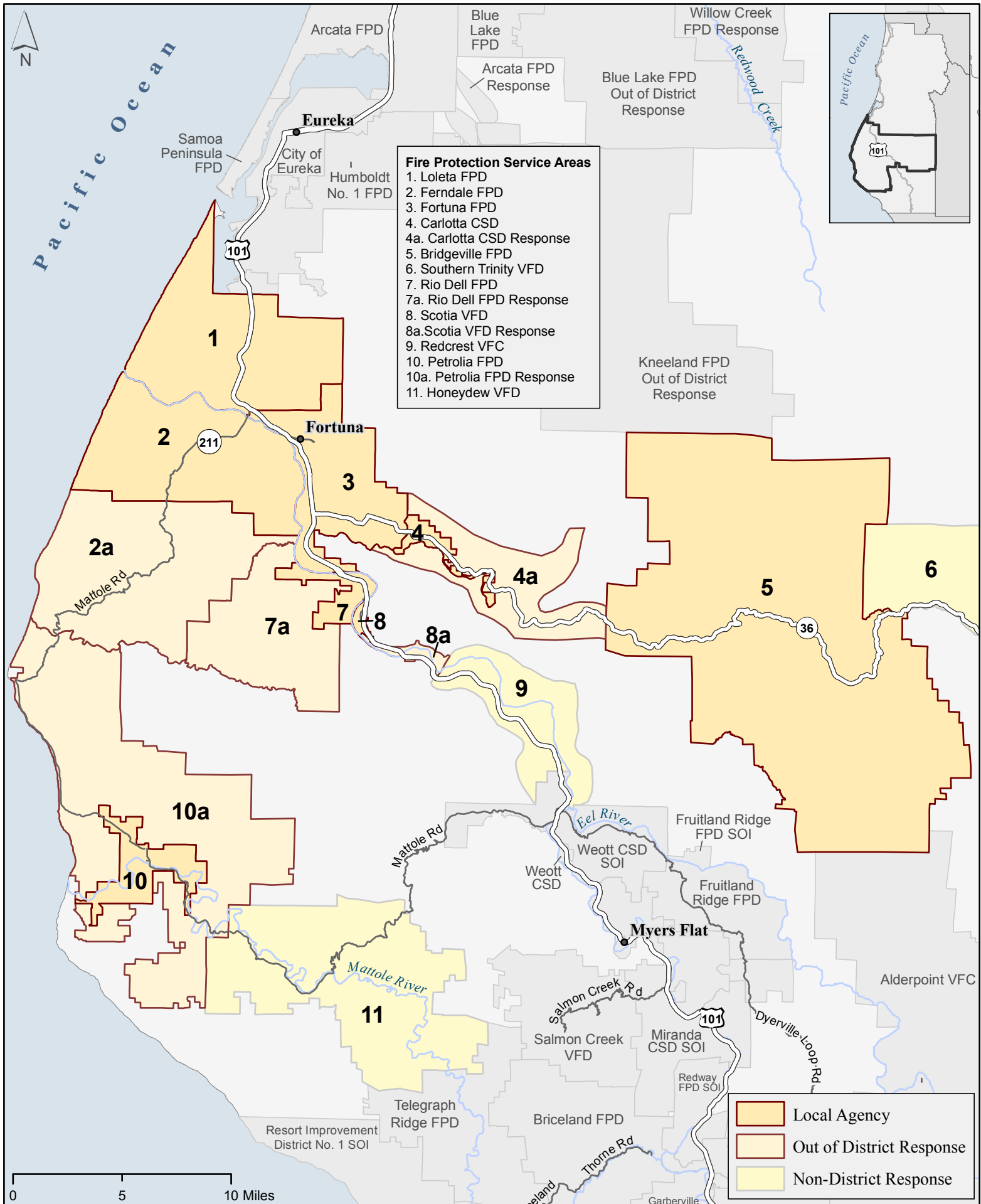
2.3 Service Providers and Service Areas

The study area for this service review is the Eel River Valley/Lost Coast region where a significant portion of the unincorporated area is located outside local fire-related district boundaries. Community fire protection services are provided in this area by 8 special districts and 5 volunteer fire companies, all of which are the subject of this report. The following table summarizes the district and out of district response areas, fire stations, equipment available, and number of firefighters for each district. As shown in Table 2-1, the combined out of district response areas for these districts cover approximately 231.9 square miles, which represents over half of the total district areas combined. While the district boundaries define the geographical extent of the authority and responsibility of a district, the district response areas have been established over time in areas where no fire-related district exists.

Table. 2-1 Eel River Valley/Lost Coast Fire Service Provider Summary

Service Provider	Total Calls for Service 2015	Area in Square Miles		Stations	Apparatus	Firefighters
		District	Non-District Response Area			
Bridgeville FPD	79	196	0	1	4	0 paid 8 volunteer 0 auxiliary
Carlotta CSD	114	4.4	46	2	8	0 paid 14 volunteer 0 auxiliary
Ferndale FPD	230	42	58.5	1	7	0 paid 34 volunteer 0 auxiliary
Fortuna FPD	525	29	0	3	12	2 paid 79 volunteer 22 auxiliary
Loleta FPD	267	48.8	0	1	5	0 paid 21 volunteer 0 auxiliary
Petrolia FPD	37	11	91.5	1	6	0 paid 24 volunteer 5 auxiliary
Rio Dell FPD	476	5.3	33.5	1	7	0 paid 26 volunteer 5 auxiliary
Scotia CSD*	141	0.8	2.4	1	6	1 paid 11 volunteer 2 auxiliary

*While the formation of the Scotia CSD included fire protection as an authorized service, an ongoing sustainable funding source, such as a special tax or assessment, has not been approved. For the short term, the Scotia VFD continues to receive funding support from the Town of Scotia, LLC who is in the process of subdividing and selling residential and commercial properties.



SERVICE AGENCY PROFILES

This chapter provides an overview of the 8 fire-related districts and 3 volunteer fire companies providing fire protection services in the Eel River Valley/Lost Coast region of Humboldt County. Included is a description of each agency's organizational development, tables listing key service information, and maps of each agency's jurisdictional and response area boundaries.

3.1 BRIDGEVILLE FIRE PROTECTION DISTRICT

3.2 CARLOTTA COMMUNITY SERVICES DISTRICT

3.3 FERNDALE FIRE PROTECTION DISTRICT

3.4 FORTUNA FIRE PROTECTION DISTRICT

3.5 LOLETA FIRE PROTECTION DISTRICT

3.6 PETROLIA FIRE PROTECTION DISTRICT

3.7 RIO DELL FIRE PROTECTION DISTRICT

3.8 SCOTIA COMMUNITY SERVICES DISTRICT

3.9 VOLUNTEER FIRE COMPANIES

3.10 OTHER FIRE AGENCIES

3.1 Bridgeville Fire Protection District



INTRODUCTION

Table 3-1. Bridgeville FPD Contact Information

Contact:	Ben Fleek, Chief
Mailing Address:	P.O. Box 51, Bridgeville, CA 95526
Phone Number:	(707) 777-3424
Email	bcbf@netzero.net
Website	facebook.com/Bridgevillevolunteerfire
Population Served:	601 residents
Size of Service Area:	196 square miles (126,6530 acres) in District
Number of Staff	8 volunteers

Background

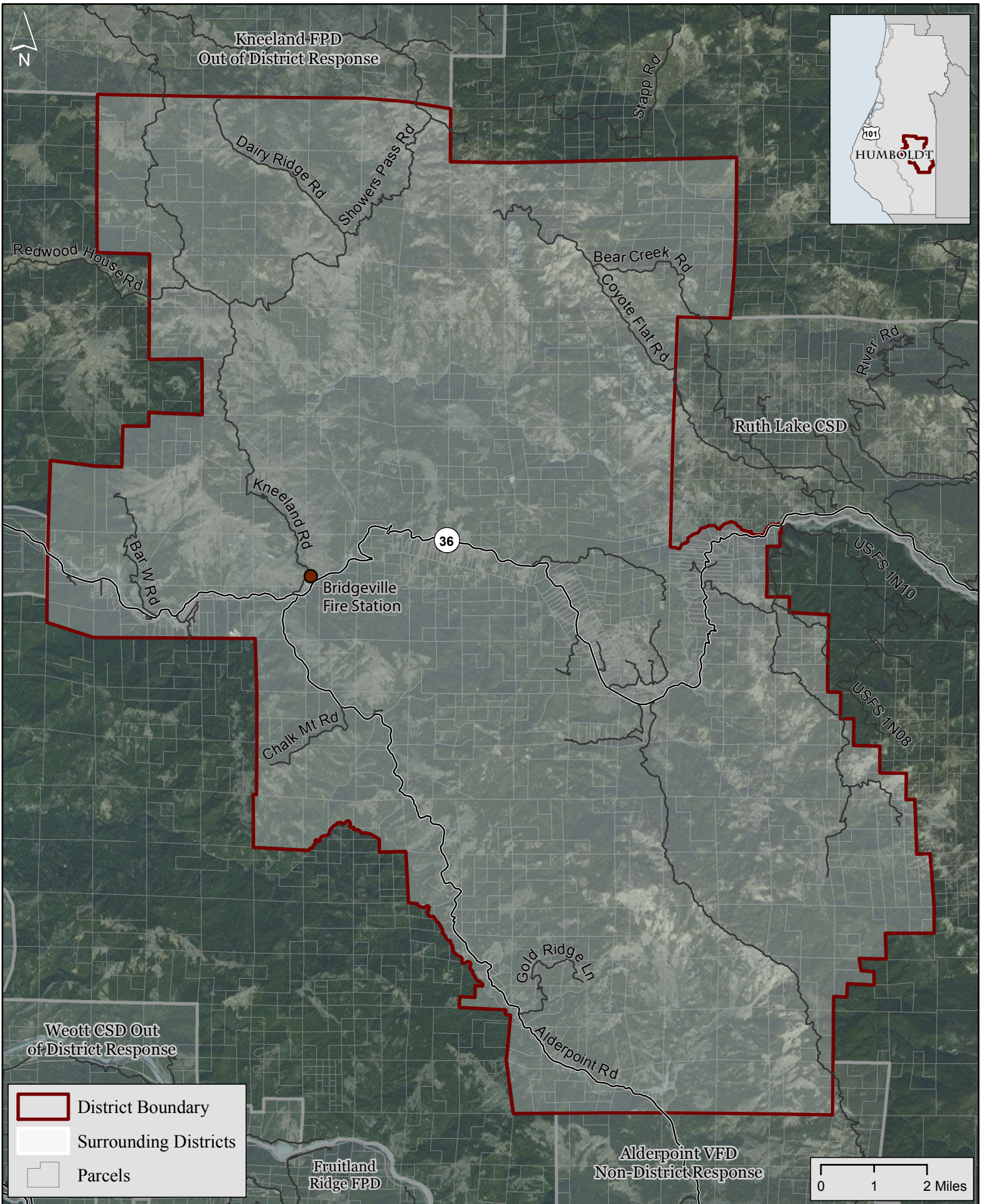
The Bridgeville Fire Protection District (Bridgeville FPD or District) is located in the eastern-central portion of Humboldt County, approximately 25 miles east of Fortuna along the State Route 36. The Bridgeville Volunteer Fire Company (VFC), a 501(c)3 non-profit corporation, has been serving the Bridgeville area since 2005 and continues to provide emergency fire and rescue services on behalf of the Bridgeville FPD since its formation in 2012. A municipal service review (MSR) for the District was previously conducted in 2011 as a part of the formation process. This document will update the previous MSR and build upon information provided therein.

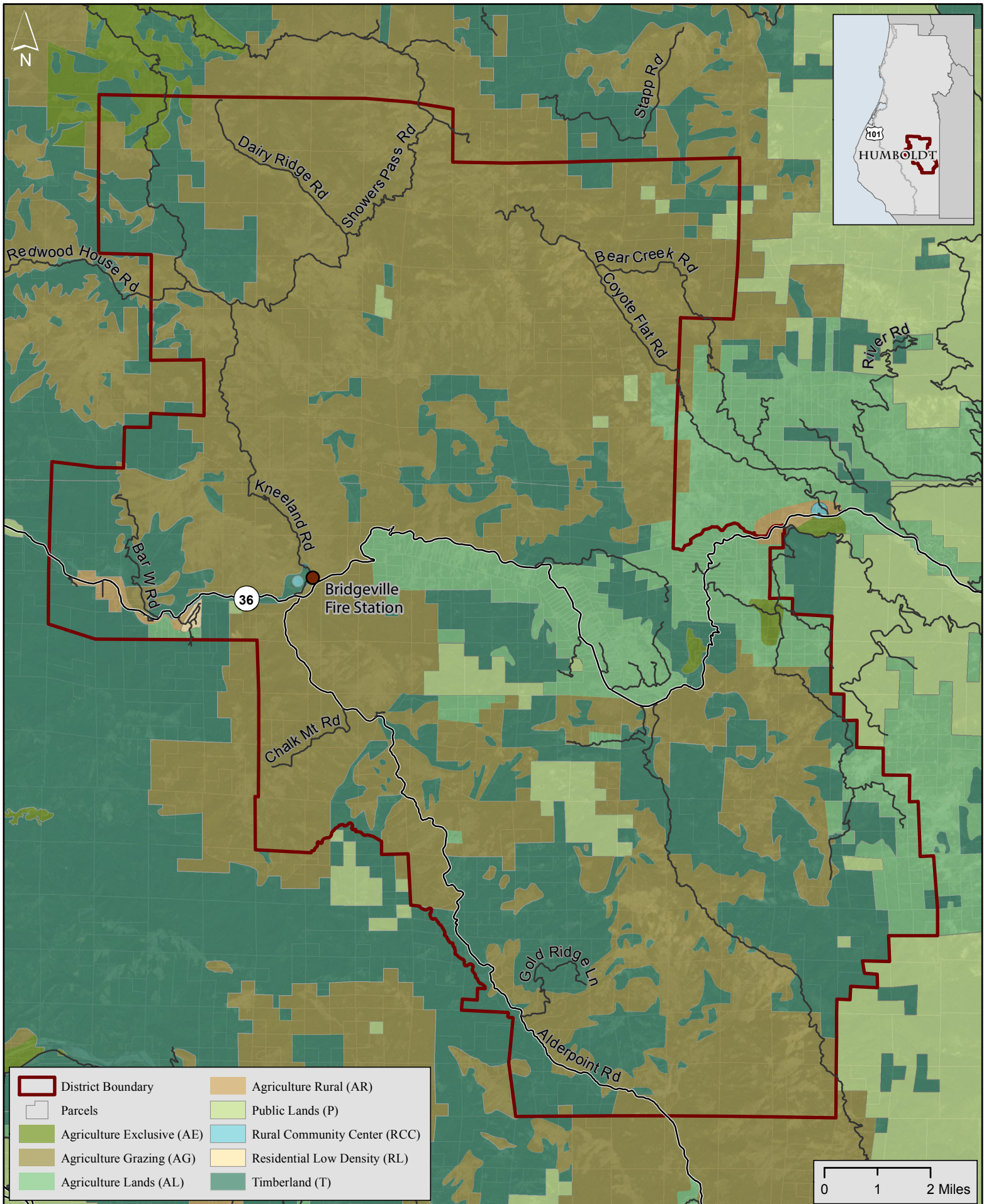
Formation

The Bridgeville FPD was formed in September 2012 after a successful special election was held, which included the approval of a special tax on property. The formation was initiated by petition for which 31 percent of the registered voters within the formation area signed in support of establishing a fire protection district. The District was formed for the purpose of providing fire protection, rescue, and emergency medical services and any other services relating to the protection of lives and property pursuant to the Fire Protection District Law of 1987, Division Part 2.7 of the California Health and Safety Code. The District is governed by a five-member Board of Directors, elected by registered voters who live within the District.

District Boundary

The District's boundary coincides with what historically was the VFC's response area and covers approximately 196 square miles (126,653 acres). Responses out of district are mutual aid-related. The District contains a portion of State Route 36, the unincorporated town of Bridgeville, and the Swains Flat and Golden Gate residential areas. The District's boundary abuts the Southern Trinity Volunteer Fire Department response boundary to the northeast, the Alderpoint VFC to the south, Carlotta CSD's response area along Highway 36 to the east, and Kneeland FPD's Response Area to the north-west (See Figure 2).





Growth and Population

Based on the 2010 Census, the Bridgeville FPD currently serves approximately 601 residents and 360 total housing units. The most populated district areas are Swains Flat, Little Golden Gate, Maple Lane, and the Bridgeville town site. The Bridgeville Community Center and Bridgeville VFC estimate the population within the District boundaries to be closer to 1,200 persons. This is based on the 2010 Census undercounting the number of residents per housing unit (LAFCo, 2011).

Future District population has been estimated using a 1.0 percent annual growth rate. Applying this growth rate to the Census 2010 population, the District population could reach approximately 700 by the year 2030, or an increase of five to ten new residents per year. Therefore, the demand for fire protection service within the District is not expected to change significantly over the next 20 years (LAFCo, 2011).

Existing and Planned Uses

The District's most prominent feature is the privately-owned town of Bridgeville, located at the intersection of State Route 36 and Kneeland and Alderpoint Roads. The town of Bridgeville contains residential uses, the Bridgeville School, the Bridgeville Community Center, a County of Humboldt roads maintenance station which also contains the Bridgeville VFC fire station, and a seasonal CAL FIRE station.

Land uses within the Bridgeville FPD boundaries are subject to the Humboldt County Framework General Plan, Volume I, and Zoning Regulations (Humboldt County Code Title III, Division 1). The Humboldt County Framework General Plan and proposed General Plan Update designate most lands within the district boundaries for timber, grazing and rural residential development (See Figure 3), which limits future development potential. The availability of water and soil suitable for septic systems also limits the density of future development within the district boundaries (LAFCo, 2011).

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this MSR, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. Bridgeville FPD provides one of these services, fire protection, and is therefore responsible for assuring that this service is adequately provided to the community. Except for residences within the Bridgeville Town-site and Swain's Flat Trailer Park that utilize small private water systems, all properties within the district boundaries use on-site water and septic systems.

The Bridgeville FPD is in Community Block 060230109021, which the California Department of Water Resources identifies as a Severely Disadvantaged Community Block. The block has a MHI of \$30,625, which is 50 percent of the state average MHI, thereby qualifying the area as disadvantaged (DWR, 2016). Should territory in the surrounding area be evaluated for annexation in the future, disadvantaged communities in the area should be considered further.

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

The Bridgeville VFC is an active member of the fire service in Humboldt County. The VFC participates in the countywide fire protection mutual aid agreement, the Humboldt County Dispatch Cooperative, the Eel River Valley Fire Chiefs Association, and the Eel River Valley Technical Resource Team. Additionally, Bridgeville is a nationally designated Fire-Wise Community.

The Bridgeville VFC provides a full range of fire protection services, including emergency medical services, auto extrication, technical rescue (rope, swift water, and confined space rescue), hazardous materials, and general public assistance. They are a non-transport BLS service provider and are equipped with jaws-of-life equipment, an AED, and oxygen.

The Bridgeville VFD responded to approximately 79 calls for service in 2015, of which approximately 23 calls, or 29 percent, were fires of various types, and 20 calls, or 25 percent, were medical related. Other calls such as vehicle accidents, which comprise approximately 37 percent of total calls, may also involve the delivery of emergency medical services. Refer to Table 3-2 for an overview of Bridgeville VFC service calls.

Table 3-2. Bridgeville VFD Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Vegetation Fires	0	2	2	5	4	6
Structure Fires	1	0	3	2	5	4
Other Fires	9	2	12	13	9	13
Vehicle Accidents	0	3	29	38	27	29
Medicals	48	7	24	37	30	20
Hazard/Menace	3	1	3	4	4	5
Public Assists	-	-	-	6	4	1
Others	1	1	9	1	5	1
Total Responses	62	16	82	106	88	79
% Medical	77%	44%	29%	35%	34%	25%
% Fire Response	16%	25%	21%	19%	20%	29%
Volunteer Hours						
Incident	100	No	340	1,700	1,100	470
Training	120	Report	1,800	800	860	692
Maintenance	100		128	150	100	96
Fundraising	100		1,506	600	200	120
Total Hours	420	0	3,774	3,250	2,260	1,378
Personnel						
Volunteer	8	8	10	12	10	10
Auxiliary	2	2	1	0	0	0
Total Personnel	10	10	11	12	10	10

Source: CAL FIRE-Fortuna Interagency Command Center, Humboldt County Fire Services Annual Report

Personnel

The District reports eight active volunteer personnel. All firefighters are CPR and First Responder certified. Of these personnel, 4 are trained as Fire Fighter 1 or above, 4 are trained in Wildland (CICCS), and 2 are trained in Hazardous Materials Operations. Training is conducted through the Eel River Valley Fire Academy (District Response to Questionnaire, 2014). The District is always looking for more recruits. Recruiting is conducted on an annual basis as well as through the Bridgeville Community Newsletter and events.

Table 3-3. Bridgeville VFD Training Qualifications

Training Qualification	# of Members Trained
Fire Fighter I or above	8
Wildland (CICCS)	6
First Responder (Medical)	6
EMT	1
Paramedic	0
HazMat First Responder Ops.	1
Rope Rescue	0
Swift Water Rescue	0
Fire Investigation	0

Current Infrastructure and Facilities

The Bridgeville VFC operates from one fire station just off Kneeland Road in the town of Bridgeville. The station is located at the Humboldt County road maintenance facility and serves primarily as a garage for fire apparatuses. The following table describes the apparatuses utilized by the Bridgeville VFC. VFC equipment also includes a generator, water pump, smoke ejector, automatic external defibrillator (AED), jaws of life equipment and hand-held radios. Through Measure Z funds allocated to the Humboldt County Fire Chiefs Association, the Bridgeville VFD received 6 self-contained breathing apparatus (SCBAs) in 2015.

Table 3-4. Bridgeville FPD Facilities and Apparatus

Station	Address	Apparatus	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
1	38697 Kneeland Road Bridgeville, CA 95526	E7612	Engine	1968	II	250	800
		E7621	Engine	1971	II	250	1,000
		E7622	Engine	1984	II	250	800
		E7671	Rescue Wagon	1988	N/A	N/A	N/A

Challenges and Needs

Like many small rural departments, Bridgeville VFD is challenged with aging equipment and facilities, and member recruitment and retention (Fire Chief’s Association, 2015). The District specifically noted that it needs type III and type VI fire and rescue engines. Currently they only have 2-wheel drive capabilities, and 4-wheel drive is preferred to serve more isolated areas and off-road terrain.

ISO Rating

There are several benchmarks by which the level of fire service provided by an agency may be measured, and the Insurance Services Office Public Protection Classification, or ISO PPC, is one such measure. The ISO is a rating commonly used by insurance companies to determine fire insurance rates, with 1 being the best rating which indicates the highest level of fire protection and the lowest is 10. Based on an ISO audit, the Bridgeville VFD has a “10” rating (District Response to Questionnaire).

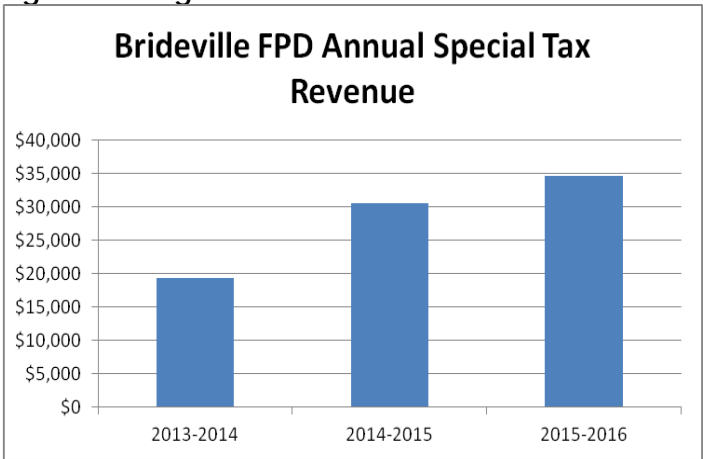
FINANCING

Current Revenues and Expenditures

The District’s main revenue source is a special tax approved by voters during District formation. The special tax is apportioned to property within the District boundary on an annual basis in the following manner: \$10 for unimproved parcels; \$75 for improved parcels containing one-family residential dwellings; and \$100 for improved parcels containing commercial structures and manufactured home parks.

In the 2011 MSR, the special tax revenue was estimated to generate approximately \$40,000 annually (LAFCo, 2011). In Fiscal Year 2015-16, \$34,690 in special taxes were collected. The District was able to make up the difference in expenses with a 50/50 grant from CAL FIRE as well as income from CAL FIRE station coverage and assistance. The District has noted that a special tax rate increase may be needed as revenue from CAL FIRE is variable and annual expenses are around \$40,000 while special tax revenue has so far been closer to \$30,000 annually (see chart below).

Figure 4. Bridgeville FPD Tax Revenue



The amount of tax revenue currently collected cannot keep pace with rising costs of insurance, audits, reporting requirements, and equipment repairs. The District continues to fundraise and pursue grants to stabilize finances and to upgrade equipment and apparatus.

Table 3-5. Bridgeville FPD Budget for Fiscal Year 2015-16

Fiscal Year 2015-16 Budget	
Expenditures	
Salaries & Employee Benefits	\$0
Services & Supplies	\$22,012
Fixed Assets	\$300
<i>Total Expenditures</i>	<i>\$22,312</i>
Revenues	
Special Tax	\$34,690
Use of Money and Property	\$90
State	4,393
Other	\$752
<i>Total Revenue</i>	<i>\$39,925</i>
Total Revenues	\$39,925
Total Expenditures	\$22,312
Revenues/Sources Over (or under)	
Expenditures/Uses	\$17,613

Source: Financial records as reported to the California State Controller's Office, 2016.

ACCOUNTABILITY AND GOVERNANCE

The Bridgeville FPD is governed by a five-member Board of Directors. Currently there are no vacancies on the board. Elections are set to be held for board members in 2017. They meet on the second Monday of each month at the Bridgeville Community Center at 5:00 pm. Meeting notices are posted at post office, at the school by the Bridgeville Community Center, and in the Bridgeville Community Newsletter. The Secretary to the Board is reimbursed for meetings at \$100 per month and the Treasurer to the Board is reimbursed \$40 a month for mileage (District Response to Questionnaire).

MUNICIPAL SERVICE REVIEW DETERMINATIONS

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

(1) Growth and population projections for the affected area

- a) Based on the 2010 Census, the Bridgeville FPD currently serves approximately 601 residents and 360 total housing units.
- b) The population of the District could reach approximately 700 residents by the year 2030.

(2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) The Bridgeville area qualifies as a disadvantaged unincorporated community.
- b) There are currently no local agency service providers in the Bridgeville area that provide water or sewer services.
- c) Should territory in the surrounding area be evaluated for annexation in the future, disadvantaged communities in the area should be considered further.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

- a) The formation of the District included voter approval of a special tax which helps to stabilize the delivery of fire protection services to the Bridgeville area.
- b) The District's facilities, infrastructure, and services are sufficient to provide quality services to its residents.
- c) Like all volunteer departments, the Bridgeville VFD must continually recruit for additional volunteers and, as demand for services increases in the future, additional volunteers will be needed to maintain the service capacity of the District.

(4) Financing ability of agencies to provide services

- a) Annual operating expenses for the Bridgeville FPD are around \$40,000 while special tax revenue has so far been closer to \$30,000 annually.
- b) The District continues to supplement its income through fundraising, grants, and from CAL FIRE station coverage and assistance.
- c) A special tax increase, which would require 2/3 voter approval, may be necessary to address the District's operating shortfall.

(5) Status of and, opportunities for, shared facilities

- a) The Bridgeville fire station is located at the Humboldt County road maintenance facility and serves primarily as a garage for fire apparatuses.
- b) Location of calls, historical call data, and natural boundaries of the Bridgeville area were considered in the development of the Bridgeville FPD boundaries during district formation. These factors determine the areas that are accessed, or served, by the Bridgeville VFD, or that are served by adjacent fire departments.
- c) The Bridgeville VFD is a participant in the countywide fire protection mutual aid agreement, the Humboldt County Dispatch Cooperative, the Eel River Valley Fire Chiefs Association, and the Eel River Valley Technical Resource Team. Additionally, Bridgeville is a nationally designated Fire-Wise Community.

(6) Accountability for community service needs, including governmental structure and operational efficiencies

- a) The Bridgeville FPD is an independent district governed by a five-member Board of Directors. Board meetings are held regularly at the Bridgeville Community Center.
- b) The Bridgeville FPD, with support from the Bridgeville VFD, supports the mutual social and economic interests of the Bridgeville community by sustaining community-based fire protection services and establishing local governance for such services.
- c) The Bridgeville VFD maintains a Facebook page to communicate with members of the public.
- d) The District does not have a website. Establishing a website and posting agendas, minutes, budgets, and financial data would increase transparency to the community.
- e) The Bridgeville FPD demonstrated accountability in its cooperation with LAFCo's information requests.

(7) Any other matter related to effective or efficient service delivery

- a) Bridgeville FPD boundary generally matches its response area. This corresponds with the District's sphere of influence that was established in 2012 as part of the district formation process. No change to the existing sphere of influence is recommended at this time.

3.2 Carlotta Community Services District



INTRODUCTION

Table 3-6. Contact Information

Contact:	John Church, Chief
Mailing Address:	P.O. Box 33, Carlotta, CA 95528
Phone Number:	(707) 768-1714
Email:	Kaburke61@hughes.net
Website:	facebook.com/Carlotta-Volunteer-Fire-Department-156124474469271/
Types of Services:	Fire protection, rescue, and emergency medical services
Population Served:	698 residents in District
Size of Service Area:	4.4 sq. mi. in District, 46 sq. mi. in goodwill response area
Number of Staff:	14 volunteers

Background

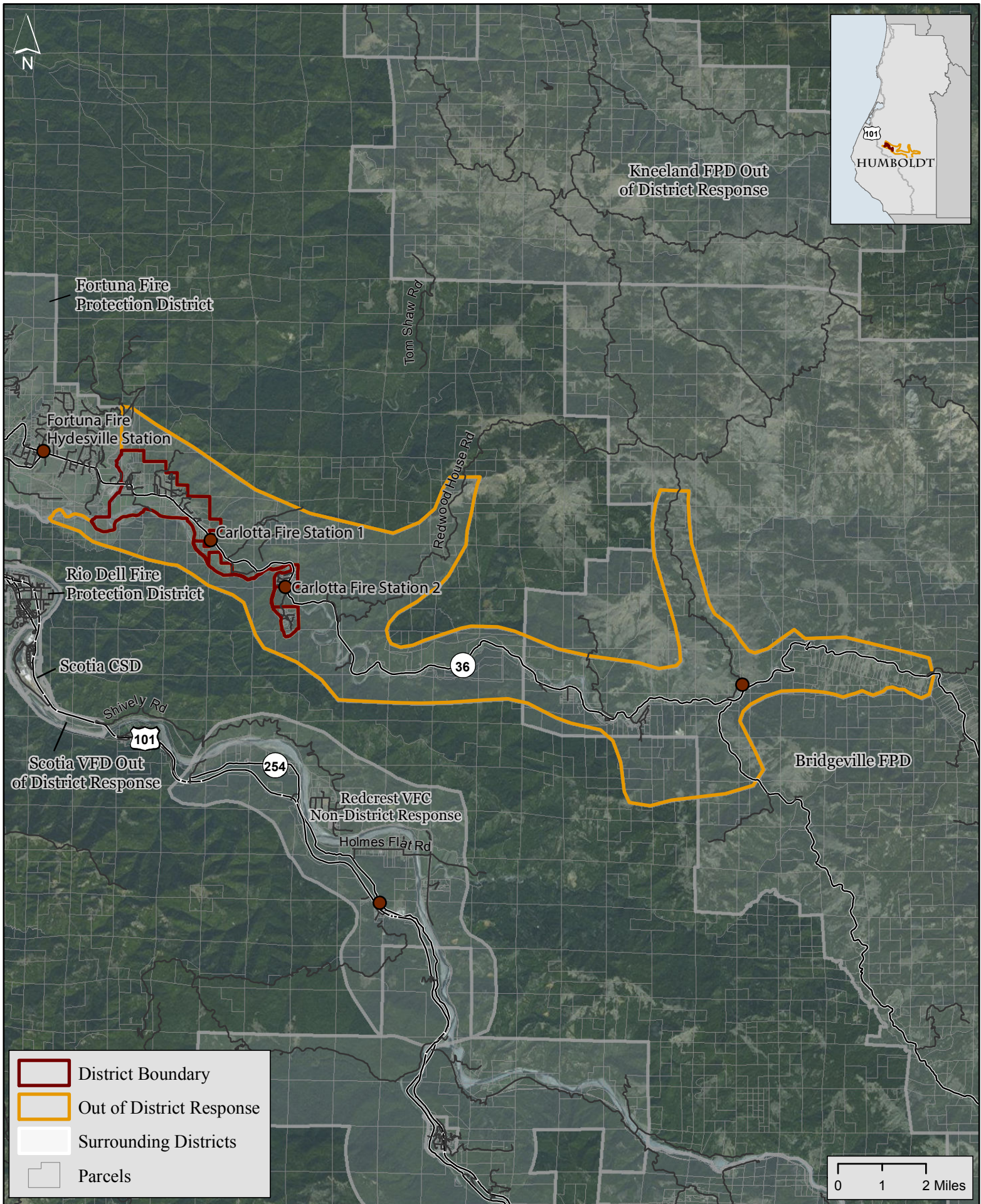
The Carlotta Community Services District (Carlotta CSD or District) provides fire protection, rescue, and emergency medical services to the community of Carlotta. These services are provided on behalf of the District by the Carlotta Volunteer Fire Department (VFD), which responds to an average of 70 calls per year. A municipal service review (MSR) for the District was previously conducted in 2008. This document will update the previous MSR and build upon information provided therein.

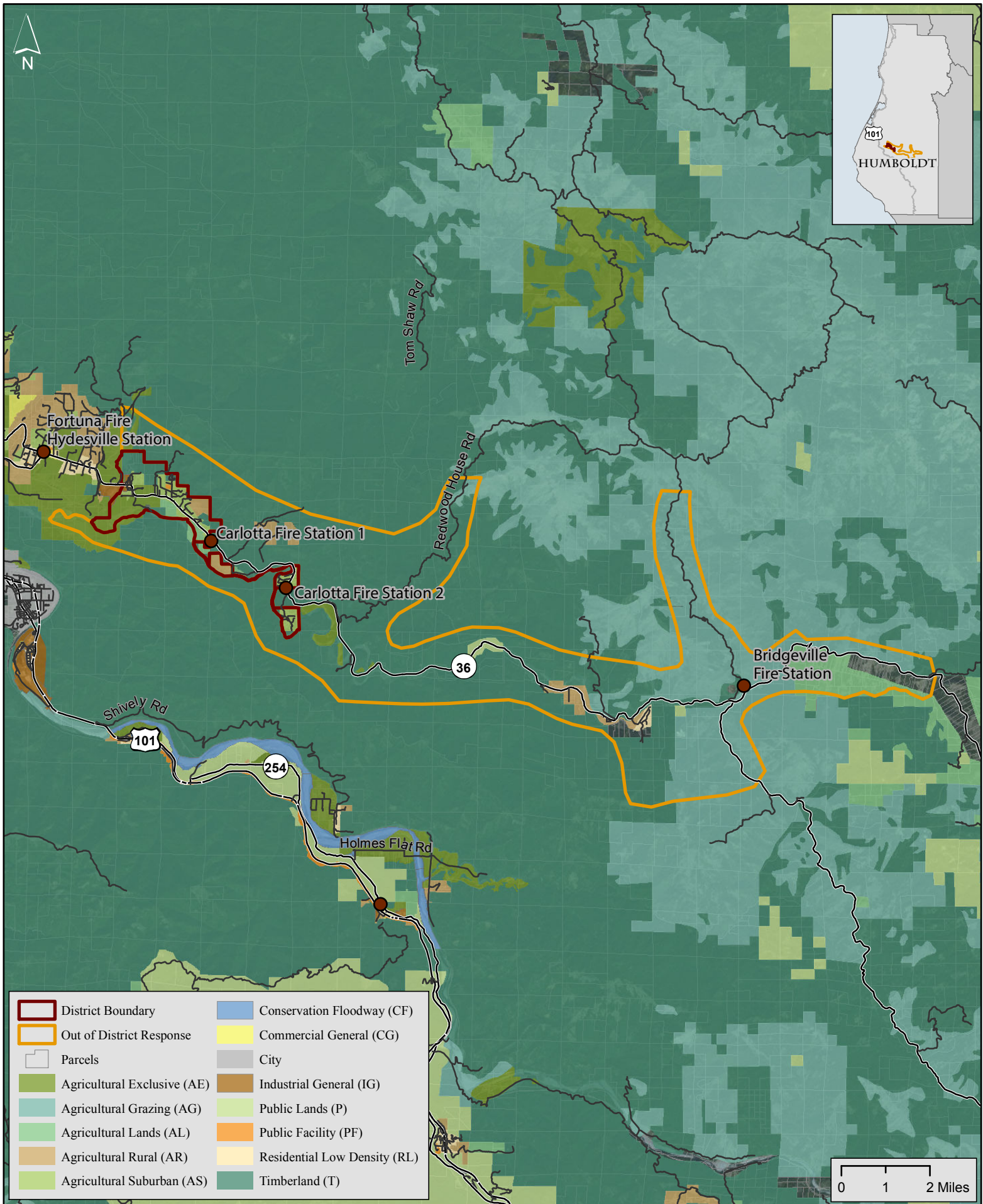
Formation

The Carlotta VFD was established in 1964, and shortly after the Carlotta CSD was formed on April 6, 1965 by the Board of Supervisors (BOS Resolution No. 2089). The District was established in order to provide fire protection services pursuant to Community Services District Law (Government Code Sections 61000-61226.5) and does not provide any other services at this time. All other remaining services, facilities, functions or powers enumerated in the District's principal act are considered to be "latent," meaning that they are authorized by the principal act under which the District is formed but are not being exercised. Activation of latent powers and services would require LAFCo approval as provided in Government Code Section 61106. The Carlotta CSD is governed by a five-member Board of Directors who are elected by registered voters within the District.

District Boundary

The Carlotta CSD's boundary includes the community of Carlotta and is approximately 2,800 acres (4.4 square miles) in area. See Figure 4. The Carlotta CSD provides goodwill fire protection services to properties outside of the District's boundary. This non-district response area is approximately 29,500 acres (46 square miles), creating a total service area of 32,300 acres (50.4 square miles). This type of out of district service is often referred to as "goodwill service" because the fire department provides service to this area even though they are under no obligation to do so and receive no compensation for their service, other than donations. (Continued on pg. 22)





This practice can put a strain on already limited resources. Furthermore, properties within the existing District boundary largely subsidize the delivery of fire protection services to the out of district response area.

Growth and Population

The 2014 Humboldt County Housing Element, estimated there are approximately 315 housing units and 698 people within the District boundary, based on the 2010 Census. The County further notes that the rate of population growth in Carlotta over the last 20-30 years has not been significant. New development within District boundaries is expected to occur at existing county-wide rates, which would likely range from 0.25 to 1.0 percent per year. Significant growth during the next ten years is not likely to occur (Humboldt County, 2014).

Existing and Planned Uses

The District boundary includes all of the developed area of the Carlotta portion of the Hydesville-Carlotta Community Planning Area. There are no community water or wastewater systems in Carlotta. Residential, commercial, and agricultural land uses receive drinking and agricultural water from on-site water systems. The County Department of Health and Human Services Land Use Program does not indicate that there are any significant area-wide limitations restricting the development of on-site water systems in the Carlotta. However, parcels must be large enough to meet septic system and property line setback requirements and demonstrate to the satisfaction of County standards that adequate on site water is available (Humboldt County, 2014).

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this municipal service review, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. Carlotta CSD provides one of these services – fire protection – and is responsible for assuring that those services are adequately provided to the community. There are no community water or wastewater systems in Carlotta; all existing uses rely on onsite systems.

Carlotta is identified as an unincorporated legacy community (ULC) within the Humboldt County Housing Element (Humboldt County, 2014). A legacy community is defined as a place that meets the following criteria:

- Contains 10 or more dwelling units in close proximity to one another;
- Is either within a city Sphere of Influence (SOI), is an island within a city boundary, or is geographically isolated and has existed for more than 50 years; and
- Has a median household income that is 80 percent or less than the statewide median household income.

The Carlotta community is in Census Community Block Group 060230109022 which has an estimated MHI of \$38,854 and qualifies as a DUC (DWR, 2016). Should the District seek to authorize its latent power to provide water or wastewater services to the community, or should territory in the surrounding area be evaluated for annexation, disadvantaged communities may be considered further.

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

The Carlotta VFD is an active member of the fire service in Humboldt County. The VFC participates in the countywide fire protection mutual aid agreement, the Humboldt County Dispatch Cooperative, the Eel River Valley Fire Chiefs Association, and the Eel River Valley Technical Resource Team. They also have aid agreements with the Fortuna FPD, Loleta FPD, Ferndale FPD, and Rio Dell FPD.

In 2015, the Carlotta VFD responded to 114 calls for service, which is significantly more than the preceding five-year average of 55 call per year. In 2015, 20 calls, or 18 percent, were fires of various types, and 58 calls, or 51 percent were medical related. Other calls such as vehicle accidents, which comprise approximately 23 percent of total calls, may also involve the delivery of emergency medical services. Refer to Table 3-6 for an overview of Carlotta VFC's service calls.

Table 3-7. Carlotta CSD Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Vegetation Fires	2	0	5	2	8	9
Structure Fires	1	0	2	4	6	5
Other Fires	6	4	3	6	9	6
Vehicle Accidents	0	7	30	31	17	26
Medicals	44	15	26	18	32	58
Hazard/Menace	1	0	3	2	1	-
Public Assists	-	-	-	1	1	9
Others	2	6	2	2	0	1
Total Responses	56	32	71	66	74	114
% Medical	79%	47%	37%	27%	43%	51%
% Fire Response	16%	13%	14%	18%	31%	18%
Volunteer Hours						
Incident	400	No Report	400	406	600	684
Training	1095		168	160	250	230
Maintenance	250		100	140	170	170
Fundraising	200		140	144	100	100
Total Hours	1,945	0	808	850	1,120	1,184
Personnel						
Volunteer	11	11	12	13	14	14
Auxiliary	1	1	0	0	0	0
Total Personnel	12	12	12	13	14	14

Source: CAL FIRE-Fortuna Interagency Command Center, Humboldt County Fire Services Annual Reports

Personnel

The Carlotta VFD supports three EMTs and 11 First Responders, for a total of 14 volunteers.

Table 3-8. Carlotta VFD Personnel and Training

Training Qualification	Number*
Fire Fighter I or above	2
Wildland (CICCS)	2
First Responder (Medical)	8
EMT	2
Paramedic	0
HazMat First Responder Ops.	0
Rope Rescue	0
Swift Water Rescue	0
Fire Investigation & Prevention	0

Current Infrastructure and Facilities

The Carlotta CSD operates from two fire stations. The northernmost fire station is located at 7950 State Route 36 and the second station is located approximately 2.5 miles southeast in the Riverside Acres area (LAFCo, 2008b). There are no fire hydrants in Carlotta and water must be transported via truck to extinguish fires. Through Measure Z funding, the District acquired 8 self-contained breathing apparatuses, 3 structural personal protective equipment, and 11 wildland personal protective equipment for their firefighters in 2015.

Table 3-9. Carlotta CSD Facilities and Apparatus

Station	Address	Apparatus	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
Main Station (1)	7950 Highway 36	7226	Engine	2001	I	1500	1000
		7253	BMV-Harsco	1985	N/A	220	3,000
		7222	Ford Van Pelt Pumper	1977	I	1250	850
		7275	Rescue Vehicle GMC ¾ Ton	1986	N/A	N/A	N/A
		7221	Ford F700 Pumper	1980	II	1000	550
		7206	Wildland Rig	1983	N/A		150
		7274	Recue Vehicle F350 4x4 Super-Duty	2008	N/A	N/A	N/A
Carlotta East (2)	Hwy mi. marker 1.5	7265	Ford Van Pelt Pumper/Tender Combo	1977		1000	2,000

Challenges and Needs

The District noted that one of its main challenges is recruitment and retention of volunteers. They also noted in 2015 that they would like to replace their 39-year-old "first-out" fire engine (Fire Chief's Association, 2015). With the help of Measure Z money, the District has recently purchased a new (used) vehicle- Engine 7226. The District has made great strides in the last five years to upgrade significant pieces of fire and rescue equipment.

ISO Rating

There are several benchmarks by which the level of fire service provided by an agency may be measured, and the Insurance Services Office Public Protection Classification, or ISO PPC, is one such measure. The ISO is a rating commonly used by insurance companies to determine fire insurance rates, with 1 being the best rating which indicates the highest level of fire protection and the lowest is 10. The Carlotta CSD's PPC in all areas of the District is currently a class 8X.

FINANCING

Current Revenues and Expenditures

Based on State Controller's Office reports, the Carlotta CSD received \$48,266 in revenue in the 2015-16 fiscal year, one-quarter of which comes from a special assessment and the remainder from property tax. The Carlotta CSD receives approximately 3.8% of the one-percent property tax paid within the District (based on the tax allocation factor within Carlotta CSD tax rate areas) (Humboldt County, 2014).

The assessment is apportioned based on a charge of \$15 per unit of benefit, whereby vacant parcels pay one unit of benefit or \$15, improved residential parcels pay two units of benefit or \$30, and commercial parcels pay six units of benefit or \$90 (Humboldt County, 2014).

Table 3-10. Carlotta CSD Adopted Budget for Fiscal Year 2015-16

Expense Category	
Expense salaries & wages (perm emp)	\$1,800
Personal protection equipment	\$5,000
Communications	\$3,000
Insurance	\$8,000
Maintenance of equipment	\$8,750
Maintenance of building	\$9,150
Medical supplies	\$2,000
Membership training	\$1,000
Miscellaneous expenses	\$500
Office supplies	\$300
Professional and special services	\$1,000
Special district expenses	\$1,000
Utilities	\$2,500
Fuel	\$1,500
TOTAL	\$45,500

Source: As reported by District

ACCOUNTABILITY AND GOVERNANCE

The Carlotta CSD is governed by a five-member Board of Directors that oversees finances, policies and service needs of the district. Board members are elected and serve four year terms. The Board meets the second Monday of each month, at 7:00 p.m. at the Main station. There are no vacancies on the District Board. Minutes and notices are posted at the front of the Main Station and at Cuddeback School.

MUNICIPAL SERVICE REVIEW DETERMINATIONS-

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

1) Growth and population projections for the affected area

- a) Carlotta CSD serves an estimated population of 698 residents and 315 total housing units.
- b) Significant growth in the Carlotta community during the next ten years is not likely to occur.

2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) The Carlotta community qualifies as a disadvantaged unincorporated community.
- b) There are currently no local agency service providers in the Carlotta area that provide water or sewer services.
- c) Should the District seek to authorize its latent power to provide water or wastewater services to the community, or should territory in the surrounding area be evaluated for annexation, disadvantaged communities should be considered further.

3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

- a) The District has made great strides in the last five years to upgrade significant pieces of fire and rescue equipment.
- b) In 2015, the Carlotta VFD responded to 114 calls for service, which is significantly more than the preceding five-year average of 55 call per year.
- c) Like all volunteer departments, the Carlotta VFD must to continually recruit for additional volunteers and, as demand for services increases in the future, additional volunteers will be needed to maintain the service capacity of the district.
- d) Fire protection services are provided by goodwill outside of the District boundary to an additional 26 square mile Out of District Response Area. This can put a strain on already limited resources, including increased maintenance costs for apparatus and equipment.

4) Financing ability of agencies to provide services

- a) The Carlotta CSD receives funding from property taxes that generates approximately \$26,000 per year and a special assessment that generates approximately \$9,000 per year.

- b) Properties within the existing District boundary largely subsidize the delivery of fire protection services to the Out of District Response Area. Annexation of the out of District response area could help facilitate a more equitable distribution of cost sharing among residents receiving District services.

5) Status of and, opportunities for, shared facilities

- a) The Carlotta CSD is a regional partner in the overall fire suppression and prevention effort in Humboldt County. The Department is a participant in the countywide fire protection mutual aid agreement, the Humboldt County Dispatch Cooperative, the Eel River Valley Fire Chiefs Association, and the Eel River Valley Technical Resource Team.
- b) The Carlotta CSD provides enhanced fire protection services in the local community for structure fire, medical aid, vehicle accidents and extraction, and similar traditionally local fire department type services.

6) Accountability for community service needs, including governmental structure and operational efficiencies

- a) The Carlotta CSD is an independent district governed by a five-member Board of Directors.
- b) The Carlotta CSD, with support from the Carlotta VFD, supports the mutual social and economic interests of the Carlotta community by sustaining community-based fire protection services and establishing local governance for such services.
- c) Carlotta VFD maintains a Facebook page to communicate with members of the public.
- d) The District does not have a website. Establishing a website and posting agendas, minutes, budgets, and financial data would increase transparency to the community.

(7) Any other matter related to effective or efficient service delivery.

- a) It is recommended that Carlotta CSD's sphere of influence be expanded to match its non-district goodwill response area. This would allow the District to pursue annexation in the future, if desired.

3.3 Ferndale Fire Protection District

INTRODUCTION

Table 3-11. Ferndale FPD Contact Information

Contact:	Daniel DelBiaggio, Chief
Mailing Address:	P.O. Box 485 Ferndale, CA 95536
Site Address	436 Brown Street, Ferndale, CA 95536
Phone Number:	(707) 786-9909
Email	chief@ferndalefire.org
Website	www.ferndalefire.org www.facebook.com/ferndalefire/
Types of Services:	Fire Protection and Suppression Services & Medical Response
Population Served:	2,600 residents
Size of Service Area:	44 sq. mi. District, 56 sq. mi. out of district
Number of Staff	32 volunteers

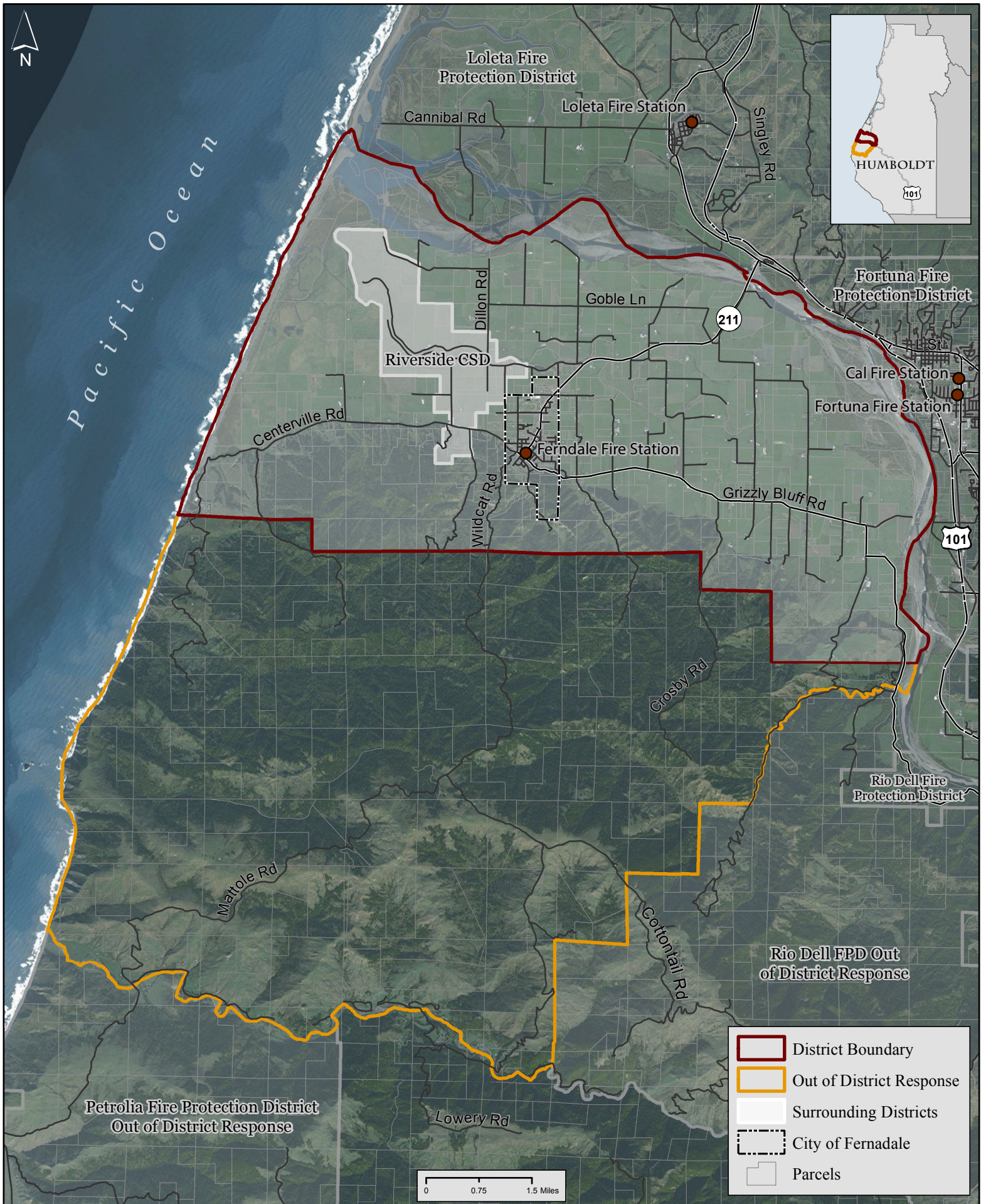
Background

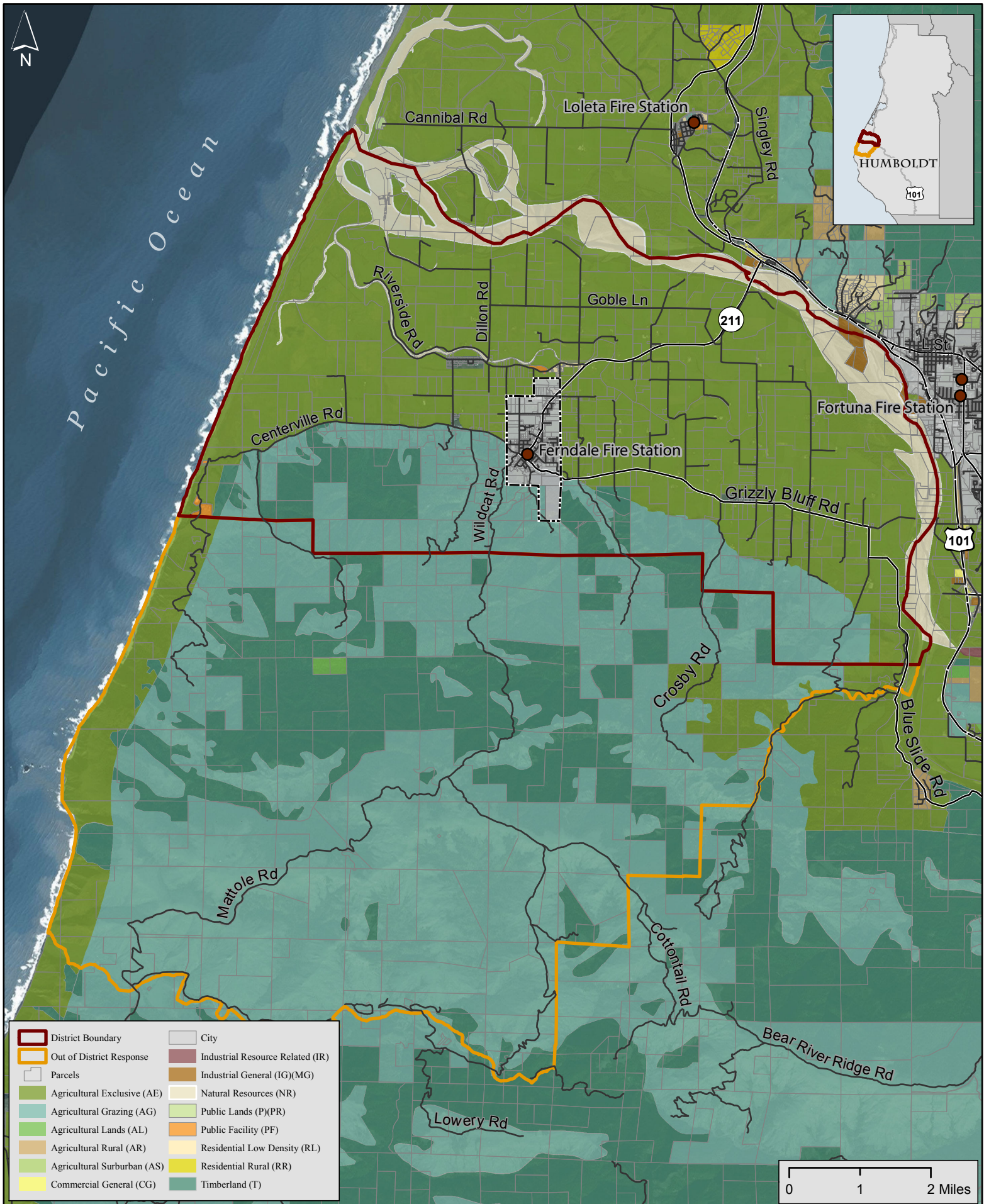
The Ferndale Fire Protection District (FPD) provides fire protection services to the City of Ferndale and to the unincorporated communities of Grizzly Bluff, Arlynda Corners, Centerville, Port Kenyon, Wildcat Ridge, and the remainder of the Eel River bottoms south of the Eel River. The largest facilities within the Ferndale FPD include the commercial downtown, the Humboldt County Fairgrounds, and Ferndale's Elementary and High Schools (LAFCo, 2008a). A municipal service review (MSR) for the District was previously conducted in 2008. This document will update the previous MSR and build upon information provided therein.

Formation

The Ferndale FPD was formed in 1934 and subsequently reorganized under the provisions of the California Health and Safety Code in 1964. The District assumed responsibility for fire protection from the Ferndale Volunteer Fire Department (VFD), and the VFD now delivers fire protection services on behalf of the Ferndale FPD. The Ferndale VFD was founded in 1897 and is a 501(c)3 non-profit corporation, which is comprised of all-volunteer members and governed by the Department's officers.

The Ferndale FPD is an independent single purpose special district authorized to provide fire protection, rescue, and emergency medical services and any other services relating to the protection of lives and property pursuant to the Fire Protection District Law of 1987 (Division Part 2.7 of the California Health and Safety Code), which supersedes prior fire protection district laws. The District has a five-member Board of Directors that is elected by registered voters who live within the District.





District Boundary

The Ferndale FPD's boundary is 29,036 acres (44.2 square miles) in area and the VFD provides good will services to properties outside of the District's boundary. Properties within the existing District boundary largely subsidize the delivery of fire protection services to the Out of District Response Area, which is approximately 37,432 acres (58.5 square miles), creating a total District Service Area of 66,468 acres (102.7 square miles). See Figure 6. The delivery of fire protection services outside of district boundaries is often referred to as "good will service" because there is no local agency responsible for providing the service and the District in question provides the service out of good will rather than obligation.

The District boundary abuts Loleta FPD at the Eel River to the north and Fortuna FPD to the at the Eel River to the east. There is an approximately 1.25 mile gap between the District boundary and the Rio Dell FPD boundary to the south-east near where Price Creek meets the Eel River. Typically both fire departments are dispatched to calls in this area. Ferndale FPD's Out of District Response Area also shares a border with Rio Dell FPD's Out of District Response Area along Monument Ridge, as well as Petrolia FPD's Out of District Response Area at Bear River.

Growth and Population

The District boundary contains the City of Ferndale which is the most populated area within the District. Based on a review of Census Blocks, there are approximately 2,600 residents living in approximately 1,260 housing units within the District boundaries (including the City of Ferndale's population). The out of district "good will" response area contains approximately 130 people and 76 housing units.

Humboldt County has grown at an average annual growth rate of 0.6 percent per year over the last 10 to 12 years. During the same period City of Ferndale grew at an annual average rate of 0.15 percent. Data is not readily available for the portion of the existing District outside Ferndale. Given that the portion of the District outside Ferndale is dominated by land within the Coastal Zone or resource production land, past growth in this area would likely be less than that of the County as a whole. Therefore the population in Ferndale FPD is expected to grow at 0.15 percent per year or less over the coming years.

Existing and Planned Uses

Land uses within the District and the Out of District Response Area are subject to the Humboldt County Framework General Plan (Volume I), the Eel River and South Coast Area Plans of the Humboldt County Local Coastal Program, and the Zoning Regulations (Humboldt County Code Title III, Division 1).

The Ferndale FPD is comprised predominantly of improved and unimproved rural residential, agriculture, and timber related uses, with more urban uses centered in downtown Ferndale. The predominant uses within the out of district response area are vacant and improved timber land, with a lesser proportion of improved and unimproved agriculture and rural residential land. See Figure 7.

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this municipal service review, including the location and characteristics of any such

communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewer, and fire protection. The Ferndale FPD provides one of these services – fire protection – and is responsible for assuring that those services are adequately provided to the community.

Other service providers within the Ferndale FPD include:

- The City of Ferndale, which provides wastewater treatment, stormwater drainage, public roads, parks and recreation, schools, libraries, and other public facilities (LAFCo, 2008a).
- The Del Oro Water Company is a public utility that is regulated by the California Public Utilities Commission and provides water to approximately 750 residential, commercial, and government connection in the City of Ferndale and surrounding area including Arlynda Corners.
- Riverside CSD, which operates a water system serving residents near the intersection of Centerville Road and Meridian Road, and throughout the Port Kenyon area. The Riverside CSD provides approximately 100 water service connections consisting of 75 residential and 25 agricultural operations (LAFCo, 2007).

The Port Kenyon/Arlynda Corners/Meridian Road areas, located north-west of the City of Ferndale and within the Ferndale FPD, are identified as an unincorporated legacy community (ULC) within the 2014 Humboldt County Housing Element. A legacy community is defined as a place that meets the following criteria:

- Contains 10 or more dwelling units in close proximity to one another;
- Is either within a city sphere of influence (SOI), is an island within a city boundary, or is geographically isolated and has existed for more than 50 years; and
- Has a median household income that is 80 percent or less than the statewide median household income.

Additionally, the City of Ferndale is a Census Designated Place with a MHI of \$45,949, which is 75 percent of California's reported \$61,094 MHI (DWR, 2016), thereby qualifying the area as disadvantaged. Ferndale is incorporated, and therefore does not qualify as a DUC. However, it stands to reason that sections of unincorporated territory surrounding the City may also qualify as disadvantaged. Furthermore, the City CDP and the remaining entirety of the District are in Census Community Tract 06023011200, which has a MHI of \$46,731, 76 percent of California's reported \$61,094 MHI (DWR, 2016), thereby also qualifying the tract as disadvantaged. Should the District pursue annexation, DUC communities within the District's vicinity may be examined further.

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

The Ferndale FPD has an automatic aid agreement with the Fortuna FPD, whereby Fortuna FPD will send a ladder truck to Ferndale in the event of a structure fire in the downtown area. In addition, the Ferndale FPD has an automatic aid agreement with the Fortuna FPD, Loleta FPD, and the Rio Dell FPD for the simultaneous dispatch of water tenders by each fire department to fires in areas that do not have access to the hydrant systems. This water shuttle could allow each district to reduce its fire insurance rating in areas away from a hydrant system.

Ferndale FPD is a member of the countywide mutual aid agreement. This allows districts to enter into agreements for services, including emergencies which have the potential to overwhelm the resource capabilities within a single district. For the Ferndale FPD, this enables the district to maintain preparedness for a disaster beyond its capacity, without the need to expand and create an additional facility.

In 2015, the Ferndale VFD responded to 227 calls for service, which is slightly higher than the five-year average of 206 calls (see Table 3-11). In 2015, 45 calls, or 20 percent, were fires of various types, and 156 calls, or 69 percent were medical related. Other calls such as vehicle accidents, which comprise approximately 4 percent of total calls, may also involve the delivery of emergency medical services. Refer to Table 3-11 for an overview of Ferndale VFD's service calls.

In addition to emergency calls, the Ferndale VFD conducts fire extinguisher clinics with business owners, puts up and takes down the Ferndale Christmas Tree lights, provides fire safety education to youth (Children's Center, Ferndale Elementary and the High School), and provides a grant to local youth interested in public service. They also host a blood drive and maintain a blood bank account for the community (FVFD, 2016). Recently, the Department partnered with the Boy Scouts of America to establish a youth Explorer Program. Students aged 14-18 years that have an interest in learning about the fire department are enrolled in this program and participate with the Department in all trainings and drills.

Table 3-12. Ferndale VFD Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Vegetation Fires	7	5	10	10	4	9
Structure Fires	3	10	9	11	6	10
Other Fires	21	16	14	33	21	26
Vehicle Accidents	4	3	4	13	13	10
Medicals	130	125	117	164	139	156
Hazard/Menace	7	3	4	9	11	4
Public Assists	-	-	-	28	17	9
Others	6	13	14	2	3	3

Total Responses	178	175	172	270	214	227
% Medical	73%	71%	68%	61%	65%	69%
% Fire Response	17%	18%	19%	20%	14%	20%
Volunteer Hours						
Incident	5,271	3,300	2,800	4,125	3,660	3,880
Training	1,854	1,060	1,150	1,400	1,750	1,920
Maintenance	N/A	420	550	600	640	635
Fundraising	500	160	220	275	290	275
Total Hours	7,625	4,940	4,720	6,400	6,340	6,780
Personnel						
Volunteer	41	40	34	30	30	32
Auxiliary	N/A	4	5	3	0	0
Total Personnel	41	44	39	33	30	32

Source: CAL FIRE-Fortuna Interagency Command Center, Humboldt County Fire Services Annual Reports

Personnel

Ferndale VFD maintains 4 active companies, and a fifth company comprised of retired members. The Department is headed by a chief, two assistant chiefs, four captains, and four lieutenants. Ferndale firefighters have received wide-ranging training and are participants in the Eel River Valley Technical Resource Team. Monthly Department meetings and several monthly training drills are held to improve skills, maintain equipment and keep the department running smoothly (FVFD, 2016).

Table 3-13. Ferndale VFD Training Qualifications

Training Qualification	# of Volunteers Trained
Fire Fighter I or above	3
Wildland (CICCS)	7
First Responder (Medical)	15
EMT	4
Paramedic	0
HazMat First Responder Ops.	5
Rope Rescue	5
Swift Water Rescue	3
Fire Investigation	1

Current Infrastructure and Facilities

The Ferndale FPD has one fire station to serve the entire District, located at 436 Brown Street in Ferndale and an additional building across the street from the existing station which is used as an annex (LAFCo, 2008a).

Since 2008 (the last time Ferndale FPD services were reviewed by LAFCo), the Ferndale FPD has purchased new equipment and vehicles, expanded their facilities, and increased their volunteer numbers. In 2009 the District lowered the membership age to 18. Subsequent to lowering the age limit, the Department saw an increase in recruitment (FVFD, 2016).

In 2010 the FVFD completed their annex building across the street from the original fire hall, which now easily houses the newer larger engine style. In 2010 FVFD also adopted the state-wide numbering system, and acquired Automatic External Defibrillators (AEDs) for each engine. The numbering system makes it easier to identify apparatus at mutual aid incidents. The first two digits represent the agency, FVFD is 73. The next digit represents the type of apparatus, and the last digit is the unique number for that apparatus. For example, Engine 1 is a type 2 engine so it is referred to as 7321 (FVFD, 2016).

In 2012, a new roof and siren tower were installed on the fire hall. In 2014, to help the community and the department, the FVFD provided free reflective address signs for houses in rural areas. These highly visible blue address signs make it much easier to identify locations while responding to fire and medical emergencies (FVFD, 2016).

Also in 2014, FVFD implemented the *I Am Responding* system to help track personnel responding, the hours and details of calls, and the status of apparatuses. This system allows firefighters to call in as soon as they start responding. As firefighters start calling in, their status is listed on a large TV monitor in the hall, and in the radio room. Chiefs and others can also track responders through a phone app (FVFD, 2016).

In 2015 FVFD purchased a new Engine 3, designated 7313. The new engine replaced the old Engine 3, known as 7323. While the old Engine 3 could only seat 3, the new engine has seating for 5. In 2016, the 1980 Water Tender 7365 was replaced with a 2006 International that features a recycled tank from the old Tender 6 (FVFD, 2016).

Currently, the District currently has one fire station (with annex), three engines, two water tenders, a rescue vehicle, and a wildland quick attack engine. Other equipment includes about 20 self-contained breathing apparatuses, 38 structural and 10 wildland personal protective equipment for the firefighters, and one thermal imaging camera. Additionally, the district has 24 handheld radios, one GPS system, and five AEDs (LAFCo, 2008a).

The Ferndale FPD has a special assessment that is paid as part of property tax bills by owners of property within the District and is used to acquire new apparatus. Using these funds, one engine is replaced every five to ten years, maintaining an average age of apparatus between ten and 20 years.

Table 3-14. Ferndale FPD Facilities and Apparatus

Station	Address	Apparatus (seats)	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
Ferndale Fire Hall & Annex	436 Brown Street Ferndale	7321	Engine 1	1998	II	1500	750
		7312	Engine 2	2005	I	1500	650
		7313	Engine 3	2015	I	1250	750
		7374	Rescue 4	2003	VII Rescue	N/A	N/A
		7365	Tender 5	1980	VI Tender		2000
		7356	Tender 6	2003	V Tender		3200
		7347	Attack 7	1991	IV	150	250

Information courtesy of Ferndale FPD website (FVFD, 2016)

Water Supply

The Del Oro Water Company, a private water company regulated by the California Public Utilities Commission, operates the water system serving the City of Ferndale and limited unincorporated lands surrounding the City (including the Arlynda Corners area). The Del Oro Water system has springs fed by Francis Creek with a treatment and a large concrete reservoir above town with back up wells and hydrants throughout its service area. The Ferndale FPD is authorized to acquire water facilities for providing fire protection, pursuant to Health and Safety Code Section 13861, and the District owns and maintains the hydrants associated with the Del Oro Water system.

The Riverside Community Services District (CSD) operates a water system serving residents near the intersection of Centerville Road and Meridian Road, and throughout the Port Kenyon area. The Riverside CSD system does not support adequate fire flows, therefore the District does not have any hydrants on this system. Additionally, Waddington Water Works serving the Grizzly Bluff Road area also does not have hydrants. In these areas outside the City of Ferndale, the Ferndale FPD is required to shuttle water using its two water tenders and portable ponds to provide adequate water for fire suppression.

ISO Rating

There are several benchmarks by which the level of fire service provided by an agency may be measured, and the Insurance Services Office Public Protection Classification, or ISO PPC, is one such measure. The ISO is a rating commonly used by insurance companies to determine fire insurance rates, with 1 being the best rating which indicates the highest level of fire protection and the lowest is 10. Based on an ISO audit, the Ferndale FPD has an ISO PPC rating of 6/10 (2015). Such a rating provides the residents of the Ferndale area access to lower insurance rates, as opposed to a community with an agency who has a higher rating, such as a 9. The ISO "6" rating is applied to the area within 5 road miles of the responding fire station and 1,000 feet of a creditable water supply, such as a fire hydrant. The "10" is applied

to properties *within* 5 road miles of a fire station but *beyond* 1,000 feet of a creditable water supply, as well as to properties over 5 road miles of a recognized fire station.

FINANCING

Current Revenues and Expenditures

The District is primarily funded by a very small percentage of property taxes, a benefit assessment, and an annual door-to-door fundraising drive. The Ferndale FPD special assessment is \$5 per unit of benefit, where a single-family dwelling within the hydranted area is assessed four units of benefit; rural residences are assessed six units of benefit; and commercial uses are assessed between eight and twelve units of benefit.

Table 3-15. Ferndale FPD Financial Report for Fiscal Year 2015-16

Expenditures	
Salaries & Employee Benefits	\$37,459
Services & Supplies	\$74,818
Contributions to Outside Agencies	\$4,000
Fixed Assets	\$347,066
Debt Service	\$27,770
<i>Total Expenditures</i>	<i>\$487,117</i>
Revenues	
Property Taxes (1%)	\$163,945
Property Assessments	\$32,935
Use of Money and Property	\$1,914
State Revenues	\$2,320
Charges for Current Services	\$7,708
<i>Total Revenue</i>	<i>\$208,822</i>
Total Revenues	\$208,822
Total Expenditures	\$491,113
Revenues/Sources Over (or under) Expenditures/Uses	\$-282,291

Financial records as reported to the California State Controller's Office

ACCOUNTABILITY AND GOVERNANCE

The Governing Board of District has five representatives, and meets every other even month on the fourth Thursday at the Fire Hall. Meeting times and locations are posted on the Internet at www.ferndalefire.org (LAFCo, 2008a).

Ferndale Volunteer Fire Department members meet on the first Thursday of the month. The department meets at the Fire Hall to go over business matters and review the previous month's fire and medical calls. The department holds drills on the second and third Thursdays of the month on various topics such as ladders, hoses and nozzles, fire attack, driving and pump operations and medical response skills. If there is a fifth Thursday in the month, there is a special drill that concentrates on medical skills. All meetings and drills are held at 7:00pm at the Fire Hall. This information is also available on the Ferndale Fire Department's website (LAFCo, 2008a).

MUNICIPAL SERVICE REVIEW DETERMINATIONS

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

(1) Growth and population projections for the affected area

- a) There are approximately 2,600 residents living in approximately 1,260 housing units within the District boundaries (including the City of Ferndale's Population).
- b) Population within Ferndale FPD is expected to grow at 0.15 percent per year or less over the coming years.

(2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) Territory within the Ferndale FPD qualifies as disadvantaged. Those areas which are not incorporated qualify as disadvantaged unincorporated communities.
- b) Should the District pursue annexation, DUC communities within the District's vicinity may be examined further.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

- a) The Ferndale FPD has the capacity to adequately serve current demand within the 44-square mile District boundary.
- b) Fire protection services are provided by good-will outside of the District boundary to an additional 56 square mile Out of District Response Area. Properties within the

existing District boundary largely subsidize the delivery of fire protection services to the Out of District Response Area.

- c) Like all volunteer departments Ferndale FPD needs to continually recruit additional volunteers and, as population increases in the future, additional volunteers will be needed to maintain the service capacity of the District.

(4) Financing ability of agencies to provide services

- a) The Ferndale FPD generates approximately \$163,000 in property taxes and \$32,000 in special assessments per year, which is used exclusively for fire protection purposes. There is also an annual fundraising drive to supplement training, equipment, company gear, and department activities.
- b) The District Board of Directors adopts an annual budget and administers its funds consistent with Fire Protection District Law and budgeting, accounting, and reporting procedures for special districts in California.

(5) Status of and, opportunities for, shared facilities

- a) The Ferndale FPD provides enhanced fire protection services in the local community for structure fire, medical aid, vehicle accidents and extraction, and similar traditionally local fire department type services.
- b) Ferndale FPD works closely and cooperatively with neighboring fire departments and has mutual and automatic aid agreements with them. In addition, the District is a member of the Eel River Valley Fire Chiefs Association.

(6) Accountability for community service needs, including governmental structure and operational efficiencies

- a) The Ferndale FPD is an independent district governed by a five-member Board of Directors.
- b) The District maintains a visible presence in the community, and participates in community activities and events.
- c) The Ferndale VFD maintains a website (ferndalefire.org) where it posts information about Department activities, documents and updates. At the present time, agenda, minutes and financial data are not posted for the Fortuna FPD.
- d) Ferndale FPD demonstrates accountability in its disclosure of information and cooperation with Humboldt LAFCo. The District responded to the questionnaires, staff telephone calls, and cooperated with document requests.

(7) Any other matter related to effective or efficient service delivery.

- a) It is recommended that Ferndale FPD's sphere of influence be expanded to match its non-district good-will response area. This would allow the District to pursue annexation in the future.

3.4 Fortuna Fire Protection District



INTRODUCTION

Table 3-16. Fortuna FPD Contact Information

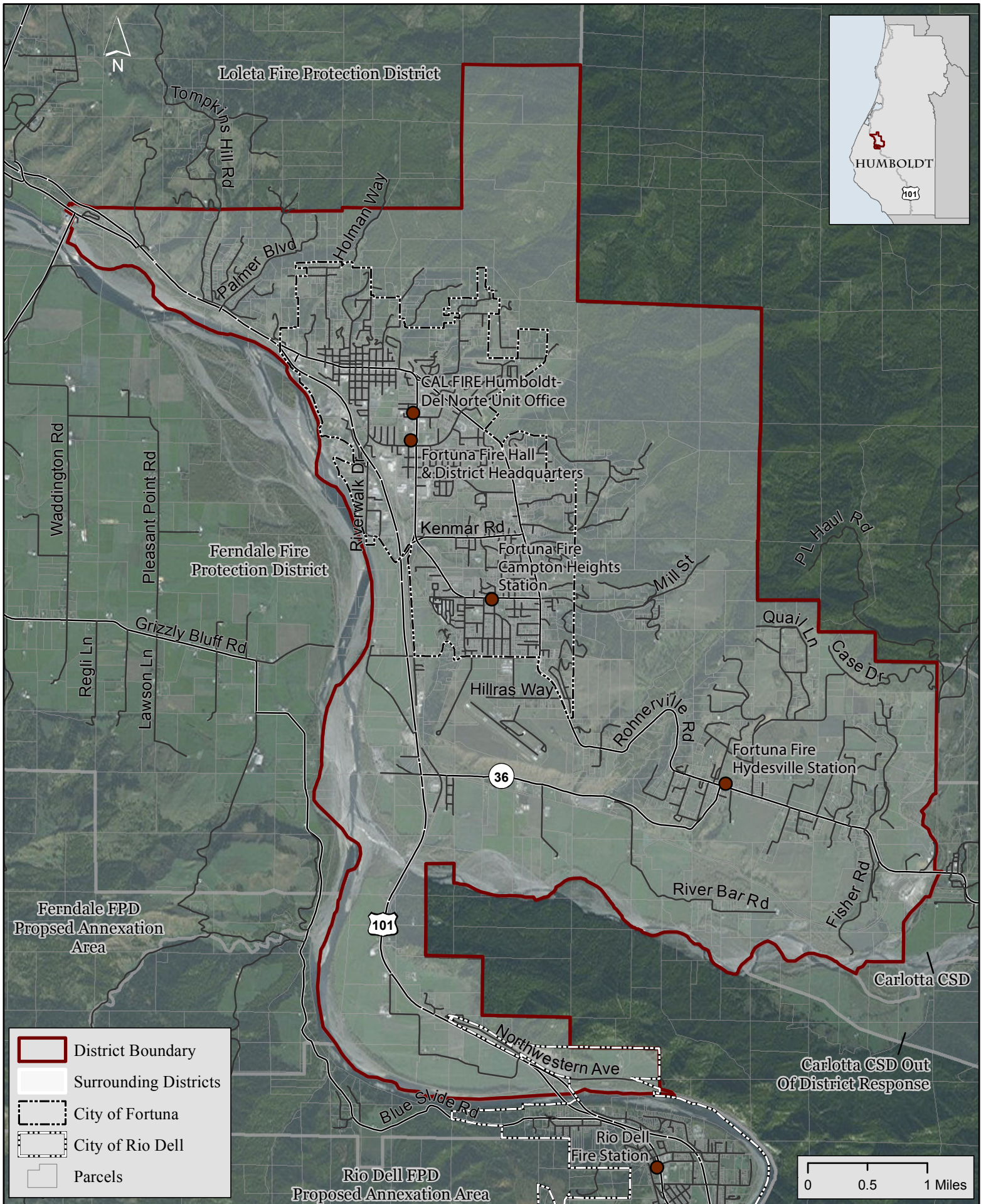
Contact:	Lon Winburn
Department Headquarters:	320 South Fortuna Blvd. Fortuna, CA 95540
Phone Number:	(707)725-5021
Email	info@fortunafire.com
Website	www.fortunafire.com facebook.com/FortunaVolunteerFireDepartment
Types of Services:	Fire protection services including prevention, public education, preparedness and emergency response
Population Served:	15,000
Size of Service Area:	29 square miles in district
Number of Staff	1 Career, 69 Volunteer, 22 Auxiliary

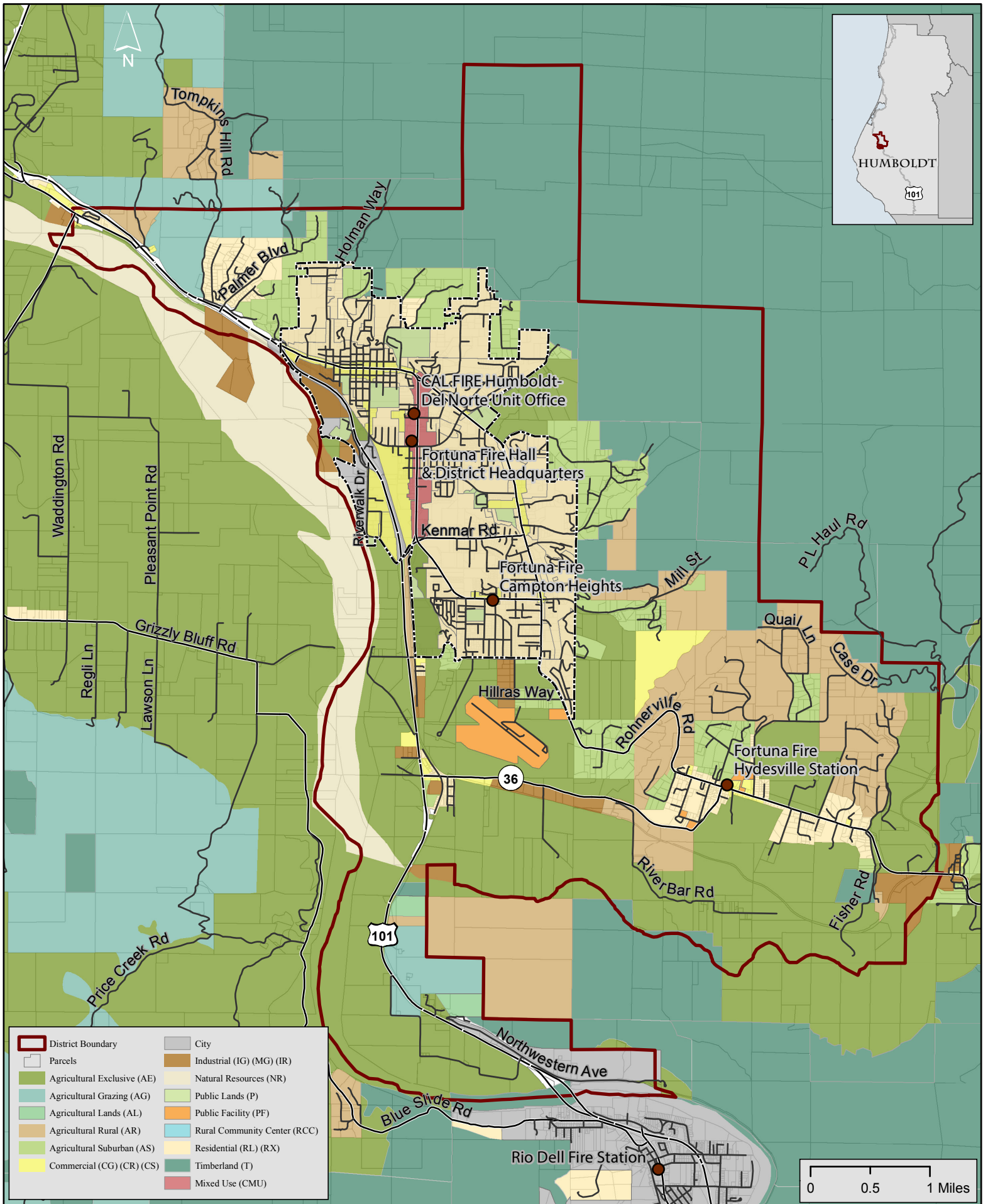
Background

The Fortuna Fire Protection District (FPD) provides fire protection services, including fire prevention, public education, preparedness and emergency response to the City of Fortuna and the outlying communities of Alton, Hydesville, Metropolitan, Fernbridge and Palmer Creek. The area encompasses 29 square miles with a population of approximately 15,000. Five fire companies work out of three fire stations within the District. A municipal service review for the District was previously conducted in 2008. This document will update the previous MSR and build upon information provided therein.

Formation

Fortuna Fire began in 1904 with the creation of the Fortuna Volunteer Fire Department (VFD). The Fortuna FPD was formed in 1936 after a successful special election was held. The Fortuna FPD is considered a "dependent" single purpose special district authorized to provide fire protection, rescue, and emergency medical services and any other services relating to the protection of lives and property pursuant to the Fire Protection District Law of 1987 (Division Part 2.7 of the California Health and Safety Code), which supersedes prior fire protection district laws. Most other fire districts in Humboldt County are "independent," whereby voters within the district directly elect the District Board of Directors. In 1985 the County Board of Supervisors passed Resolution No. 85-40, delegating their governing board powers to the Board of Commissioners of the Fortuna FPD. Pursuant to Health and Safety Code Section 13844, the Board of Supervisors "shall determine whether the commissioners shall serve at its pleasure or for staggered terms of four years subject to removal for cause". In the case of Fortuna, the Board of Supervisors periodically appoints members to the five-member Board of Commissioners that serve as the governing board of the District.





District Boundary

The Fortuna FPD boundary covers approximately 18,713 acres (29 square miles) and extends north to Graham Road (off of Tompkins Hill Road) and Fernbridge; west to the Eel River; south to the Metropolitan area near Rio Dell; and east almost to Carlotta. See Figure 8. The District boundary extends outside of the city limits and generally reflects the response area of the District (LAFCo, 2008c). The City accounts for approximately 17 percent of the District. Nearby similar service providers include Loleta FPD to the north, Carlotta CSD to the south-east, Rio Dell FPD to the south, and Ferndale FPD to the west. CAL FIRE also maintains a station in Fortuna which is home to their Dispatch Center and Humboldt Del Norte Unit office.

Growth and Population

Within the District, the two major population centers are the City of Fortuna and the unincorporated community of Hydesville. The City of Fortuna has an estimated population of 12,000 (U.S. Census, 2015). The 2010 census estimated the community of Hydesville's population as 1,237 (US Census Bureau, 2010). The District estimates they serve a total population of 15,000 within District boundaries.

Humboldt County has grown at an average annual growth rate of 0.6 percent per year over the last 10 to 12 years. During the same period City of Fortuna grew at a similar rate. Using this growth rate and the total estimated District population, the District can expect to serve 16,310 residents in 2030, or an additional 1,300 new residents.

Existing and Planned Uses

Land uses within the City of Fortuna are subject to the Fortuna General Plan 2030 and Zoning Regulations (Fortuna Municipal Code, Title 7, Division 1, Chapter 4). Land uses in the unincorporated area are subject to the Humboldt County Framework General Plan, Volume I, and Zoning Regulations (Humboldt County Code Title III, Division 1). The Humboldt County Framework General Plan designates most unincorporated lands within the District boundaries for timber and agriculture with some commercial and residential areas (see Figure 9). The Fortuna and Hydesville areas are subject to the Fortuna Area Community Plan and the Carlotta/Hydesville Community Plan, respectively (Humboldt County General Plan, Volume II).

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this municipal service review, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. Fortuna FPD provides fire related services and is responsible for assuring that these services are adequately provided to the community.

No cohesive census boundary is available for the entirety of territory within the District. However, the City of Fortuna has an estimated MHI of \$42,450, which is 69 percent of the state average MHI (DWR, 2016), thereby qualifying the area as disadvantaged. Fortuna is incorporated, and therefore does not qualify as a DUC. However, it stands to reason that portions of unincorporated territory surrounding the City may also qualify as disadvantaged.

Should territory in the surrounding area be evaluated for annexation in the future, disadvantaged communities in the area may be considered further.

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

The Fortuna VFD participates in the countywide fire protection mutual aid agreement, the OES area operational meetings and planning, the Eel River Valley Fire Chiefs Association, and the Eel River Valley Technical Resource Team. The Department is in the process of becoming a USAR Level 3 response resource. They also have auto aid agreements with the Rio Dell FPD, Loleta FPD, Ferndale FPD, and Carlotta CSD.

The Fortuna VFD is dispatched by the Fortuna Police Department. The Fortuna Police Department is the primary responder for medical calls within the incorporated area. City Ambulance located on South Fortuna Boulevard responds to all medical aid calls within the area and requests mutual aid from the Fortuna VFD when necessary (LAFCo, 2008c). The Department responds to medical calls in the Hydesville area and is dispatched automatically to traffic accidents within the District.

The Fortuna VFD responds to an average of 300 emergency calls per year and an additional 150-200 minor requests for service and/or investigations, normally handled by the command staff. The Department responded to approximately 266 calls for service in 2015, of which approximately 49 calls, or 18 percent, were fires of various types and 116 calls, or 44 percent, were medical related. Typically the Department's responses to medical calls have averaged between 15 and 20 percent of their total calls. Refer to Table 3-15 for an overview of Fortuna VFD service calls.

Table 3-17. Fortuna VFD Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Vegetation Fires	17	16	20	31	37	21
Structure Fires	12	8	9	14	8	8
Other Fires	88	40	25	35	36	36
Vehicle Accidents	74	39	54	67	42	55
Medicals	74	96	83	105	90	182
Hazard/Menace	14	28	26	20	65	92
Public Assists	-	-	-	-	-	-
Others	260	220	236	231	174	131
Total Responses	539	447	453	503	452	525
% Medical	14%	21%	18%	21%	20%	35%
% Fire Response	22%	14%	12%	16%	18%	12%
Volunteer Hours						
Incident	1,717	1,372	1,451	1,904	1,482	1,775
Training	2,718	2,880	3,000	2,545	3,215	3,250
Maintenance	N/A	624	200	200	200	200
Fundraising	N/A	300	200	200	200	200
Total Hours	4,435	5,176	4,851	4,849	5,097	5,425
Personnel						
Volunteer	68	69	68	68	68	68
Career	0	0	1	1	1	1
Auxiliary	27	-	22	22	22	22
Total Personnel	95	69	91	91	91	91

Source: CAL FIRE-Fortuna Interagency Command Center, Humboldt County Fire Services Annual Reports

Personnel

The Fortuna VFD has five fire companies consisting of 15 members each that work out of three fire stations within the District. The command staff consists of one Fire Chief, two Assistant Fire Chiefs, and one Safety Officer for a total membership of 79. All members are volunteer with the exception of the full-time Fire Chief and Secretary positions. Of the five fire companies, three are located downtown, one in Campton Heights, and one in Hydesville. Each company has a captain, two lieutenants, and up to 12 firefighters.

The District has been working to develop cost-effective staffing programs, professional training, and response opportunities that will promote and sustain the volunteer fire department for the long-term. With the passage of a new special assessment in 2015, the District has developed a resident (internship) program and a volunteer shift program to help promote consistent staffing. They also hope to implement a paid call program and a LOSAP program (Length of Service Award Program) to help recruit and retain volunteer firefighters. The District's part-time secretary position has become full-time to oversee administrative and clerical duties, and that position is also cross-trained to be able to respond to calls. Ultimately, the District will have its prevention program administered by a full-time prevention officer, and

eventually (within 5 to 6 years) the addition of two Fire Captains to oversee shift programs including scheduling, response, and station duties.

All firefighters attend a 80 hour academy given by volunteer fire department instructors. Firefighters are trained to a minimum proficiency in firefighting based on the National Fire Protection Association (NFPA) standards. Firefighters also receive training in specialized fire and rescue subjects, including hazardous materials, first responder medical, rope rescue, automobile extrication, wildland fire, and the use of Fortuna FPD equipment and apparatus (LAFCo, 2008c).

Table 3-18. Fortuna VFD Training Qualifications

Training Qualification	Number*
Fire Fighter I or above	60
Wildland (CICCS)	23
First Responder (Medical)	40
EMT	16
Paramedic	2
HazMat First Responder Ops.	14
Rope Rescue	3
Swift Water Rescue	8
Fire Investigation & Prevention	4

Training, public education, and fire prevention are all high priorities for the Fortuna FPD. The District's public education program includes a schools fire safety program, senior and civic group presentations, and fire and life safety information through the Department's website and social media. The District's fire prevention program includes inspection and code enforcement, plan review, and fire pre-planning and inspections of fire protection systems in new and remodeled construction as well as an established yearly cycle for inspections of schools, hospital, care homes, hotels/motels, and apartment complexes. The District's business inspection program currently consists of a self-inspection with a follow-up by request (in process of being established).

Current Infrastructure and Facilities

The Fortuna VFD operates out of three fire stations. The headquarters station is located on South Fortuna Boulevard, with the two smaller stations located in Hydesville and Campton Heights. The main Fortuna Fire Hall houses the Department headquarters and Companies 1, 2, and 3. Company number 4 is located at Hydesville Station, and Company 5 is located at the Campton Heights Stations.

The District's apparatuses consists of one type-1 pumper, three type-2 pumpers, one type-3 wildland engine, two water tenders, one light rescue, one medium rescue, one 100-foot aerial platform, and three command vehicles. Also in reserve is a 50-foot quint aerial. The following table describes the apparatus utilized by the Fortuna VFD (Fire Chiefs Report 2014).

Table 3-19. Fortuna FPD Facilities and Apparatus-

Station	Address	Apparatus (seats)	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
Fortuna Fire Hall (Headquarters)	320 South Fortuna Blvd	7482 - Reserve	50 ft. Quint Aerial	1976	N/A	1250	300
		7474	Rescue vehicle	2008	MD	250	250
		7481	100 ft. Aerial Platform	1989	N/A	1500	300
		7420	Fire Engine (pumper)	1995	II	1000	750
		7415	Fire Engine (pumper)	2009	I	1250	750
		7473	Rescue vehicle	2008	LD	N/A	N/A
Campton Heights	3080 School Street	7428	Fire Engine (pumper)	1992	II	1000	750
		7459	Water tender	2006	N/A	750	3000
		7472	Utility/Lt rescue	2003	LD	N/A	N/A
Hydesville	3495 Hwy 36	7471	Rescue vehicle	1999	LD	N/A	N/A
		7422	Fire Engine (pumper)	2000	II	1000	750
		7467	Water tender	2003	N/A	500	2000
		7433	Wildland Engine	2008	III	500	500
Command Vehicles- Not housed at station		7401	CMD Chevy Pick-up truck	2015	N/A	N/A	N/A
		7402	CMD Ford Pick-up truck	2001	N/A	N/A	N/A
		7400	CMD Ford Expedition	2013	N/A	N/A	N/A

Infrastructure Needs

The District works to update and expand facilities as needed. The District has a 30-year apparatus replacement plan that allows the department to operate modern equipment that works to reduce maintenance costs and improve its ISO rating (discussed below). The District is seeking grants to replace turnout gear, air pacs, and other rescue equipment.

Recently, the District completed a remodel and constructed upstairs sleeping quarters in the Fortuna Main Station. They have identified two additional facility needs, including Campton Heights Station relocation and a new Training Facility. The current Campton Heights Station is undersized and lacks suitable parking. In addition, a Training Facility would allow the District to expand its fire academy and provide more coordinated and effective training for its volunteers and for other fire service organizations.

ISO Rating

The Fortuna FPD's public protection classification (PPC) has seen constant improvement over the years. The classification is used as a means to evaluate a community's fire protection service and ties directly to insurance premiums. The classification rating scale is from 1 to 10, with 1 being the best rating which indicates the highest level of fire protection and the lowest is 10. The Fortuna FPD's PPC in all areas of the district that are within 1,000 feet of a hydrant is currently a class 4, which improved from a class 5 in 2010. The PPC for areas in which the District has to supply water (categorized as more than 1,000 feet from a hydrant) is currently a class 5, which improved from a class 8 to a 7 in 2010. This improvement is a direct reflection of the District's current state of equipment, extensive efforts on the part of the volunteers, and utilization of resources outside of the agency.

Other Service Providers

The City of Fortuna provides a range of urban services within its boundaries, which are within the central portion of the District. The City installs and maintains fire hydrants in all areas where water service is available within its boundaries; and maintains a regular program for inspecting and testing fire hydrants. It specifies water main size, water flow, fire hydrant spacing, and water storage capacity to meet both the City's and the Fortuna FPD's fire protection standards (LAFCo, 2008c). Hydesville Community Water District provides fire hydrants in areas where water service is available (LAFCo, 2008c).

FINANCING

Current Revenues and Expenditures

The District is funded by a very small percentage (0.04%) of property taxes, a benefit assessment, Proposition 172 funds, income from leased property next to the Fortuna Main Station, and funding from a few other miscellaneous resources. The donations made to the Fortuna VFD, a separate entity, are used for various expenses including uniforms, functions such as open house events and the annual dinner, the Explorer and CERT programs, memorial services, and furniture and other fixtures within the facilities. These departmental expenses are not covered through the Fortuna FPD budget.

In 1997, the Fortuna FPD established a benefit assessment at a rate of \$3.00 per unit of benefit on a use-of-property basis. Typical single family houses are considered four units, while vacant lots are considered one unit. The 1997 assessment was approved to replace funding lost after the passage of Proposition 218. A new assessment increasing the rate to a total of \$18.00 per unit of benefit was approved by property owners in 2015 to reflect the increasing demand for fire protection services and the increasing costs to provide these services. The new assessment has no inflationary provision and will only grow based on new construction activity (i.e., changes to land use classifications). Revenue generated from the new assessment is estimated to be \$479,448 for taxable parcel in the 2016-17 fiscal year.

Table 3-20. Fortuna FPD Estimated Budget for Fiscal Year 2016-17

Expenditures	
Salaries & Employee Benefits	\$269,525
Services & Supplies	\$188,950
Transportation and Travel	\$18,00
Fixed Assets	\$365,000
<i>Total Expenditures</i>	<i>\$841,475</i>
Revenues	
Property Taxes (1%)	\$401,600
Assessments	\$485,00
Homeowner Exemption	\$200
Timber Yield Tax	\$25,690
Interest Income	\$18,000
Other	\$155,700
<i>Total Revenue</i>	<i>\$966,500</i>
Total Revenues	\$966,500
Total Expenditures	\$841,475
Revenues Over (Under) Expenditures	\$125,025

Source: Fortuna Fire

ACCOUNTABILITY AND GOVERNANCE

Organization

The Fortuna FPD is governed by a five-member Board of Commissioners that are responsible for overseeing the fiscal responsibility of the fire district. The District Board meets once per month on the second Monday at 7pm at the Fortuna Main Station. Meetings are open to the public, and notifications are posted at the main station prior to the meeting.

20 Year Strategic Plan

The Fortuna FPD recently conducted a 20-year strategic plan and outreach program aimed at developing a cost-effective plan that will improve the level of service to the community and build a reliable and effective volunteer organization. Through this process, the District identified the following objectives:

- To implement and maintain a comprehensive fire prevention program to promote fire and life safety.
- To develop cost-effective staffing programs, professional training, and response opportunities that will promote and sustain the volunteer fire department for the long-term.

The Fortuna FPD is committed to providing a level of service that is in line with the needs of the community from all standpoints - emergency response, fire prevention, and financial

management. With passage of the 2015 assessment, the District is committed to implementing the services, programs, and improvements identified in the 20-year strategic plan.

Independent District Process

While the District Board has been delegated all of the powers to conduct business of the District, its Commissioners are appointed and serve at the pleasure of the Board of Supervisors. Most other fire districts in Humboldt County are “independent” and have elected district board with staggered four year terms. The Fortuna FPD may elect to become an independent district by adopting a resolution and placing the question on the ballot for majority voter approval in accordance with Health and Safety Code Section 13848. If a majority of voters voting upon the question approve of changing from an appointed district board to an elected district board, the members of the district board shall then be elected at the next general district election.

MUNICIPAL SERVICE REVIEW DETERMINATIONS

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

(1) Growth and population projections for the affected area

- a) The District serve an estimated population of 15,000 within District boundaries.
- b) The District can expect to serve 16,310 residents in 2030, or an additional 1,300 new residents.

(2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) The City of Fortuna qualifies as disadvantaged, however, Fortuna is incorporated, and therefore does not qualify as a DUC. However, it stands to reason that portions of unincorporated territory surrounding the City may also qualify as disadvantaged.
- b) Should territory in the area surrounding the District be evaluated for annexation in the future, disadvantaged communities in the area may be considered further.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

- a) The District has been working to develop cost-effective staffing programs, professional training, and response opportunities that will promote and sustain the volunteer fire department for the long-term.
- b) The District works to update and expand facilities as needed.
- c) The Fortuna FPD has the capacity to adequately serve current demand within the 29 square mile District boundary.
- d) Like all volunteer departments Fortuna FPD needs to continually recruit additional volunteers and, as population increases in the future, additional volunteers will be needed to maintain the service capacity of the District.

(4) Financing ability of agencies to provide services

- a) The District is funded by property taxes, a benefit assessment, Proposition 172 funds, income from leased property next to the Fortuna Main Station, and funding from a few other miscellaneous resources.
- b) The new 2015 assessment increase supports the combined efforts of the Fortuna FPD and VFD and serves to improve the level of fire protection and emergency response services to the community.
- c) The District Board of Directors adopts an annual budget and administers its funds consistent with Fire Protection District Law and budgeting, accounting, and reporting procedures for special districts in California.

(5) Status of, and opportunities for, shared facilities

- a) The Fortuna FPD provides enhanced fire protection services in the local community for structure fire, medical aid, vehicle accidents and extraction, and similar traditionally local fire department type services.
- b) Fortuna FPD works closely and cooperatively with neighboring fire departments, has mutual and automatic aid agreements with them, and in addition, the District is a member of the Eel River Valley Fire Chiefs Association, and the Eel River Valley Technical Resource Team.

(6) Accountability for community service needs, including governmental structure and operational efficiencies

- a) The Fortuna FPD is an "dependent" single purpose special district governed by a five-member Board of Directors who serve at the pleasure of the Humboldt County Board of Supervisors.
- b) The District maintains a visible presence in the community, and participates in community activities and events.
- c) The Fortuna VFD maintains a website (fortunafire.com) where it posts information about Department activities, documents and updates. At the present time, agenda, minutes and financial data are not posted for the Fortuna FPD.
- d) Fortuna FPD demonstrates accountability in its disclosure of information and cooperation with Humboldt LAFCo. The District responded to the questionnaires, staff telephone calls, and cooperated with document requests.

(7) Any other matter related to effective or efficient service delivery.

- a) Fortuna FPD's boundary generally matches its primary response area. This corresponds with the District's current sphere of influence. No change to the existing sphere of influence is recommended at this time.

3.5 Loleta Fire Protection District

INTRODUCTION

Table 3-21. Loleta FPD Contact Information

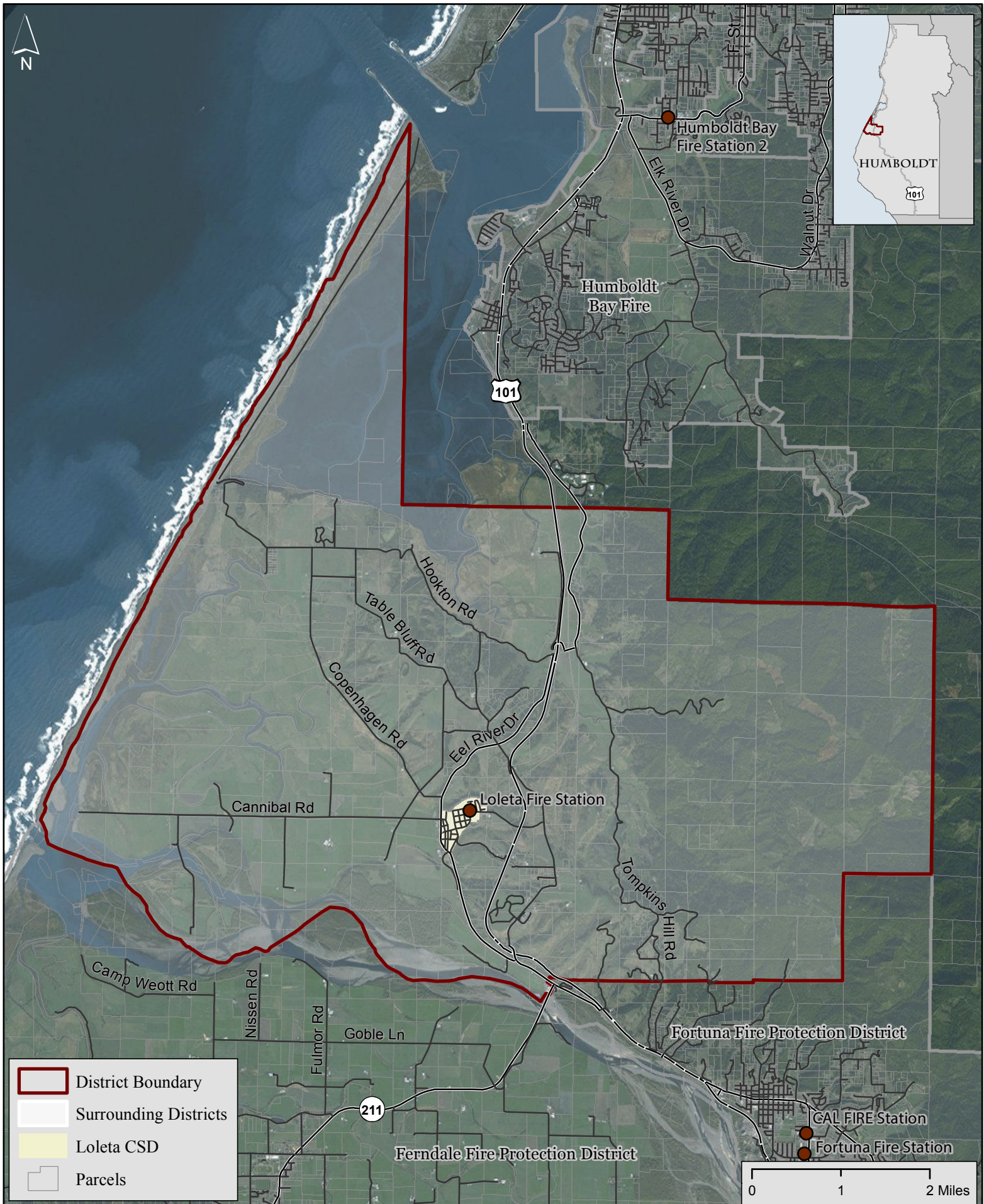
Contact:	Ken Nielsen, Fire Chief
Mailing Address:	PO Box 57 Loleta, CA 95551
Site Address	567 Park Street, Loleta
Phone Number:	707-845-3090
Email	loletafire@suddenlinkmail.com
Website	http://pages.suddenlink.net/loletafire/
Population Served:	783 residents in District
Size of Service Area:	48.9 square miles in District
Number of Staff	23 volunteers

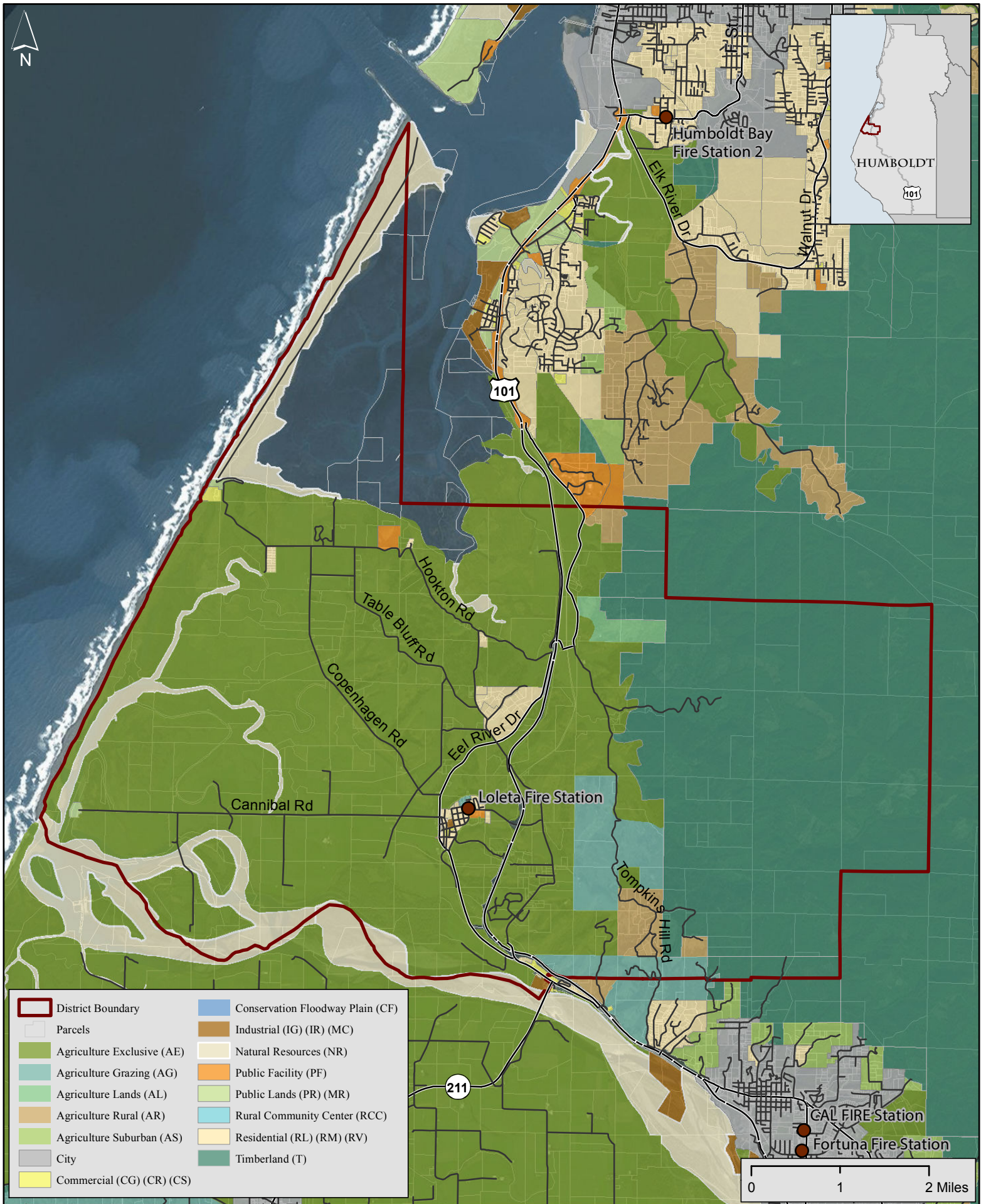
Background

The Loleta Fire Protection District (Loleta FPD or District) is responsible for providing fire protection and emergency response services to the town of Loleta and surrounding area. The District boundary generally matches its response area and includes approximately 48.9 square miles (31,284 acres). The Loleta FPD operates one fire station, located on Park Street, which is centrally located in downtown Loleta. A municipal service review for the District was previously conducted in 2008. This document will update the previous MSR and build upon information provided therein.

Formation

The Loleta Fire Department originally established in 1900, and was later formed into the Loleta FPD in March of 1936. The Loleta FPD is considered a “dependent” single purpose special district authorized to provide fire protection, rescue, and emergency medical services and any other services relating to the protection of lives and property pursuant to the Fire Protection District Law of 1987 (Division Part 2.7 of the California Health and Safety Code), which supersedes prior fire protection district laws. Most other fire districts in Humboldt County are “independent,” whereby voters within the district directly elect the District Board of Directors. In 1985 the County Board of Supervisors passed Resolution No. 85-40, delegating their governing board powers to the Loleta FPD Board of Commissioners. Pursuant to Health and Safety Code Section 13844, the Board of Supervisors “shall determine whether the commissioners shall serve at its pleasure or for staggered terms of four years subject to removal for cause”. In the case of Loleta, the Board of Supervisors periodically appoints members to the five-member Board of Commissioners that serve as the governing board of the District.





District Boundary

The District boundary generally matches its response area and includes approximately 48.9 square miles (31,284 acres), and contains the unincorporated town of Loleta and the surrounding rural residential areas.

Growth and Population

The Loleta community is identified as a census-designated place whose boundaries roughly match that of the Loleta FPD. Based on the 2010 Census, the estimated population of Loleta is 783 residents and 341 total housing units. However, the District estimates that it serves around 1,500 residents (Fire Chief's Association, 2015).

New development within District boundaries is expected to occur at existing county-wide rates, which would likely range from 0.25 to 1.0 percent per year. Significant growth during the next ten years is not likely to occur.

Existing and Planned Uses

Land uses within the Loleta FPD boundary are subject to the Humboldt County Framework General Plan (Framework Plan), Volume I, and Zoning Regulations (Humboldt County Code Title III, Division 1). The primary land uses within District boundaries are agriculture and timberland. Other uses include residential, commercial, industrial, and public facility occur in the urban area along Loleta and Eel River Drives.

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as a part of this municipal service review, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. Loleta FPD provides one of these services – fire protection – and is responsible for assuring that those services are adequately provided to the community. Loleta receives water and wastewater services from the Loleta Community Services District.

The community of Loleta is a CDP with an estimated MHI of \$41,094 (DWR, 2016), which 67 percent of the state average, thereby qualifying the community as disadvantaged. Should territory in the surrounding area be evaluated for annexation in the future, disadvantaged communities in the area may be considered further.

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

Fire protection services for the District are provided by the Loleta VFD. The Department participates in the countywide fire protection mutual aid agreement, the Eel River Valley Fire Chiefs Association, and the Eel River Valley Technical Resource Team. The Department is a ALS certified provider. They also have aid agreements with the Rio Dell FPD, Fortuna FPD, Ferndale FPD, and Carlotta CSD.

The Loleta VFD responded to approximately 267 calls for service in 2015, of which 51 calls, or 19 percent, were fires of various types, and 153, or 57 percent were medical related. Other calls such as vehicle accidents, which comprise approximately ten percent of total calls, may also involve the delivery of emergency medical services. Typically the Department's response to fire calls averages 19 percent of their total responses. Refer to Table 3-19 for an overview of Loleta VFD service calls.

Table 3-22. Loleta FPD Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Vegetation Fires	6	4	4	12	12	8
Structure Fires	6	5	4	4	2	9
Other Fires	17	19	9	39	26	34
Vehicle Accidents	43	19	29	35	33	29
Medicals	103	112	104	114	162	153
Hazard/Menace	7	2	3	6	7	8
Public Assists	-	-	-	5	5	8
Others	33	7	38	12	14	18
Total Responses	215	168	191	227	261	267
% Medical	48%	67%	54%	50%	62%	57%
% Fire Response	13%	17%	9%	24%	15%	19%
Volunteer Hours						
Incident	1,263	No Report	1,272	1,997	2,919	2,534
Training	1,200		2,340	1,331	1,430	1,545
Maintenance	556		117	500	300	384
Fundraising	960		1,800	800	800	794
Total Hours	3,979	0	5,529	4,628	5,449	5,257
Personnel						
Volunteer	30	30	30	26	26	23
Auxiliary	18	18	18	0	0	0
Total Personnel	48	48	48	26	26	23

Source: CAL FIRE-Fortuna Interagency Command Center, Humboldt County Fire Services Annual Reports

Personnel

The Loleta VFD currently has 21 (2016) volunteer personnel, two of which are certified paramedics. All of the District's personnel must undergo continual training in all phases of fire protection, rescue techniques, and first aid. The firefighters take part in a regular nine (9) hour per month training schedule that includes training for any emergencies that may arise within the District such as medical, fire, hazmat, and tech-rescue.

Table 3-23. Loleta FPD Training and Qualifications of Members

Training Qualification	Number*
Fire Fighter I or above	21
Wildland (CICCS)	10
First Responder (Medical)	21
EMT	4
Paramedic	2
HazMat First Responder Ops.	0
Rope Rescue	3
Swift Water Rescue	0

Current Infrastructure and Facilities

The Loleta VFD operates out of one fire station, located at 567 Park Street in Loleta. The District's apparatus consists of one Type 1 Engine, two Type 2 Engines, one Type 3 Engine, and a water tender (Fire Chief's Association, 2015). See Table 3-21 for apparatus details. Recently, the District has received grants to upgrade their SCBAs and Air Filling Station. They also received support from Measure Z funding to complete their SCBA project and received wildland and structure turnouts to replace some aging sets.

Table 3-24. Loleta FPD Facilities and Apparatus

Station	Address	Apparatus	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
Loleta Fire Station	567 Park Street, Loleta	7512	Engine	2015	I	1500	750
		7523	Engine	1999	II	1500	750
		7539	Engine	2009	II	1500	750
		7539	Engine	1990	III	500	500
		7556	Water Tender		N/A		4000

Challenges and Needs

Like many rural departments, Loleta VFD is challenged with member recruitment and retention and is always looking for volunteers. The District noted that their goal is to build their number of volunteers up to 30. They specifically noted a need for volunteers who don't work outside of the District and can be available for daytime calls (Fire Chief's Association, 2015).

ISO Rating

There are several benchmarks by which the level of fire service provided by an agency may be measured, and the Insurance Services Office Public Protection Classification, or ISO PPC, is one such measure. The ISO is a rating commonly used by insurance companies to determine fire insurance rates, with 1 being the best rating which indicates the highest level of fire protection and the lowest is 10.

Based on the ISO audit conducted in 2005, the Loleta FPD has an ISO PPC rating of 6/8B. The ISO "6" rating is applied to the area within 5 road miles of the responding fire station and 1,000 feet of a creditable water supply, such as a fire hydrant. The "8X" is applied to properties within 5 road miles of a fire station but beyond 1,000 feet of a creditable water supply. Such a rating provides the residents of the Loleta area access to lower insurance rates.

FINANCING

Current Revenues and Expenditures

The District is funded primarily by a percentage of property taxes, and a benefit assessment. Other revenues include loaning out District vehicle and staff as a CALFIRE strike team (\$141,783 in 2016) and grant funding.

In 1998, the Loleta FPD established a benefit assessment at a rate of \$15.00 per unit of benefit on a use-of-property basis. Typical single family houses are considered four units. The 1997 assessment was approved to replace funding lost after the passage of Proposition 218.

Table 3-25. Loleta FPD Budget for Fiscal Year 2015-16

Expenditures	
Salaries & Employee Benefits	\$3,381
Services & Supplies	\$70,457
Other Charges	\$490
<i>Total Expenditures</i>	<i>\$104,757</i>
Revenues	
Property Taxes (1%)	\$41,445
Property Assessments	\$40,062
Revenue From Use of Money and Property	\$2,376
State	\$31,496
Other	\$141,783
<i>Total Revenue</i>	<i>\$257,162</i>
Total Revenue	\$257,162
Total Expenditures	\$104,757
Revenues/Sources Over (Under)	
Expenditures/Uses	\$152,405

Source: Financial records as reported to the California State Controller's Office

ACCOUNTABILITY AND GOVERNANCE

Organization

The Loleta FPD is governed by a five-member Board of Commissioners that are responsible for overseeing the fiscal responsibility of the fire district. The District Board meets once per month on the second Tuesday of the month at 7:00 p.m. at the Fire Station. Meetings are open to the public, and notifications are posted at the main station prior to the meeting.

Independent District Process

While the District Board has been delegated all of the powers to conduct business of the District, its Commissioners are periodically appointed and serve at the pleasure of the Board of Supervisors. Most other fire districts in Humboldt County are “independent” and have elected district boards with staggered four year terms. The Loleta FPD may elect to become an independent district by adopting a resolution and placing the question on the ballot for majority voter approval in accordance with Health and Safety Code Section 13848. If a majority of voters voting upon the question approve of changing from an appointed district board to an elected district board, the members of the district board shall then be elected at the next general district election.

MUNICIPAL SERVICE REVIEW DETERMINATIONS

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

(1) Growth and population projections for the affected area

- a) The District estimates it serves around 1,500 residents.
- b) New development within District boundaries is expected to occur at existing county-wide rates, which would likely range from 0.25 to 1.0 percent per year. Significant growth during the next ten years is not likely to occur.

(2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) The community of Loleta qualifies as disadvantaged.
- b) Should territory in the surrounding area be evaluated for annexation in the future, disadvantaged communities in the area may be considered further.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

- a) The Loleta FPD has the capacity to adequately serve current demand within the 49-square mile District boundary.
- b) The District’s facilities, infrastructure, and services are sufficient to provide quality services to its residents.
- c) Like all volunteer departments Loleta FPD needs to continually recruit additional volunteers and, as population increases in the future, additional volunteers will be needed to maintain the service capacity of the District.

(4) Financing ability of agencies to provide services

- a) Based upon the State Controller's Report, current financing levels appear adequate to deliver services at the current level of service.
- b) The District Board of Directors adopts an annual budget and administers its funds consistent with Fire Protection District Law and budgeting, accounting, and reporting procedures for special districts in California.

(5) Status of and, opportunities for, shared facilities

- a) The Loleta FPD provides enhanced fire protection services in the local community for structure fire, medical aid, vehicle accidents and extraction, and similar traditionally local fire department type services.
- b) Loleta FPD works closely and cooperatively with neighboring fire departments, has mutual and automatic aid agreements with them, and in addition, the District is a member of the Eel River Valley Fire Chiefs Association, and the Eel River Valley Technical Resource Team.

(6) Accountability for community service needs, including governmental structure and operational efficiencies

- a) The Loleta FPD is an "dependent" single purpose special district governed by a five-member Board of Directors who serve at the pleasure of the Humboldt County Board of Supervisors.
- b) The District maintains a visible presence in the community, and participates in community activities and events.
- c) The Loleta VFD maintains a website (<http://pages.suddenlink.net/loletafire>) where it posts information about Department activities, documents and updates. At the present time, agenda, minutes and financial data are not posted for the Loleta FPD.
- d) Loleta FPD demonstrates accountability in its disclosure of information and cooperation with Humboldt LAFCo. The District responded to the questionnaires, staff telephone calls, and cooperated with document requests.

(7) Any other matter related to effective or efficient service delivery.

- a) Loleta FPD's boundary generally matches its response area. This corresponds with the District's current sphere of influence. No change to the existing sphere of influence is recommended at this time.

3.6 Petrolia Fire Protection District

INTRODUCTION

Table 3-26. Petrolia FPD Contact Information

Contact:	Travis Howe, Fire Chief
Mailing Address:	P.O Box 169 Petrolia, CA 95558
Physical Address:	98 Sherman Road Petrolia, CA 95558
Phone Number:	(707) 629-3558
Email	petroliafire@frontier.net
Website	None
Population Served:	472 residents in District
Size of Service Area:	11 sq. mi. in District, 91.5 sq. mi. goodwill response
Number of Staff	19 volunteer, 5 auxiliary

Background

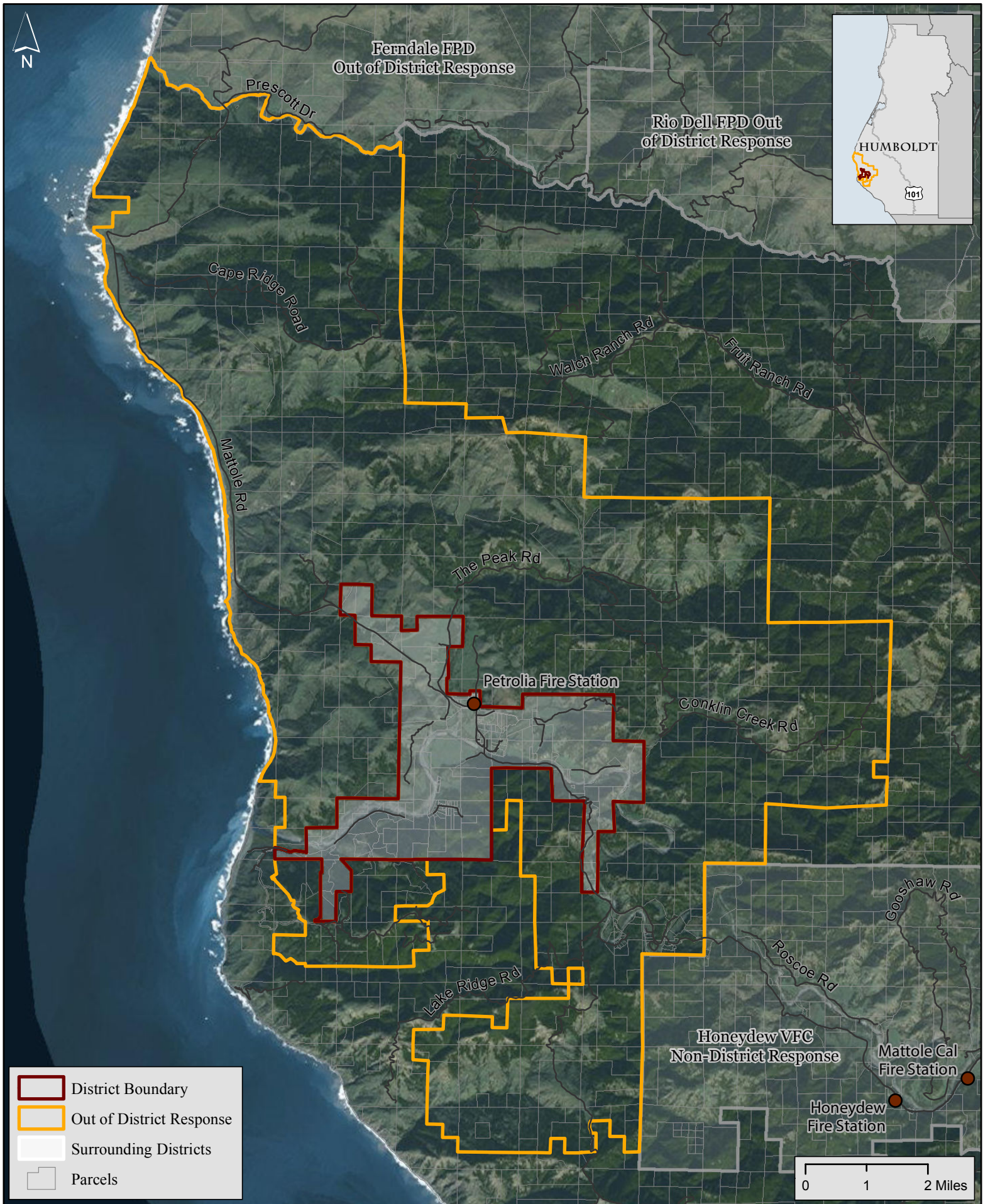
The Petrolia Fire Protection District (Petrolia FPD or District) provides fire protection services, including fire prevention, public education, preparedness and emergency response to the unincorporated community of Petrolia and surrounding territory. It is located in the Mattole Valley, part of the Lost Coast region, one of the largest wilderness areas and the longest stretch of undeveloped coastline in the continental United States. The area has no major freeways or highways. A draft municipal service review for the District was prepared in 2010, but never adopted. This document will update the previous MSR and build upon information provided therein.

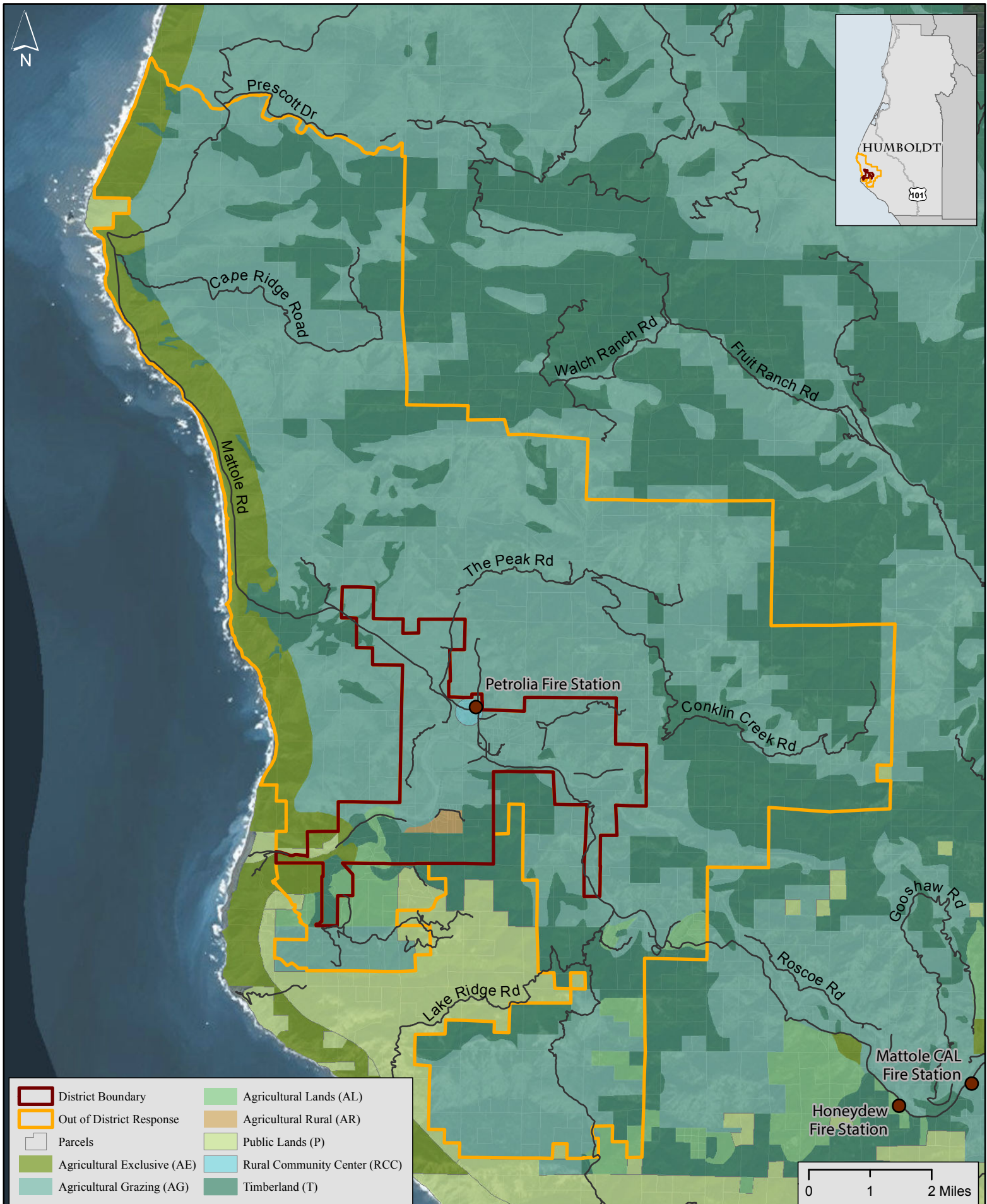
Formation

The Petrolia FPD was formed in 1951 after a successful special election was held. The District is authorized to provide fire protection, rescue, and emergency medical services and any other services relating to the protection of lives and property pursuant to the Fire Protection District Law of 1987 (Division Part 2.7 of the California Health and Safety Code), which supersedes prior fire protection district laws. Like most other fire districts in Humboldt County, Petrolia FPD is an “independent” special district, whereby voters within the District directly elect members to the three-member District Board of Commissioners.

District Boundary

The Petrolia FPD boundary covers approximately 11 square miles (7290.8 acres). The out of district goodwill response area is approximately 91.5 square miles (58,572.5 acres), for a total response area of 103 square miles. The District and non-district goodwill response area includes a portion of the King Range National Conservation Area. The District shares a portion of its boundary with the Honeydew Fire Company and is located within the CALFIRE SRA.





Growth and Population

Petrolia is not a census designated place and many of the area residents “live off the grid”. The District estimates its population to be around 600 residents. The estimated population growth rate for Petrolia is 0.3% (District response to Questionnaire)ⁱ. At this rate, the District’s population could reach approximately 620 by the year 2025.

Existing and Planned Uses

Land uses in the District and out of district goodwill response area are subject to the Humboldt County Framework General Plan, Volume I, and Zoning Regulations (Humboldt County Code Title III, Division 1). The Humboldt County Framework General Plan designates lands within the District boundaries for timber and agriculture (see Figure 13). Petrolia is not located within a Community Planning area.

There are no community water or wastewater systems in Petrolia. Residential, commercial, and agricultural land uses produce drinking and agricultural water through on-site water systems. Parcels must be large enough to meet the setback requirements to septic systems and property lines and demonstrate to the satisfaction of County standards that adequate water is present on site (Humboldt County, 2014).

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this municipal service review, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. Petrolia FPD provides one of these services –fire protection- and is responsible for assuring that those services are adequately provided to the community. As discussed above, there are no community water or wastewater systems provided in the Petrolia area.

Petrolia is identified as an unincorporated legacy community (ULC) by the 2014 Humboldt County Housing Element (Humboldt County, 2014). A legacy community is defined as a place that meets the following criteria:

- Contains 10 or more dwelling units in close proximity to one another;
- Is either within a city sphere of influence (SOI), is an island within a city boundary, or is geographically isolated and has existed for more than 50 years; and
- Has a median household income that is 80 percent or less than the statewide median household income.

Although no specific census data is available for the Petrolia area, the community is in Census Tract 06023011200, which has a MHI of \$46,731, 76 percent of the statewide average, identifying the Tract as disadvantaged. Should territory in the surrounding area be evaluated for annexation, disadvantaged communities in the area should be considered further.

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

The Petrolia Volunteer Fire Department (VFD) provides firefighting and emergency medical response services to the Petrolia FPD. The Petrolia VFD responds to an average of 44 emergency calls per year. The Department responded to 37 calls for service in 2015, of which 14 calls, or 38 percent, were fires of various types and 15 calls, or 41 percent, were medical related. Other calls such as vehicle accidents, which comprise approximately 8 percent of total calls, may also involve the delivery of emergency medical services. Typically the Department's responses to medical calls have averaged between 40 and 50 percent of their total calls. Refer to Table 3-22 for an overview of Petrolia VFD service calls.

Table 3-27. Petrolia FPD Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Vegetation Fires	8	0	10	10	3	7
Structure Fires	1	1	1	3	1	-
Other Fires	4	3	8	-	4	7
Vehicle Accidents	3	1	2	8	5	3
Medicals	18	9	31	38	12	15
Hazard/Menace	6	0	7	2	1	3
Public Assists	-	-	-	4	3	1
Others	5	5	2	6	1	1
Total Responses	45	19	61	71	30	37
% Medical	40%	47%	51%	54%	40%	41%
% Fire Response	29%	21%	31%	18%	27%	38%
Volunteer Hours						
Incident	1,260	No Report	701	1,952	915	1,000
Training	1,750		1,301	1,046	501	2,200
Maintenance	600		1,500	987	464	600
Fundraising	400		500	875	411	900
Total Hours	4,010	0	4,002	4,860	2,291	4,700
Personnel						
Volunteer	20	20	18	20	19	19
Auxiliary	8	8	8	7	7	5
Total Personnel	28	28	26	27	26	24

Source: CAL FIRE-Fortuna Interagency Command Center, Humboldt County Fire Services Annual Reports

Personnel

In 2015, the Petrolia VFD totaled 4,700 volunteer hours, taken from incidents, training, maintenance, fundraising, prevention, community service, and other department related functions. They have 24 volunteers who serve as responders, maintainers, secretaries,

dispatchers, administrators, fundraisers, and all the other elements it takes to run a fire department. Four of their members are EMTs and eight are medical first responders.

Table 3-28. Petrolia VFD Training Qualifications

Training Qualification	Number*
Fire Fighter I or above	5
Wildland (CICCS)	-
First Responder (Medical)	10
EMT	4
Paramedic	0
HazMat First Responder Ops.	2
Rope Rescue	5
Swift Water Rescue	4

Current Infrastructure and Facilities

The Petrolia VFD operates out of one fire station located at 98 Sherman Road, Petrolia. The District maintains and operates three fire engines: one Type 1 Engine, and two Type 3 Engines, in addition to one rescue vehicle, one water tender, an ATV (all-terrain vehicle), a side by side, and a chief's vehicle. The District is in the process of replacing one of its type III engines. The replacement engine was purchased with Measure Z funds and is a previously-owned 4-wheel-drive type III engine. This engine will replace 1982 Type III engine. The District also owns hoses and pumps and monitors and maintains multiple large capacity water tanks throughout the area.

The District owns and operates other basic fire protection and rescue equipment including a winch, radios, self-contained breathing apparatuses (SCBA), jaws of life, portable pumps, generator, lighting, protective clothing, and numerous other tools and firefighting equipment. They recently received equipment through the Fire Chiefs' Association Measure Z grant, including SCBAs, and wildland and structure fire PPEs.

There are no public water providers within the District and no fire hydrants. The fire department must use water carried on fire engines and water tenders to extinguish fires, as well as water that may be available on site. The following table describes the apparatus utilized by the Petrolia FPD.

Table 3-29. Petrolia VFD Facilities and Apparatuses

Address	Apparatus	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
Petrolia Fire Hall 98 Sherman Road, Petrolia	6666	Water Tender	2000	N/A	250	2,100
	6634	Type-3 Engine (4WD)	1988	III	490	500
	6632	Type-3 Engine	2000	III	1000	500
	6632	Type-3 Engine	1982	III		
	6612	Type-1 Engine	1982	I	1200	750
	6673	Ambulance-type Medical Rescue Engine	1996	N/A	N/A	N/A
	6677	Side-By-Side	2015	N/A	N/A	N/A
	6606	4x4 Quad	1994	N/A	N/A	N/A
	6600	Chief's Truck	2000	N/A	N/A	N/A

Challenges and Needs

Petrolia FPD noted that it has been challenging to stretch their resources to cover a large response area, including areas located outside of the Petrolia FPD boundary (Fire Chief's Association, 2015). Areas outside the District's boundary receive what is referred to as "goodwill service" from Petrolia FPD. This goodwill service is not supported by any sustainable revenue source and requires district resources to respond outside of their jurisdictional boundary, putting additional strain on already overburdened resources.

ISO Rating

There are several benchmarks by which the level of fire service provided by an agency may be measured, and the Insurance Services Office Public Protection Classification, or ISO PPC, is one such measure. The ISO is a rating commonly used by insurance companies to determine fire insurance rates, with 1 being the best rating, which indicates the highest level of fire protection, and the lowest is 10. Based on an ISO audit, the Petrolia VFD has a "9" ISO rating within five miles of the station and a 10 in those response areas which are beyond the five mile radius beyond 10 (Humboldt County, 2014).

FINANCING

Current Revenues and Expenditures

The District is primarily funded by a small percentage (0.11%) of property taxes, which averages \$36,320 per year. Other sources of revenue include interest payments and grant funding. Expenditures for the District average \$36,500 per year. The District has no outstanding debt. Distinct funds pay for insurance, ground upkeep, fuel, utilities, etc. See Table 3-24 for the District's budget.

The donations made to the Petrolia VFD, a separate entity, are used for various expenses including uniforms, functions, furniture, and other equipment. These departmental expenses are not covered through the Petrolia FPD budget.

Table 3-30. Petrolia FPD Budget for Fiscal Year 2015-16

Expenditures	
Salaries & Employee Benefits	\$4,000
Services & Supplies	\$34,883
Other Charges	\$0
<i>Total Expenditures</i>	<i>\$38,883</i>
Revenues	
Property Taxes (1%)	\$34,796
Property Assessments	\$0
Revenue From Use of Money and Property	\$385
State	\$597
Other	\$1,184
<i>Total Revenue</i>	<i>\$36,962</i>
Total Revenue	\$36,962
Total Expenditures	\$38,883
Revenues/Sources Over (Under)	
Expenditures/Uses	-\$1,921

Source: Financial records as reported to the California State Controller's Office

ACCOUNTABILITY AND GOVERNANCE

The District is governed by a three-member Board of Commissioners. Board Commissioners are elected by District residents every four years. Public meetings are held at the Fire Hall, as deemed necessary by the Board and noticed at Petrolia General store and Fire Hall. Meetings are held at least quarterly, generally on a weeknight in the evening. There are no Board vacancies. As with many small rural special districts, the District does not maintain a website. It should be noted that the District could improve accountability and public participation by holding regularly scheduled meeting and maintaining a website.

MUNICIPAL SERVICE REVIEW DETERMINATIONS

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

(1) Growth and population projections for the affected area

- a) The Petrolia FPD's population is estimated to be approximately 450.
- b) The District's population growth rate is estimated as 0.3%. At this rate, the District's population will reach approximately 472 by the year 2025.

(2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) Although no specific census data is available for the Petrolia area, the community is in Census Tract 06023011200, which qualifies as disadvantaged.
- b) Should territory in the surrounding area be evaluated for annexation, disadvantaged communities in the area should be considered further.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

- a) Like all volunteer departments the Petrolia FPD needs to continually recruit additional volunteers and, as population increases in the future, additional volunteers will be needed to maintain the service capacity of the district.
- b) The Petrolia FPD's engines, water tenders, and other utility vehicles are all in operable condition. Recently the Petrolia FPD was able to replace their self-contained breathing apparatuses and other personal protective equipment.
- c) Fire protection services are provided by good-will outside of the District boundary to an additional 91.5 square mile Out of District Response Area. Properties within the existing District boundary largely subsidize the delivery of fire protection services to the Out of District Response Area.

(4) Financing ability of agencies to provide services

- a) The Petrolia FPD is primarily funded by a small percentage (0.11%) of property taxes. Other sources of revenue include interest payments and grant funding.
- b) The Petrolia FPD relies on grants and donations to close the gap between expenditures and revenue.

(5) Status of, and opportunities for, shared facilities

- a) CAL FIRE provides seasonal wildland fire protection services throughout the State Responsibility Area (90 percent of the Petrolia FPD is State Responsibility Area). CAL FIRE may respond to other types of calls for service if they are available.
- b) While CAL FIRE is responsible for wildland fire protection, the Petrolia FPD provides enhanced fire protection services in the local community for structure fire, medical aid, vehicle accidents and extraction, and similar traditionally local fire department type services.

(6) Accountability for community service needs, including governmental structure and operational efficiencies

- a) The Petrolia FPD is an independent district governed by a three-member Board of Commissioners.
- b) The Petrolia FPD board should consider holding regularly scheduled and noticed board meetings, to provide better accessibility to the public.

- c) The District does not have a website. Establishing a website and posting agendas, minutes, budgets, and financial data would provide improved transparency.
- d) The Petrolia FPD supports the mutual social and economic interests of the Petrolia community by sustaining community-based fire protection services and establishing local governance for such services.

(7) Any other matter related to effective or efficient service delivery.

- a) It is recommended that Petrolia FPD's sphere of influence be expanded to match its non-district good-will response area. This would allow the District to pursue annexation in the future.

3.7 Rio Dell Fire Protection District



INTRODUCTION

Table 3-31. Rio Dell FPD Contact Information

Contact:	Fire Chief - Shane Wilson
Address:	50 West Center Street, Rio Dell CA 95562
Phone Number:	707-764-3329
Email	info@riodellfire.com
Website	www.riodellfire.com
Population Served:	3,600 residents (District & good-will response)
Size of Service Area:	5.3 sq. mi. (District), 33.5 sq. mi. (non-district area)
Number of Staff	23 volunteer, 4 auxiliary

Background

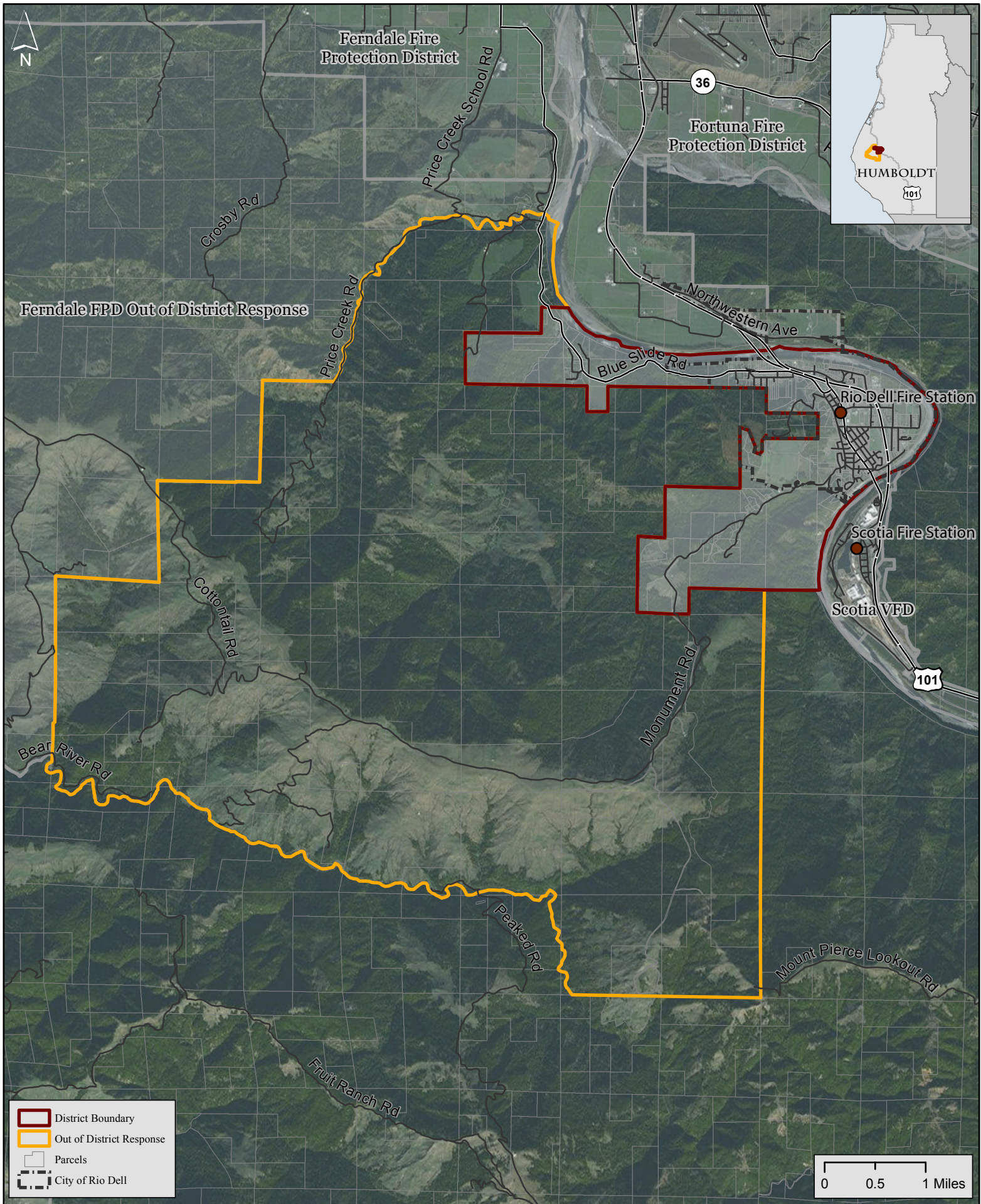
The Rio Dell Fire Protection District (FPD) provides fire protection, rescue, and emergency medical services to the City of Rio Dell and to the unincorporated areas of Monument Drive and Blue Slide Road. These services are provided on behalf of the District by the Rio Dell Volunteer Fire Department (VFD), which responds to an average of 350 calls per year. In 2014, the District obtained landowner approval of a benefit assessment increase to address the increasing demand for fire protection services and the increasing costs to provide these services. The increased revenue has allowed the District to replace aging apparatus and to make other necessary improvements. A municipal service review (MSR) for the District was previously conducted in 2008. This document will update the previous MSR and build upon information provided therein.

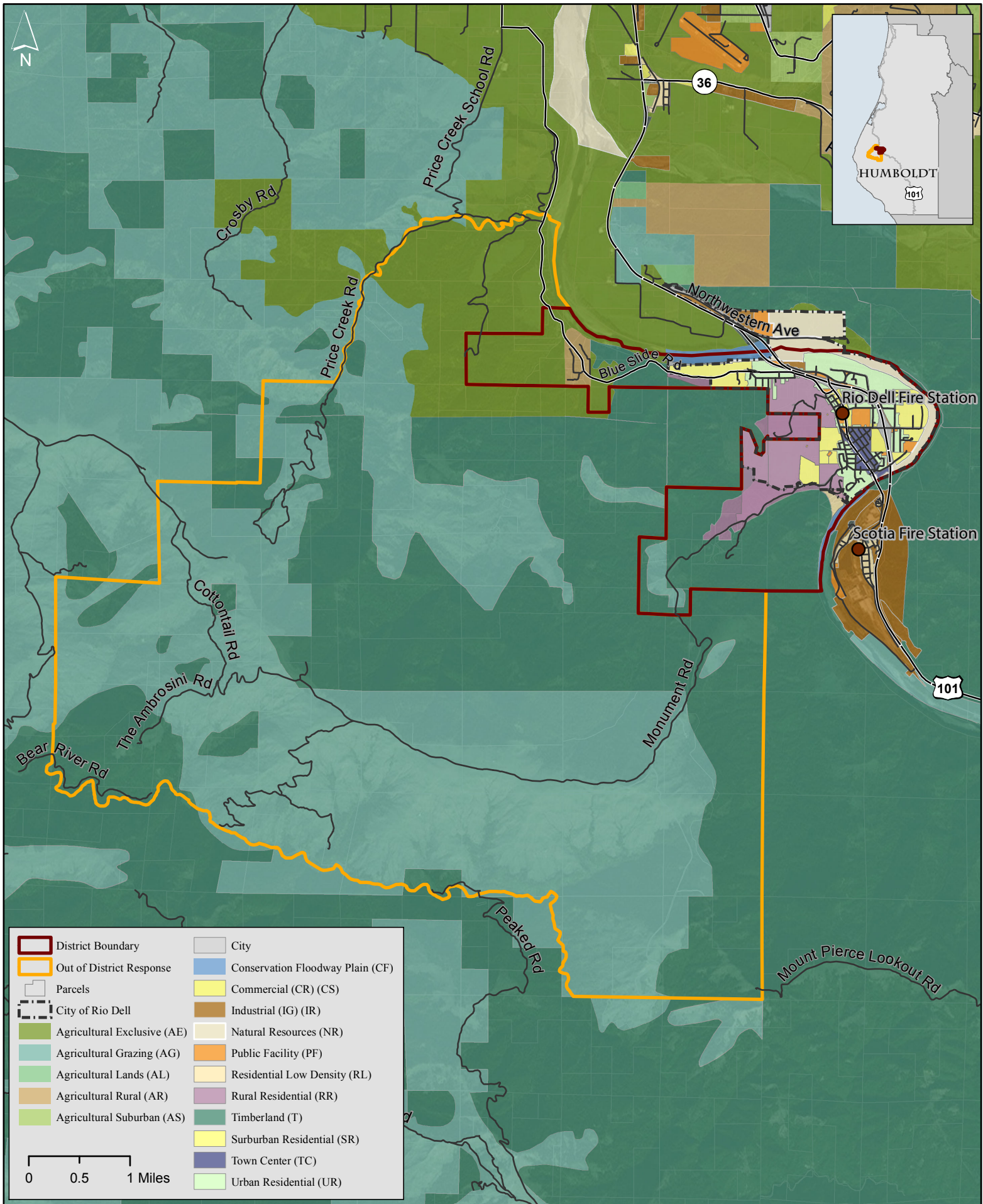
Formation

The Rio Dell FPD was originally formed on January 12, 1941 under the name "Wildwood Fire Protection District". The name was officially changed to the Rio Dell Fire Protection District on December 19, 1961. Rio Dell FPD is considered an independent, single purpose special district authorized to provide fire protection, rescue, and emergency medical services and any other services relating to the protection of lives and property pursuant to the Fire Protection District Law of 1987 (Division Part 2.7 of the California Health and Safety Code), which supersedes prior fire protection district laws. The District has a five-member Board of Commissioners that is elected by registered voters who live within the District.

District Boundary

The Rio Dell FPD boundary encompasses approximately 5.3 square miles (3,385 acres). The out-of-district good-will response area is 33.5 square miles (21,407 acres), making the total response area approximately 38.8 square miles. The District also contains the majority of the City of Rio Dell. Nearby fire service providers include Fortuna FPD, Carlotta CSD, Ferndale FPD, Loleta FPD, and Scotia CSD.





Growth and Population

The City of Rio Dell comprises the majority of the territory within District boundaries. The City has an estimated population of approximately 3,373 (DWR, 2016). It is estimated that an additional 100- 150 residents live outside of the City limits but within the District boundary, for a total of 3,523 residents within Rio Dell FPD's boundary. The District estimates it serves another 50-100 residents in their designated "good-will response area", totaling approximately 3,600 residents served by the District.

The City of Rio Dell Housing Element 2009-2014 Update reports that the City's population growth rates historically have mirrored that of the County, and further anticipate that the City population will reach 3,681 in 2030. Therefore the population of the District as a whole may be anticipated to experience similar growth rates to both the County and City. Humboldt County's estimated growth rate is 0.8 percent (US Census Bureau, 2015). Applying this estimate to the District population, there will be 4,024 residents in the District's current service area (District boundary and good-will service areas) in 2030.

Existing and Planned Uses

Land uses within the City of Rio Dell are subject to the Rio Dell General Plan and Zoning regulations. Within City limits land uses are predominantly a mix of residential, commercial and public uses, with the exception of large sections of territory in the east of the City designated as Rural Residential (RR).

Land uses in the unincorporated area of the District are subject to the Humboldt County Framework General Plan, Volume I, and Zoning Regulations (Humboldt County Code Title III, Division 1). The Humboldt County Framework General Plan designates most unincorporated lands within the District boundaries for timber and agriculture with some commercial and residential areas (see Figure 15).

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this municipal service review, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. Rio Dell FPD provides fire protection services and is therefore only responsible for assuring that these services are adequately provided to the community.

No cohesive census boundary is available for the entirety of territory within the District. However, the City of Rio Dell has an estimated MHI of \$39,692, which is 65 percent of the state average MHI (DWR, 2016), thereby qualifying the area as disadvantaged. Rio Dell is incorporated, and therefore does not qualify as a DUC. However, it stands to reason that portions of unincorporated territory surrounding the City may also qualify as disadvantaged. Should territory in the surrounding area be evaluated for annexation in the future, disadvantaged communities in the area may be considered further.

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

The Rio Dell VFD participates in the countywide fire protection mutual aid agreement, the Eel River Valley Fire Chiefs Association, and the Eel River Valley Technical Resource Team. They also have mutual and/or automatic aid agreements with the Fortuna FPD, Loleta FPD, Ferndale FPD, Scotia CSD, and Carlotta CSD.

The Rio Dell VFD responds to an average of 390 emergency calls per year. The Department responded to 476 calls for service in 2015, of which 83 calls, or 17 percent, were fires of various types and 310 calls, or 65 percent, were medical related. Other calls such as vehicle accidents, which comprise approximately 5 percent of total calls, may also involve the delivery of emergency medical services. Refer to Table 3-26 for an overview of Rio Dell VFD service calls.

Table 3-32. Rio Dell FPD Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Vegetation Fires	2	4	12	14	11	20
Structure Fires	4	5	8	14	9	12
Other Fires	30	23	29	32	35	51
Vehicle Accidents	21	11	21	22	19	23
Medicals	274	243	242	275	300	310
Hazard/Menace	6	6	4	9	13	16
Public Assists	-	-	-	24	30	33
Others	19	52	36	8	3	11
Total Responses	356	344	352	398	420	476
% Medical	77%	71%	69%	69%	71%	65%
% Fire Response	10%	9%	14%	15%	13%	17%
Volunteer Hours						
Incident	395	395	395	965	1,250	1,325
Training	100	100	100	2,179	2,250	2,145
Maintenance	24	25	25	250	225	175
Fundraising	250	250	250	2,580	450	575
Total Hours	769	770	770	5,974	4,175	4,220
Personnel						
Volunteer	26	23	23	23	24	23
Auxiliary	8	5	7	5	6	4
Total Personnel	34	28	30	28	30	27

Source: CAL FIRE-Fortuna Interagency Command Center, Humboldt County Fire Services Annual Reports

Personnel

The District currently has a regular volunteer force of 26 active members, and five auxiliary . All of the District's personnel must undergo continual training in all phases of fire protection,

rescue techniques, and first aid. All members of the Rio Dell VFD have first responder medical training and three members are Emergency Medical Technicians (EMTs). District fire fighters participate in a regular drill on the third and fifth Thursdays of each month, with two eight hour basic skill drills per year for all personnel. Training schedules consist of general operations, safety and medical. The drills are planned and conducted by the department training officers.

The Fire Chief receives a small stipend and handles the majority of the administrative responsibilities for the District. Using funds from the 2014 increased benefit assessment, the District plans to provide funding for a Volunteer Firefighter Pay-Per-Call Program to help reimburse volunteer firefighters for expenses incurred while responding to emergency calls.

Table 3-33. Rio Dell VFD Training Qualifications

Training Qualification	Number*
Fire Fighter I or above	8
Wildland (CICCS)	15
First Responder (Medical)	25
EMT	4
Paramedic	0
HazMat First Responder Ops.	8
Rope Rescue	15
Swift Water Rescue	0

Current Infrastructure and Facilities

The Rio Dell FPD operates out of a single fire station at 50 West Center Street in the City of Rio Dell. The Fire Station was built in 1963/64 and is currently used for equipment storage, volunteer training, and community functions. The Fire Station serves as an Emergency Operations Center and a training facility for the Rio Dell VFD.

The District has outgrown its current facility and has plans to construct two additional engine bays with an attached office and bathroom facility, and upgrade the existing facility to current building code standards. Facility improvements are also needed to address ADA and energy efficiency standards, HVAC system, plumbing, appliances, and onsite fuel storage for emergencies.

Utilizing the funds generated from the 2014 assessment, the District recently purchased a new Type 3 engine from Rosenbauer (E 7135). With the introduction of the new engine they recently retired their Type II engine from 1972 (E 7123). This engine will likely go to another small rural fire department in need of an engine. The District also received 16 new SCBA air packs as well as 5 sets of structure gear from Measure Z funds. Other apparatuses utilized by Rio Dell VFD include- a Type 1 Engine, a Type 3 engine, a Type 2 engine, a Type 4 engine, a Water Tender, 4000 gallon fold-a-tank, and a Ford Expedition Incident Command/Immediate Response/Duty Chief Vehicle. See Table 3-27 for a complete list of District apparatuses.

Fire hydrants are installed and maintained by the City of Rio Dell and are inspected bi-annually by the fire department. Fire equipment and apparatuses are maintained by the fire department regularly.

The District has developed an apparatus replacement schedule to ensure adequate funding is set aside annually to replace aging apparatus. The District replaces engines on a 30-year cycle. Other vehicles, including attack and utility pickups are replaced on a 20-year cycle.

Table 3-34. Rio Dell FPD Facilities and Apparatus

Station	Address	Apparatus	Common Name	Year	Pump (GPM)	Tank (Gal)
1	50 West Center Street	C 7100	Duty Chief Vehicle	2006	N/A	N/A
		E 7112	Type I	1996	1,250	1,000
		E 7134	Type III	1995	1,250	750
		E 7123	Type II	1972	1,000	1,000
		E 7135	Type III	2016	1,200	
		R 7171	Type IV Rescue Quick Attack	2006	300	250
		T 7151	Water Tender	1986		3800

Challenges and Needs

As discussed above, the District noted that they need to add two bays to their existing station, improve facilities, and generally update to meet ADA requirements. They also noted a need for a new water tender that is smaller and has less maintenance issues (Fire Chief's Association, 2015). Adequate staffing during daytime hours can also be a challenge for the District because many of their volunteers work in other cities and are therefore unable to respond to Rio Dell during normal business hours.

ISO Rating

There are several benchmarks by which the level of fire service provided by an agency may be measured, and the Insurance Services Office Public Protection Classification, or ISO PPC, is one such measure. The ISO is a rating commonly used by insurance companies to determine fire insurance rates, with 1 being the best rating which indicates the highest level of fire protection and 10 being the lowest. Based on an ISO audit, the Rio Dell VFD is currently a class 7 in all areas of the District that are within 1,000 feet of a hydrant. The PPC for areas in which the District has to supply water (categorized as more than 1,000 feet from a hydrant) is currently a class 9.

FINANCING

Current Revenues and Expenditures

The District is funded by a very small percentage (.04%) of 1 percent (ad valorem) property taxes, a benefit assessment, and funding from a few other miscellaneous resources. As discussed above, the District received property owner approval to increase the rate of its benefit assessment from \$4 to \$25 per unit of benefit on a use-of-property basis. The new assessment has no inflationary provision and will only grow based on new construction activity (i.e., changes to land use classifications). Revenue generated from the new assessment is estimated to be \$142,025 for taxable parcels in the 2016-17 fiscal year.

Table 3-35. Rio Dell Adopted Budget for Fiscal Year 2015-16

Fiscal Year 2015-16 Budget	
Expenditures	
Salaries & Employee Benefits	\$20,000
Services & Supplies	\$84,500
New Fire Truck	\$60,000
Interest	\$10,276
<i>Total Expenditures</i>	<i>\$215,730</i>
Revenues	
Property Taxes (1%)	\$76,836
Property Assessments	\$144,000
Revenue from Use of Money and Property	\$4,000
<i>Total Revenue</i>	<i>\$374,216</i>
Total Revenue	\$374,216
Total Expenditures	\$215,730
Revenues/Sources Over (Under) Expenditures/Uses	\$158,486

Source: Rio Dell FPD

ACCOUNTABILITY AND GOVERNANCE

Organization

The District board meets on the second Thursday of each month at 5:30 p.m. at the fire station. The meetings are posted every month by the district secretary near the front door of the fire station. Voters within the District directly elect members to the five-member District Board of Commissioners.

Fund Allocation Planning

As a part of the 2015 Benefit Assessment process, the District outlined the following specific areas to address with future funding:

1. Fire Station Operation, Maintenance and Expansion
 - a. Conduct facility upgrades to current building code standards.
 - b. Expand the facility to add an additional engine bay, office and bathroom facilities.
 - c. House all apparatus inside a temperature controlled area, accomplished with an expanded facility, and maintain ISO requirements
2. Increased Firefighter Staffing and Training
 - a. Volunteer Firefighter Pay-Per-Call Program to help reimburse volunteer firefighters for expenses incurred while responding to emergency calls.
 - b. Maintain adequate training and certifications for personnel.

3. Improved Equipment and Apparatus Maintenance & Replacement
 - a. Implement an apparatus and equipment replacement schedule. Currently, the District does not have the available funds to replace apparatus or equipment on a regular basis.
4. Other Services and Supplies
 - a. Maintain adequate funding for District operations, services and supplies.

MUNICIPAL SERVICE REVIEW DETERMINATIONS

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

(1) Growth and population projections for the affected area

- a) There are approximately 3,600 residents served by the Rio Dell FPD.
- b) Based on future growth estimates, the population could increase to approximately 4,024 residents by 2030.

(2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) The City of Rio Dell qualifies as disadvantaged. Rio Dell is incorporated, and therefore does not qualify as a DUC. However, it stands to reason that portions of unincorporated territory surrounding the City may also qualify as disadvantaged.
- b) Should territory in the area surrounding the District be evaluated for annexation in the future, disadvantaged communities in the area may be considered further.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

- a) The Rio Dell FPD is working to upgrade and expand facilities to meet the present and future needs of the department.
- b) The Rio Dell FPD has the capacity to adequately serve current demand within the 29-square mile District boundary.
- c) Like all volunteer departments, Rio Dell FPD needs to continually recruit additional volunteers and, as population increases in the future, additional volunteers will be needed to maintain the service capacity of the District.

(4) Financing ability of agencies to provide services

- a) The District is funded by a very small percentage (.04%) of the 1 percent (ad valorem) property taxes, a benefit assessment, and other miscellaneous resources.
- b) The 2015 assessment increase supports the combined efforts of the Rio Dell FPD and VFD and serves to improve the level of fire protection and emergency response services to the community.

(5) Status of and, opportunities for, shared facilities

- a) The Rio Dell FPD provides enhanced fire protection services in the local community for structure fire, medical aid, vehicle accidents and extraction, and similar traditionally local fire department type services.
- b) The Rio Dell FPD works closely and cooperatively with neighboring fire departments, has mutual and automatic aid agreements with them, and in addition, the District is a member of the Eel River Valley Fire Chiefs Association, and the Eel River Valley Technical Resource Team.

(6) Accountability for community service needs, including governmental structure and operational efficiencies

- a) The Rio Dell FPD is an independent single purpose special district governed by a five-member Board of Directors.
- b) The Rio Dell VFD maintains a website (riodellfire.com) where it posts information about Department activities, documents and updates. At the present time, agenda, minutes and financial data are not posted.
- c) Rio Dell FPD demonstrates accountability in its disclosure of information and cooperation with Humboldt LAFCo. The District responded to the questionnaires, staff telephone calls, and cooperated with document requests
- d) Rio Dell FPD supports the mutual social and economic interests of the Rio Dell community by sustaining community-based fire protection services and establishing local governance for such services.

(7) Any other matter related to effective or efficient service delivery.

- a) It is recommended that Rio Dell FPD's sphere of influence be expanded to match its non-district good-will response area. This would allow the District to pursue annexation in the future.

3.8 Scotia Community Services District

INTRODUCTION

Table 3-36. Scotia CSD & Scotia VFC Contact Information

	Scotia CSD	Scotia Volunteer Fire Company
Contact:	Steve Tyler, General Manager	John Broadstock, Chief
Address:	122 Main ST.	145 Main St Scotia, CA 95565
Phone Number:	(707) 506-3030	707-764-4322 (station), 707-845-2995 (chief)
Email	infoscotiacsd@gmail.com	jbroadstock@townofscotia.com
Website	scotiacsd.com	facebook.com/ScotiaFire
Population Served:	860 residents in District	860 residents in District
Size of Service Area:	0.8 square miles in District	2.4 square miles in Response Area
Number of Staff	No fire service related staff	12 volunteers, 1 career

Background

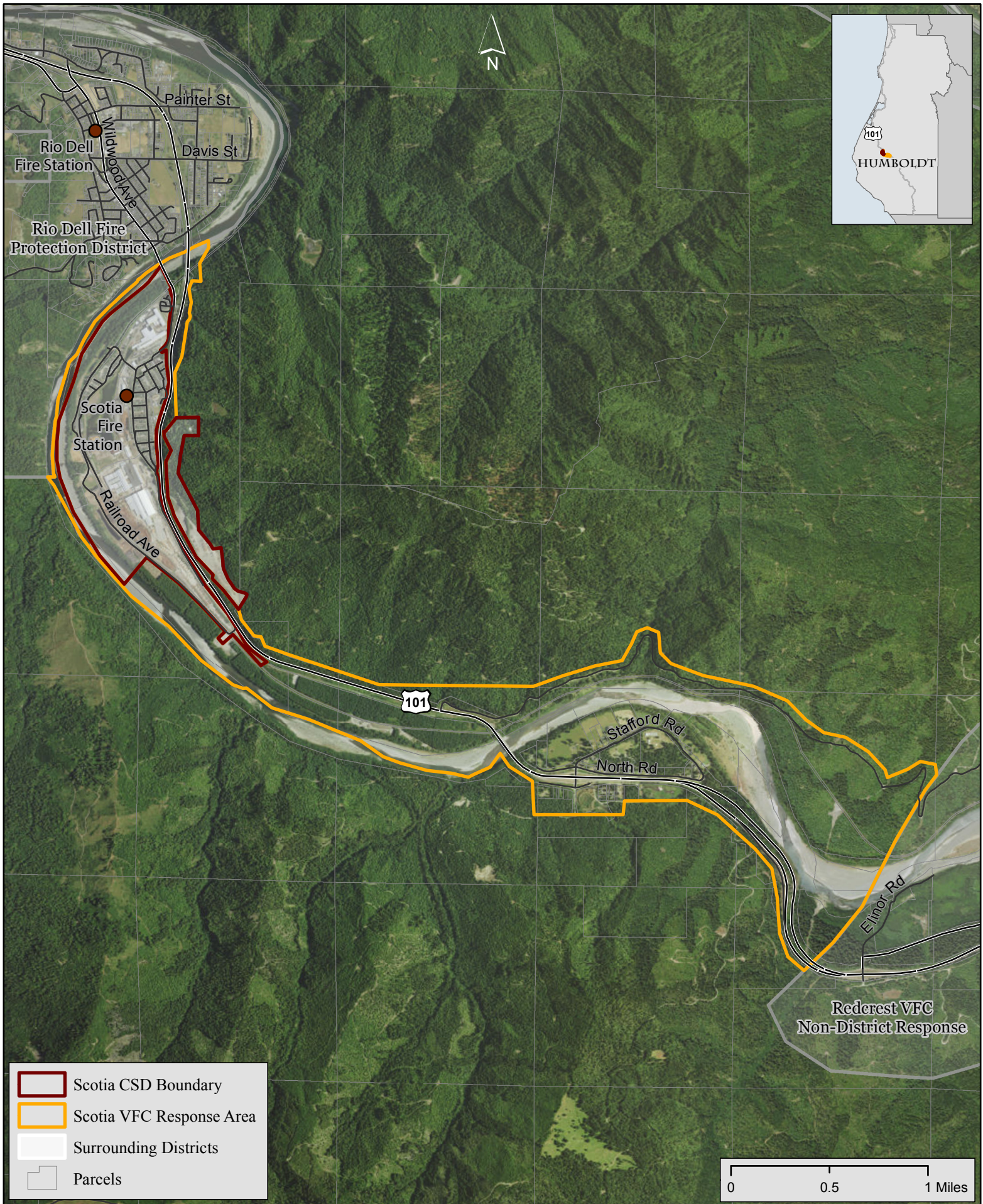
The town of Scotia is located in the Eel River Valley in southern Humboldt County, and is bordered to the east by Highway 101, and to the north, south, and west by the Eel River. The City of Rio Dell is located just north, across the Eel River from Scotia.

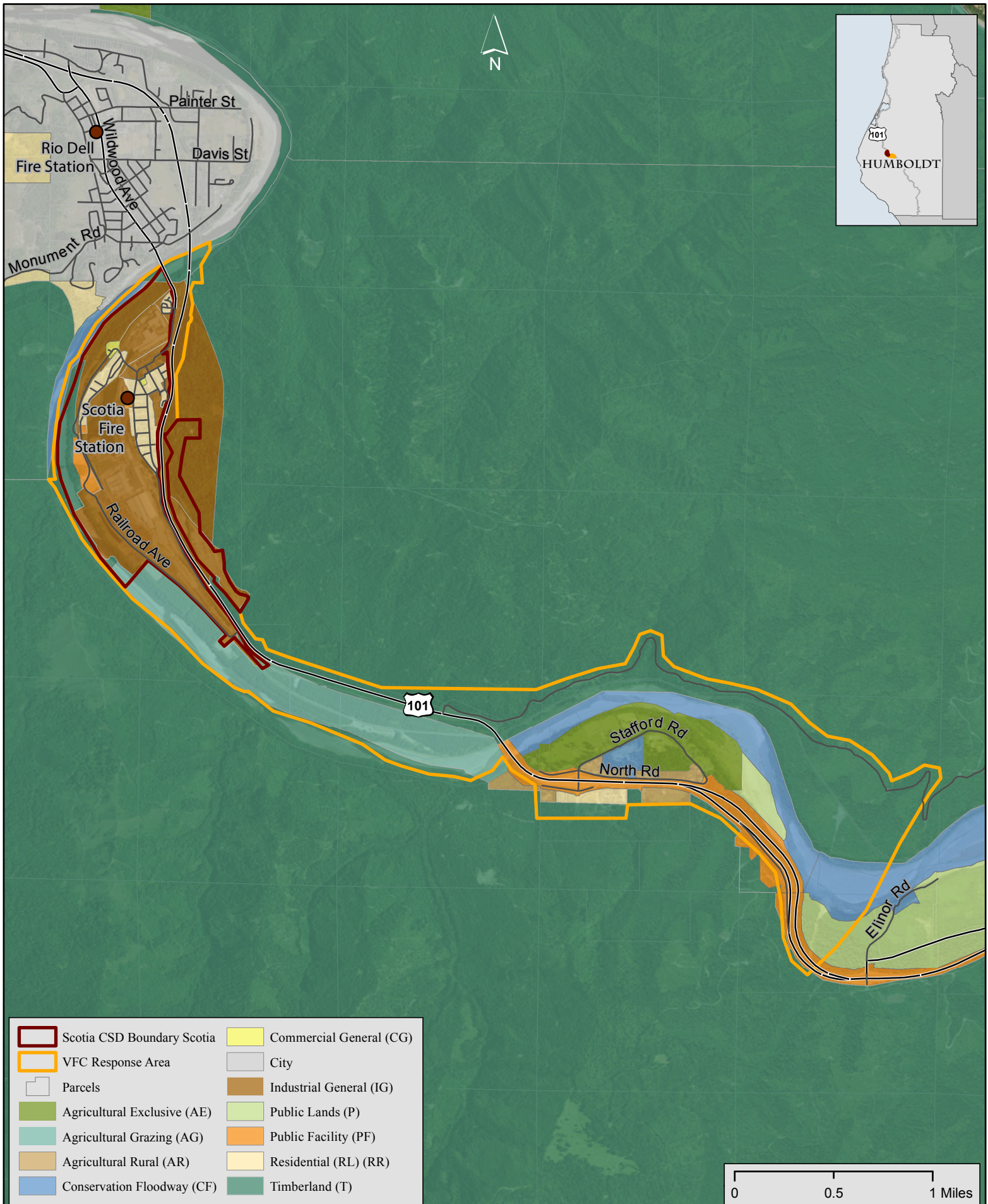
Scotia was developed by the Pacific Lumber Company starting in the 1880s and has been maintained since then as a true company town. In 2008, Pacific Lumber Company was reorganized, and today Scotia is owned and operated by the Town of Scotia Company, LLC. The Scotia Volunteer Fire Company (VFC) currently provides fire protection services to the town of Scotia and has served the community since 1908. Currently, all residences and businesses other than the Humboldt Redwood Company are occupied by rental tenants; however, the Town of Scotia is in the process of subdividing the properties and selling them into private ownership.

To facilitate this transition to private ownership, the Scotia Community Services District (CSD) was formed to provide the town with water, wastewater, streets and street lighting, storm drainage, parks and recreation, and fire protection services. As a part of the formation process, a municipal service review (MSR) for Scotia CSD was prepared in 2010. This document will update the previous MSR and will only discuss the District's power to provide fire protection services. Other services provided by Scotia CSD, notably water and wastewater services, will be addressed separately in a future regional water and wastewater services MSR.

Formation

In October 2010, Humboldt LAFCo adopted Resolution No. 10-09 granting approval for the formation of the Scotia CSD, subject to approval by the voters of Scotia. An election was held on August 30, 2011 (Ballot Measure "T"), which was passed with 93.96% voter approval. Following the election and the covenant/agreement to dedicate property and other assets of the Town of Scotia Company to the Scotia CSD, the District effectively started operating in 2014.





The provision of fire protection services was one of the powers authorized for the Scotia CSD at the time of formation. The intention at District formation was to transfer the Scotia VFC assets to the Scotia CSD and to establish an ongoing, community-supported revenue source, such as a benefit assessment or a special tax, to fund the continued operation of the VFC by the Scotia CSD. Essentially, this would transition the burden of funding fire protection services from the corporately-owned Town of Scotia Company to the community of Scotia as parcels are subdivided and sold into private ownership.

In 2016, Scotia CSD pursued a proposition 218 process which asked the community of Scotia to approve a benefit assessment to support the provision of fire protection services by the Scotia CSD. The assessment amount was proposed at \$147 per Equivalent Benefit Unit (EBU), with a single-family home equal to one EBU. The proposed benefit assessment did not pass, and the Scotia VFC continues to receive funding by the Town of Scotia Company and operate separately from the Scotia CSD. It is expected that the Scotia VFC shall remain under Town of Scotia Company jurisdiction until either: (i) a funding mechanism is accepted by the District or another service provider is established to operate the Scotia VFC; or (ii) until such time as the last phase (phase 5) of the Subdivision is complete and the phase 5 Subdivision Map is recorded.

District Boundary

The Scotia CSD's boundary and sphere of influence include the community of Scotia and covers approximately 0.8 square miles (493 acres) in area. The Scotia VFC responds to calls for service outside the Scotia CSD's boundary. The mapped response area for the Scotia VFC is approximately 2.4 square miles (1,547 acres). See Figure 16.

Growth and Population

As of January 2010, the Town of Scotia Company estimates there are 270 residential dwelling units in Scotia, with an estimated residential population of approximately 860 persons (LAFCo 2010). The current and future population is anticipated to remain relatively stable, based upon the physical restraints of development outside of Scotia's current District boundaries. The town of Scotia is located adjacent to the City of Rio Dell, and the Eagle Prairie Bridge (State Route 283) links Rio Dell and Scotia. Scotia's topography ranges from flat areas in the west and central parts of the town, to sloped terrain in the eastern portion toward Highway 101. Steep, forested hillsides and mountains surround the town and river (LAFCo 2010).

Existing and Planned Uses

Scotia is an unincorporated community and is located within the jurisdiction of Humboldt County with regard to land use regulations. Existing uses in Scotia include a mix of commercial, residential, industrial/timber production, public facilities, and recreational (See Figure 17). In 2005, the Town of Scotia Company applied for a General Plan Amendment, Zone Reclassification, Final Map Subdivision, Planned Development Permit and establishment of an urban boundary line for portions of Scotia. The General Plan and Zone Amendments have been adopted and are currently in effect. Present General Plan designations include Residential Low Density (RL), Commercial General (CG), Industrial General (IG), Public Facility (PF), and Timberland (T). Present Zoning includes Residential One-Family (R-1/D, N, P, Q), Community Commercial-Qualified (C-2-Q), Heavy Industrial-Qualified (MH-Q), Public Facility Urban (PFI), Timberland Production Zone (TPZ). A Tentative Map has been approved and a Final Map is anticipated to be considered by the Board of Supervisors in late 2016.

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this municipal service review, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. Scotia CSD is authorized to provide water, wastewater, and fire protection services to the Scotia community, although the transfer of assets and funding structures necessary to operate and maintain these services have not been established.

Scotia is identified as an unincorporated legacy community (ULC) within the Humboldt County Housing Element (Humboldt County, 2014). A legacy community is defined as a place that meets the following criteria:

- Contains 10 or more dwelling units in close proximity to one another;
- Is either within a city Sphere of Influence (SOI), is an island within a city boundary, or is geographically isolated and has existed for more than 50 years; and
- Has a median household income that is 80 percent or less than the statewide median household income.

The Scotia CSD is in Community Tract 06023011100, which the California Department of Water Resources identifies as a Disadvantaged Community Tract. The Tract has a MHI of \$41,822 which is 68 percent of the state average MHI (DWR, 2016), thereby qualifying the area as disadvantaged. Should territory in the surrounding area be evaluated for annexation, disadvantaged communities in the area may be considered further.

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

The Scotia VFC is an active member of the fire service in Humboldt County. The department participates in the countywide fire protection mutual aid agreement and is a member of the Eel River Valley Fire Chiefs Association and the Eel River Valley Technical Resource Team. The department has an automatic aid agreement with the Rio Dell FPD.

The Scotia VFC responds to an average of 104 emergency calls per year. The Company responded to approximately 141 calls for service in 2015, of which 38 calls, or 27 percent, were fires of various types and 71 calls, or 50 percent, were medical related. Other calls such as vehicle accidents, which comprise approximately 13 percent of total calls, may also involve the delivery of emergency medical services. Refer to Table 3-30 for an overview of Scotia VFC service calls.

Table 3-37. Scotia VFC Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Vegetation Fires	1	0	2	6	5	2
Structure Fires	4	1	8	10	8	8
Other Fires	13	38	23	20	19	28
Vehicle Accidents	14	4	10	10	13	18
Medicals	35	24	43	59	66	71
Hazard/Menace	2	1	0	0	5	2
Public Assists	-	-	-	6	11	9
Others	5	7	8	0	2	3
Total Responses	74	75	94	111	129	141
% Medical	47%	32%	46%	53%	51%	50%
% Fire Response	24%	52%	35%	32%	25%	27%
Volunteer Hours						
Incident	585	630	630	322	605	458
Training	1,474	1,600	1,600	705	629	415
Maintenance	-	-	-	80	80	-
Fundraising	-	40	40	40	20	63
Total Hours	2,059	2,270	2,270	1,147	1,334	936
Personnel						
Volunteer	21	19	19	14	11	11
Auxiliary	4	3	3	0	0	2
Total Personnel	25	22	22	14	11	13

Source: CAL FIRE-Fortuna Interagency Command Center, Humboldt County Fire Services Annual Reports

Personnel

The Scotia VFC currently has one paid staff member (chief) and 12 volunteers (1 less than in 2015). The Scotia VFC continually recruits new volunteers to join the department and become firefighters. The Chief position is funded by the TOS, and in addition to Chief duties, the position also includes overseeing TOS safety procedures and security staff. The majority of members are trained to the EMS First Responder level and all are trained in CPR/First Aid and Professional Rescuer Level, which incorporates Automated External Defibrillator with OX Administration certification.

Table 3-38. Scotia VFC Personnel and Training

Training Qualification	Number*
Fire Fighter I or above	5
Wildland (CICCS)	0
First Responder (Medical)	10
EMT	1
Paramedic	1
HazMat First Responder Ops.	4
Rope Rescue	3
Swift Water Rescue	0
Fire Investigation & Prevention	1

Current Infrastructure and Facilities

The Scotia VFC has one fire station located at 145 Main Street, roughly in the center of town. Apparatuses used by the Company include a type I pumper engine, a type II pumper engine, a mini pumper engine, a medical response vehicle, a chief's pickup, and two rescue trailers which carry Jaws-of-Life and rope rescue equipment. In 2015, the SVFC was able to purchase a side by side vehicle (utility task vehicle) for off road responses from donations & fundraisers. In addition, the Company received 20 self-contained breathing apparatus (SCBA) in 2015 from Measure Z funds. The Scotia VFC is also in the process of decommissioning Engine 7017 and purchasing a replacement engine.

Table 3-39. Scotia VFC Facilities and Apparatus

Station	Address	Common Name	Apparatus (seats)	Year	Type	Pump (GPM)	Tank (Gal)
Scotia Fire Station	145 Main St. Scotia, CA 95565	Pumper Engine	7014	1985	I	1,500	1,000
		Pumper Engine	7017	1977	II	1,000	750
		Mini Pumper Engine	7047	1997	III	250	250
		Rescue Vehicle/Medical Response	7075	1990	N/A	N/A	N/A
		Chief's Pickup	7000	2004	N/A	N/A	N/A

Challenges and Needs

The Scotia VFC noted that acquiring wildland turnouts is a top need for the Company. In addition, the recruitment and retention of volunteers available for both daytime and overnight/weekend response is needed. Currently the Fire Chief is available for daytime coverage in Scotia and Rio Dell, and receives reciprocal response from Rio Dell Fire for larger incidents at night and on weekends. This automatic aid agreement has been in place since 2012.

ISO Rating

There are several benchmarks by which the level of fire service provided by an agency may be measured, and the Insurance Services Office Public Protection Classification, or ISO PPC, is one such measure. The ISO is a rating commonly used by insurance companies to determine fire insurance rates, with 1 being the best rating which indicates the highest level of fire protection and the lowest is 10. Based on an ISO audit, the Scotia VFC has an ISO PPC rating of 4/9. The Scotia VFC's PPC in all areas of the community that are within 1,000 feet of a hydrant is currently a class 4. Such a rating provides the residents of the Scotia area access to lower insurance rates, as opposed to a community with an agency who has a higher rating. The PPC for areas in which the District has to supply water (categorized as more than 1,000 feet from a hydrant) is currently a class 9.

FINANCING

Current Revenues and Expenditures

The Scotia CSD receives no funding for the provision of fire protection services. In 2016, Scotia CSD pursued a proposition 218 process which asked the community of Scotia to approve a benefit assessment to support the provision of fire protection services by the Scotia CSD. The proposed assessment amount was \$147 per Equivalent Benefit Unit (EBU), with a single-family home equal to one EBU, which would generate approximately \$208,446 annually. The proposed benefit assessment did not pass, and the Scotia VFC continues to receive funding by the Town of Scotia Company and operate separately from the Scotia CSD.

It is expected that the Scotia VFC will remain under Town of Scotia Company jurisdiction until either: (i) a funding mechanism is accepted by the District or other service provider is established to operate the Scotia VFC; or (ii) until such time as the last phase (phase 5) of the Subdivision is complete and the phase 5 Subdivision Map is recorded. As of January 2017, the first phase of Subdivision has been recorded and the Scotia CSD is moving forward with establishing user fees and preparing for the transfer of assets to begin providing water and wastewater services.

There may be other opportunities to address the lack of funding for fire protection, including annexation by a neighboring fire protection district (any existing special tax or assessment could be extended to the annexation area), formation of a new fire protection district (would require approval of a new special tax or assessment), and/or the establishment of service contracts. Planning and coordination among neighboring fire-related districts is ongoing, and these efforts may facilitate a regional approach to addressing funding and service needs.

ACCOUNTABILITY AND GOVERNANCE

The Scotia CSD has a five-member Board of Directors that is elected by registered who live within the District. Board members, which must reside within District boundaries, are elected for staggered four year terms of office. The initial election of board members occurred contemporaneously with the formation election. Elected board members were sworn in on April 17, 2014 and have been holding regular meetings once per month.

Board meetings are held on the third Thursday of each month at 5:30 p.m. at the Scotia CSD's Office, unless otherwise noticed. All meetings are open to the public. Meeting information including agendas, board packets, and minutes are posted on the Scotia CSD website. Notices for upcoming meetings are also posted at the Scotia CSD offices at 122 Main Street next to the Post Office.

MUNICIPAL SERVICE REVIEW DETERMINATIONS

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

(1) Growth and population projections for the affected area

- a) There are 270 residential dwellings and an estimated 860 persons in Scotia.
- b) There is limited population growth in Scotia due to available vacant land, substandard lot sizes that cannot support additions, and physical constraints.

(2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) The Scotia CSD is in Community Tract 06023011100, which qualifies as disadvantaged.
- b) Should territory in the area surrounding the Scotia CSD be evaluated for annexation, disadvantaged communities in the area may be considered further.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

- a) The Scotia VFC's facilities, infrastructure, and services are sufficient to provide an appropriate level of service to Scotia residents.
- b) The Scotia VFC is in the process of decommissioning Engine 7017 and purchasing a replacement engine. They also noted that acquiring wildland turnouts is a top need for the department.
- c) Like all volunteer departments the Scotia VFC needs to continually recruit additional volunteers. Currently the Fire Chief is available for daytime coverage in Scotia and Rio Dell, and receives reciprocal response from Rio Dell Fire for larger incidents at night and on weekends. This automatic aid agreement has been in place since 2012.

(4) Financing ability of agencies to provide services

- a) While the Scotia CSD has the authority to provide fire protection services, the District does not have a funding source to support continued services by the Scotia VFC.
- b) It is expected that the Scotia VFC will remain under Town of Scotia Company jurisdiction until either: (i) a funding mechanism is accepted by the District or other service provider is established to operate the Scotia VFC; or (ii) until such time as the last phase (phase 5) of the Subdivision is complete and the phase 5 Subdivision Map is recorded.
- c) There may be other opportunities to address the lack of funding for fire protection in Scotia, including annexation by a neighboring fire protection district (any existing special tax or assessment could be extended to the annexation area), formation of a new fire protection district (would require approval of a new special tax or assessment), and/or the establishment of service contracts. Planning and coordination among neighboring fire-related districts is ongoing, and these efforts may facilitate a regional approach to addressing funding and service needs.

(5) Status of and, opportunities for, shared facilities

- a) The Scotia VFC participates in the countywide fire protection mutual aid agreement, the Eel River Valley Fire Chiefs Association, the Eel River Valley Technical Resource Team, and has an automatic aid agreement with the Rio Dell FPD.

(6) Accountability for community service needs, including governmental structure and operational efficiencies

- a) The Scotia CSD is an independent special district governed by a five-member Board of Directors.
- b) Scotia CSD demonstrates accountability in its disclosure of information and cooperation with Humboldt LAFCo. The District responded to the questionnaires, staff telephone calls, and cooperated with document requests
- c) The Scotia CSD maintains a website (scotiacsd.com) where it posts information about Department activities, documents and updates.

(7) Any other matter related to effective or efficient service delivery, as required by commission policy

- a) Given that the Scotia CSD is not currently providing any services outside of its District boundary, reaffirming a coterminous sphere is recommended.

3.9 Volunteer Fire Companies

Several volunteer fire companies (VFC) also exist within southern Humboldt County which have no tax-based support and rely largely on donations and various fundraising efforts from within their communities. Though these organizations are not strictly under the purview of LAFCo, they provide vital services to their communities and merit inclusion in fire-related discussions. These entities provide fire protection, as well as medical and rescue services. They include:

3.9.1 Honeydew Volunteer Fire Company

Table 3-40. Honeydew VFC Contact Information

Contact:	Marcus Dube
Mailing Address:	P.O. Box 74 Honeydew CA 95545
Phone Number:	(707) 373-4631
Email	honeydew@asis.com
Website	honeydewfire.com
Population Served:	400 residents in response area
Size of Service Area:	69 square miles
Number of Staff	20 volunteers

Established in 1987 as a 501c3 non-profit corporation, the Honeydew Volunteer Fire Company (Honeydew VFC) serves a response area of approximately 70 square miles (4,4019 acres). Their area of responsibility is rugged and isolated. To keep response times to a minimum, they maintain three separate, strategically located fire stations. One of the three is adjacent to the CAL FIRE Mattole Station. The VFC notes that they and have plans and support for a fourth station in the Panther Gap area (Fire Chiefs Association, 2015).

Response apparatuses include: a 6WD water tender, three Kaiser Type 6 engines, and a recently acquired 2003 Ford 550 crew cab. The Honeydew VFC response area covers approximately 400 residents who support the VFC financially through donations. The Honeydew VFC also annually produces the "Roll on the Mattole," an all-day music, crafts, and family-fun fundraiser that includes the Mattole Wildland Firefighters' Challenge (Fire Chiefs Association, 2015).

The Honeydew VFC has explored forming a new Fire Protection District to formalize the fire protection services provided by the Orleans VFD. Petition signature gathering and campaigning for district formation are often necessary to convince voters of the need to support establishing a new funding source (special tax or assessment) in order to ensure that fire protection services will be provided into the future. A district formation would allow the Honeydew VFC to establish formal boundaries, an ongoing revenue source, and a governing board that is elected by the registered voters within the community.

Table 3-41. Honeydew VFC Service Calls (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Vegetation Fires	1	3	4	3	4	2
Structure Fires	1	2	1	2	2	1
Other Fires	2	3	0	4	2	3
Vehicle Accidents	3	1	5	1	9	2
Medicals	10	12	16	14	13	11
Hazard/Menace	0	0	2	0	2	1
Public Assists	-	-	-	1	3	-
Others	2	1	2	0	1	1
Total Responses	19	22	30	25	36	21
% Medical	53%	55%	53%	56%	36%	52%
% Fire Response	21%	36%	17%	36%	22%	29%
Volunteer Hours						
Incident	1600	No Report	53	304	350	300
Training	1000		120	402	450	800
Maintenance	400		86	500	350	500
Fundraising	750		72	300	500	600
Total Hours	3,750	0	331	1,506	1,650	2,200
Personnel						
Volunteer	16	16	14	15	15	16
Auxiliary	1	1	3	3	3	4
Total Personnel	17	17	17	18	18	20

3.9.2 Redcrest Volunteer Fire Company

Table 3-42. Redcrest VFCContact Information

Contact:	Justin Olander
Mailing Address:	P.O. Box 27 Redcrest CA 95569
Phone Number:	(707) 672-5840
Email	j.olander@kazandassoc.com
Population Served:	~350 residents
Size of Service Area:	21.6 square mile response area
Number of Staff	4 volunteers

Department Operations

Established in 1980, the Redcrest Volunteer Fire Company (VFC) serves communities in the Redcrest, Holmes, Larabee, Shively, and Stafford areas, as well as the Highway 101 corridor and Highway 254 from Dyerville Loop to Shively Road. This is a territory of 22 square miles (13,867 acres). See Figure 1.

Community Demographics

Based upon population estimates of the below discussed communities, the Redcrest VFC serves an estimated 350 residents.

Redcrest

The community of Redcrest is located in southern Humboldt County along the Avenue of the Giants, approximately 21miles south of Fortuna and approximately 31 miles north of Garberville. Based on the 2010 Census, there were approximately 30 housing units and 52 people in the 385 acre Redcrest CDP. There are also no fire hydrants within Redcrest. As a result, the Redcrest VFC must rely on tank water carried on their fire engines and any on-site water tanks which may be available near the fire.

Redcrest is identified as an unincorporated legacy community (ULC) within the Humboldt County Housing Element. A legacy community is defined as a place that meets the following criteria:

- Contains 10 or more dwelling units in close proximity to one another;
- Is either within a city Sphere of Influence (SOI), is an island within a city boundary, or is geographically isolated and has existed for more than 50 years; and
- Has a median household income that is 80 percent or less than the statewide median household income.

There is a private water system in the community operated by the *Redcrest Water Works*. Residential, commercial, and agricultural land uses produce drinking and agricultural water through onsite water systems (Humboldt County, 2014). Community wastewater treatment and disposal is not available in the area.

The Redcrest CDP has an estimated MHI of \$28,750 and qualifies as a DUC. Given the area's status as an identified legacy community and DUC, should territory in the surrounding area be evaluated for annexation or district formation, this disadvantaged community may be considered further.

Holmes Flat

Holmes Flat is located approximately two miles from Redcrest. Based on an estimate of improved residential parcels, there were approximately 48 housing units and 120 people in the Holmes Flat area, identified and defined using the proposed General Plan Update land use designations (Humboldt County, 2014). There are no fire hydrants within Holmes Flat. As a result, the Redcrest VFC relies on tank water carried on their fire engines and any on-site water which may be available near the fire. There has been little development in this community (Humboldt County, 2014).

Holmes Flat is identified as a ULC within the Humboldt County Housing Element. See above in the Redcrest section for further definition of a ULC. There are no community water systems in Holmes Flat. Residential, commercial, and agricultural land uses produce drinking and agricultural water through on-site water system. Community wastewater treatment and disposal are also not available in the Holmes Flat region.

There is a private water system in the Holmes Flat community operated by the *Redcrest Water Works*. Residential, commercial, and agricultural land uses produce drinking and agricultural water through onsite water systems (Humboldt County, 2014). Community wastewater treatment and disposal is not available in the area.

There are no median household income estimates available for the Holmes Flat area, but given the area's status as an identified legacy community, this area may be considered disadvantaged, and should territory in the surrounding area be evaluated for annexation or district formation, this community may be considered further.

Shively

Historically, the Redcrest VFC has responded to the Shively region. However, recently the Shively community has expressed an interest in forming an independent local company to provide service to their area. Such a formation would serve to benefit the entire region, including the Redcrest VFC, providing more engine support and more volunteers to the larger region who are able to respond to calls. See the below discussion in the next section under *Shively VFC*.

Stafford

The community of Stafford is located several miles south of Scotia along Highway 101 and is in the northern portion of Redcrest VFC's response territory. Scotia VFC also responds to this area.

Based upon 2010 Census Block data, there were approximately 61 housing units and 106 people in the Stafford community. The community boundary in this instance is defined using Humboldt County proposed General Plan land use designations (Humboldt County, 2014). There are no fire hydrants within Stafford. As a result, the responding fire department must rely on the tank water carried on their fire engines and onsite water tanks that may be available near the fire.

Stafford is identified as a ULC within the Humboldt County Housing Element. See above Redcrest section for further definition of a ULC. There are no community water systems in Stafford. Residential, commercial, and agricultural land uses produce drinking and agricultural water through on-site water system. Community wastewater treatment and disposal are also not available in the Stafford region.

There is no median household income estimate available for the Stafford area, but given the area's status as an identified legacy community, this area may be considered disadvantaged, and should territory in the surrounding area be evaluated for annexation or district formation, this community may be considered further.

Infrastructure and Services

See Table 3-41 below for complete details of the Redcrest VFC's response to calls.

The Redcrest VFC does not currently have a station. Vehicles are housed at the Old Eel River Sawmill (Address: 26011, HWY 254). In 2015, through the Fire Chiefs' Association Measure Z grant, the Redcrest VFC received five sets each of wildland and structure PPEs as well as six SCBAs.

The Company's response apparatuses include:

- Rescue 6770, a 1995 Ford F-350 4-wheel drive Utility Truck, also equipped with medical equipment. It is utilized for traffic accidents and minor incidents. This vehicle is reportedly aging and will need replacing soon.
- Chief's Truck 6700, a 1998 GMC 220 gal water vehicle with a tank in the back.

The Company also owns Engine 6710, a Type 1 1989 International E-1 Pumper which carried 500 gallons of water and 20 gallons foam. This apparatus used to be the main responder, but is no longer operational.

Challenges and Needs

Currently, the RVFC does not have a firehouse to secure apparatus from the elements. A firehouse acts as an important focal point for training and for bringing together volunteers. The company fundraises and reaches out to foundations for assistance, and hope to build a station for their Company. In addition, as mentioned above, the Company is without a responding engine. They are in great need of a replacement and are actively pursuing all avenues to try and find a solution. Recently, Redcrest VFC has learned they will receive Measure Z funds to replace their engine and build a structure to house the engines.

Finally, like many volunteer fire providers in the region, the Redcrest VFC has noted difficulty attracting and retaining volunteer firefighters.

Organization Opportunities

The 2014 Humboldt County Housing Element, Appendix G, suggests that the "communities served by the Redcrest VFC should be encouraged to follow the example of Brice land and Bridgeville to seek voter approval to form a district and establish an ongoing funding source through a special assessment or tax" (Humboldt County, 2014). Formalizing fire protection services, whether it be through district formation or through annexation of a nearby district, would require an application to LAFCo. This approval would likely require a new tax or assessment approved by the property owners or registered voters to provide a reliable funding source for continued fire protection services.

Table 3-43. Redcrest VFC Service Calls (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Vegetation Fires	1	0	2	0	-	-
Structure Fires	3	0	1	2	2	2
Other Fires	5	3	2	3	8	6
Vehicle Accidents	9	3	9	8	11	13
Medicals	17	20	15	11	15	14
Hazard/Menace	1	0	0	2	2	3
Public Assists	-	-	-	1	4	1
Others	1	6	5	1	1	1
Total Responses	37	32	34	28	43	40
% Medical	46%	63%	44%	39%	35%	35%
% Fire Response	24%	9%	15%	18%	23%	20%
Volunteer Hours						
Incident	60	No Report	140	180	276	80
Training	224		144	160	56	325
Maintenance	30		80	85	54	20
Fundraising	50		440	709	106	50
Total Hours	364	0	804	1,134	492	475
Personnel						
Volunteer	4	4	6	5	5	4
Auxiliary	0	0	14	16	10	7
Total Personnel	4	4	20	21	15	11

3.9.3 Shively Volunteer Fire Company

Table 3-44. Shively VFC Contact Information

Contact:	Marc Barsanti
Phone Number:	(707) 499-8475
Email	Marcgagehunter1@sbcglobal.net

Shively is located in southern Humboldt County along the Avenue of the Giants. The community is 7 miles northwest of Redcrest along Shively Creek Road and approximately 13 miles southeast of Scotia along Shively Road. Access from Redcrest is limited during periods of high water in winter months when the low level bridge over the Eel River on Holmes Flat Road is flooded. In addition, access from Scotia can be difficult during winter months due to floods and slides along Shively Road. These access challenges have created the need to address emergency fire and rescue services at a local level.

According to the Humboldt County Community Wildfire Protection Plan, Shively is within the response area of the Redcrest VFC and the Scotia VFD. Shively is located approximately six miles from Redcrest using the summer bridge at Holmes Flat and 13 miles from Scotia using Shively road.

The Shively Volunteer Fire Company is currently (early 2017) being established by residents within the community. They are receiving an used engine from Rio Dell Fire and have turnouts on the way. They want to become a functioning fire department and feel that they have eight people who are motivated to be volunteers. This includes working on getting the fire department underway (equipment and apparatus, training, gas and insurance money) and obtaining 501(c)3 non-profit corporation status.

Based upon census blocks in the community, there were approximately 38 housing units and 69 people in Shively 2010. Public water service and community wastewater treatment and disposal are not available in the Shively. There are no fire hydrants within Shively. As a result, the responding fire department must rely on the tank water carried on their fire engines and on-site water tanks that may be available near the fire.

3.11.4 Ruth Lake CSD/ Southern Trinity Volunteer Fire Department

Table 3-45. Southern Trinity VFD Contact Information

Contact:	Bill German
Mailing Address:	P.O. Box 16 Mad River, CA 95552
Physical Address:	221 Hastings Tie Rd. Mad River 95552
Phone Number:	(707) 574-6462
Email	stfiredepartment@gmail.com
Website	facebook.com/stfiredepartment

Historically this department has been a part of Ruth Lake Community Services District. The majority of the Ruth Lake CSD is in Trinity County, And Trinity County LAFCo is the primary LAFCo who oversees that district. When contacted for information regarding fire-related service activities, the District communicated that it was not actively providing fire-related services and that the fire department was operating independently of the District as a non-profit under the name "Southern Trinity Volunteer Fire Department. The VFD also reportedly purchased the station's property (APN 0186400300) from the CSD.

SERVICE CHARACTERISTICS AND OPPORTUNITIES

Fire protection service providers operate with limited resources and demonstrate a strong need for additional funding. Although local fire departments have demonstrated that they are very resourceful—using volunteers, surplus and donated equipment, and by working cooperatively to deliver services—the lack of sustainable funding levels results in disparities in levels of fire protection available. Some of the challenges associated with sustaining emergency fire and rescue services delivered by local fire departments include the following:

- Recruitment and retention of volunteers
- Community education, awareness, and support
- Changing community demographics
- Increased demand for service (including on state and federal lands/jurisdiction)
- Lack of funding
- Increased and demanding training standards/requirements
- Not having high enough levels of training
- Insurance burden (training, medical exams, etc.)
- Lack of administrative support

This chapter provides a summary of critical fire service considerations and recent planning efforts intended to improve fire protection services in Humboldt County. This chapter largely references information included in the Humboldt County Community Wildfire Protection Plan (2013) and other fire planning efforts conducted by Humboldt County Planning staff.

4.1 Recruitment and Retention of Volunteers

Local fire departments cite recruitment and retention of volunteers as a significant obstacle to sustaining and improving emergency fire and rescue services. These departments face the same recruitment and retention limitations identified in national fire service studies: a more mobile society, more demands on time, both parents working, other involvements, demanding training standards, and an increasing number of alarms.

While the burdens on firefighters continue to grow, some departments are trying different tactics to entice new recruits. The following recruitment and retention strategies were identified as part of meetings held during April/May 2016 with fire service representatives of the Avenues Study Area, which are relevant for departments countywide:

- Offer incentives to new members
 - Voucher program
 - Sleeper program
- Provide hands-on training rather than PowerPoint fire-rescue training
- Hold local training
- Encourage membership on a technical rescue team to develop unique skills
- Develop programs and partnerships to engage young adults (e.g., prior fire academy at South Fork High or possibly teaching Wilderness First Responder Medical as an elective class)
- Develop an Fire Explorer Program for youth

- Conduct advertising and hold community events
 - Recruitment banners
 - Social media
 - Letters to the editor
 - Events to bring out the community (e.g., Barbeques, Bike Safety Fair, Musters, Blood Drive, Heartsaver CPR classes, etc.)
- Build a strong brand identity (e.g., “Avenues Fire Cooperative”)
- Encourage involvement from the business community
 - Arrangements to allow volunteers to respond from work
 - Give plaques to businesses who provide support to fire-rescue departments or employ volunteers
 - Engage with the Chamber of Commerce
- Develop programs to prepare people for what/who they will see at medical calls/traffic collisions

Additional considerations for recruitment and retention efforts include the following:

Plan Ahead for Response – Think Positive

- Assume that there will be a number of new recruits
- Time recruitment efforts to match training and orientation opportunities
- Consider the need for coordinated recruit training
- Have “on-boarding” materials to set the new recruits up for success (schedules, Standard Operating Procedures (SOPs), by laws, rules and regulations, expectations, benefits of membership, etc.)

Demonstrate Benefits of Being a Volunteer (Retention)

- Discounts or freebies at local stores
- Leave from local employers to respond to calls
- Pay per call
- Events to honor volunteers including awards
- Career development opportunity (steppingstone to paid work)
- Standing in the community/respect and admiration
- Become a part of the fire service family

Succession Planning (Retention)

- Officer development training
- Train members to be effective leaders/instructors
- Specialized training opportunities
 - Driver/Operator 1A/1B
 - Rope/Trench/Water rescue
 - EMT
 - HazMat FRO & Decon

4.2 Training

The lack of essential training and equipment are issues throughout the county. The development of fire and emergency services training facilities is critical to the delivery of emergency services. Humboldt County firefighters have varying and sometimes inadequate

levels of training. Recognizing that approximately 92% of Humboldt County firefighters are volunteers—many of whom live in outlying areas—multiple and/or mobile training facilities may be required to support countywide training programs. Providing all firefighters with necessary training will result in a more confident, capable, and reliable fire-fighting force prepared to deliver improved service to the citizens of the county. Addressing these fire protection resource-training issues is essential to local firefighters in meeting an established LOS standard. (Humboldt County Community Wildfire Protection Plan, Part III. Countywide Action Plan)

4.3 Response Times

Response times are largely dependent on two factors, the ability of appropriate fire personnel to reach the equipment at the fire station and the time it takes appropriate fire personnel and equipment to reach the scene of the incident. Fire station locations are a critical factor, but given response requirements (number of staff per apparatus, and number of staff to enter a building) the ability to get the appropriate number of personnel to the scene can be just as important. One trend that has been occurring is that more volunteers are working in areas other than the ones they serve. This means they are not available to respond to calls during working hours (Humboldt County Community Wildfire Protection Plan, Part III. Countywide Action Plan). Providing sleeper programs has been identified as an opportunity to attract youth and other members of the community to live for free at the fire station in exchange for dedicated volunteer hours.

4.4 Level of Service

There is a significant difference between the Level of Service (LOS) available to residents in urban areas of the county and residents living in more remote rural areas. Local fire departments use formal and informal mutual-aid and automatic-aid agreements to augment provided levels of protection, yet LOS differences between communities persist.

LOS standards are important for the following reasons: 1) an established standard will improve the ability of real estate professionals, public safety personnel, and government officials to inform landowners and residents of the available level of fire protection; 2) it will support fire department grant requests to local, state, and federal funding sources for purchase of apparatus, equipment, and training to help meet standards; and 3) it will allow local governments to effectively plan for municipal service delivery and population growth.

The Humboldt County Fire Chief's Association has been working to develop level of service standards or criteria based on National Fire Protection Association 1720, Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Departments. The standards will need to be tiered, acknowledging that there are different expectations and capacities in rural, suburban, and urban environments. It has been determined that training level standards are the most critical focus area to begin this effort. (Humboldt County Community Wildfire Protection Plan, Part III. Countywide Action Plan)

ADDRESSING BOUNDARIES AND SERVICE AREAS

The issue of development occurring outside district boundaries has impacted local fire districts that continue to provide services without being reimbursed. This has further been complicated by changes to the State Subdivision Map Act, which now requires that all subdivision of parcels located in the State Responsibility Area (SRA) receive structural fire protection from a public agency or from another entity organized solely to provide fire protection services that is monitored and funded by a county or other public entity (Government Code Section 66474.02).

There are approximately 340,000 acres of privately owned property in Humboldt County within the SRA that are not located within the boundaries of a local fire district or other agency responsible for providing structural fire protection services that meet the standards of this law. Consequently, parcels in these areas cannot be subdivided without the provision of structural fire protection services that meet these requirements. Although fire-related districts, and volunteer fire companies not associated with districts, are commonly dispatched and respond to calls for service within most of these areas, they are not responsible for or obligated to provide such service and do not receive tax funding to do so, and therefore do not meet the definition of the law.

Fire planning efforts to date have generally identified and mapped logical future expansion/annexation areas for each existing district and where it makes sense to establish new districts or service areas for the provision of fire protection. Participants will need to refine and confirm the expansion and formation areas, work to make boundary changes were needed, and identify the most appropriate approach to providing structural fire protection services to areas that will inevitably still remain outside of any service boundary.

In addition, the amount of funding that will be required to ensure sustainable ongoing structural fire protection to the community will need to be determined. Traditional funding sources are limited to existing or increased special assessments and special taxes, new special assessments and special taxes, and property tax revenue exchange from the County to districts. Funding agreements may also be used, such as the agreements between fire districts and lumber companies to protect mill sites located outside district boundaries. Funding is likely the most challenging hurdle to achieving the goal. Funding solutions will vary based on geographic area or service area and could involve more than one funding source.

The following sections provide a range of boundary change options that can be used to address the mismatch between fire-related district boundaries and where the fire service provider delivers emergency response on a regular basis.

5.1 Annexation

Annexation, or the expansion of an agency's jurisdictional boundary, is an effective way to address the problem of districts providing services outside their jurisdictional boundaries without a sustainable revenue source. Annexation enables districts to extend its current funding sources (property taxes and special assessments) into the annexation area from which the fire district can rely upon into the future and improve service delivery. In addition,

the new district boundaries would clearly define service responsibilities for the benefit of neighboring fire service providers, land use authorities, the public and other service providers.

Many of the potential fire service annexation areas are very large; in some instances larger than the existing district. This may not be an issue for Fire Protection Districts, which are single-purpose special districts that provide only fire protection services. However, annexation of large areas by a district that provides water or sewer (and that does not currently provide those services to the annexation area) may be considered growth inducing, which will create additional complexity and potentially require additional environmental review. The district may propose, and LAFCo may accept, that the annexation area would be a new service zone where only fire protection services are authorized to be provided.

Annexations can be initiated by a district or a landowner proposing development. LAFCo annexation processing and costs would be made the responsibility of the applicant. The environmental effects of annexation must be analyzed and the analysis should include document compliance with all of the applicable state and local LAFCo statutes and policies. It should be noted that LAFCOs in California have approved fire district annexations of areas that currently receive out of district fire protection service provided by a fire district with the use of CEQA exemptions.

Annexations to fire protection districts that have the consent of all landowners could occur without a LAFCo hearing (Government Code Section 56663). This reduces the cost and time involved in an annexation process. Regardless of hearing, a LAFCo change in organization application must be prepared, including a plan for service and possibly a modified Municipal Service Review. The LAFCo Executive Officer evaluates the application based on the required state statutes and local policy criteria to make the required findings. There are also State Board of Equalization costs associated with changes in tax rate areas that are mapped for districts receiving property taxes.

5.2 District Formation

The formation of a new fire protection district is appropriate for formalizing the services of a volunteer fire company (VFC), but must provide for a sustainable revenue source. VFCs are funded through a range of sources including: donations, revenue for covering CAL FIRE stations, grants, and fundraising. Fundraising can require a significant amount of time and energy and revenue can vary significantly from year to year. The formation of fire districts combined with the establishment of a new tax or assessment ensures that small VFCs that previously relied solely on fundraising can become self-sufficient and stable agencies, thereby providing a higher level of fire protection for their communities.

Additionally, fire-related districts are official government agencies which are eligible for grants such as the annual Federal Assistance to Firefighters grant program and pre and post disaster grant programs funded through FEMA. Currently, many VFCs in the County are not official government organizations and therefore are ineligible to receive some grants and other types of funding and assistance. Formalizing the services of a VFC to a Fire Protection District would solve this problem.

District formation would involve approval by LAFCo, and if the area is inhabited, an election would need to be held. Like annexations, district formations that have the consent of all land owners can occur without a hearing and can result in cost savings. The process would be similar to the process described above for an annexation. A new district would not receive property tax revenue and would therefore not trigger the need and cost for BOE mapping.

As described in the annexation discussion above, a new tax or assessment approved by the registered voters or property owners of the subdivision would be required to provide sustainable fire protection services through the new district, which would involve time and expense. In addition, a Mello Roos Community Facilities District could be formed by the County and would simplify the process of establishing a special tax.

Many other California counties use County Service Areas (CSA), dependent special districts governed by the County Board of Supervisors, to provide fire protection services in the unincorporated area. Shasta County, for example, established CSA #1/Shasta County Fire Department (SCFD), which provides fire protection to all areas of the county outside existing fire protection districts and cities providing fire protection. The SCFD contracts with CAL FIRE to provide all department administration and operations functions. In addition, the SCFD supports 17 volunteer fire companies by providing oversight, administrative support, training, maintenance, funding, and dispatching. (Humboldt County Master Fire Protection Plan, Appendix A, Financing).

5.3 Contracts for Service

It is very common for counties to contract with CAL FIRE or city or district fire departments for fire protection services for the unincorporated area. For example, CSA 4 in Trinidad utilizes a property owner-funded Amador agreement to contract with CAL FIRE for year-round structural fire protection services to the unincorporated area. However, increases in costs from CAL FIRE make it difficult to fund and support new and existing Amador agreements.

In addition to counties, existing districts can contract with other fire-related districts as part of a functional consolidation or for an assistance-by hire arrangement to improve response times or service levels. However, starting on January 1, 2016, certain fire protection contracts will require LAFCo approval. SB 239 (Hertzberg) adds Government Code section 56134 to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, (Government Code section 56000 et seq.) establishing new procedures for the approval of these contracts entered into by both local and state agencies.

SB 239 applies to contracts for the exercise of new or extended fire protection services outside a public agency's jurisdictional boundaries that meet either of these threshold conditions: (1) transfers responsibility for providing services in more than 25 percent of a receiving agency's jurisdictional area; or (2) changes the employment status of more than 25 percent of the employees of any public agency affected by the contract. LAFCo's oversight also applies to instances where a combination of contracts results in the above threshold conditions. SB 239, however, expressly excludes from its requirements mutual aid agreements, including those entered into under the California Emergency Services Act (Government Code section 8550 et seq.), or Fire Protection District Law of 1987 (Health & Safety Code section 13800 et seq.). By its terms, SB 239 does not appear to apply to an extension of a fire protection contract unless one of the above threshold conditions is triggered. Arguably, modifications to existing contracts merely extending the term of the contract would not likely trigger the SB 239 requirements.

To initiate the process, an agency must adopt a resolution of application after a noticed public hearing, and either obtain the consent of all applicable recognized employee organizations representing firefighters, or provide the recognized employee organizations, and each affected public agency, at least 30 days advanced notice of the public hearing together with a copy of the fire protection contract. For contracts between a state and local agency, the application must also be approved by the Director of the Department of

Finance. The application must be submitted with a plan for services, which must include information delineated in Government Code section 56134, and an independent comprehensive fiscal analysis. This analysis must review the plan for services, include a cost analysis with cost comparisons with other like providers with similar service areas, populations and geographic size, a determination of the costs to the agency providing the new or extended fire protection services, and a determination that the affected territory will receive revenues sufficient to provide the services and provide for a reasonable reserve during the first three fiscal years of the contract.

Once an application is complete, LAFCo must consider the contract at a public hearing. LAFCo may not approve the contract unless it either determines, among other things, that the agency providing the services will have sufficient revenue to provide the services and provide for a reasonable reserve for three years following the effective date of the contract, or it conditions approval on the concurrent approval of sufficient revenue sources. (New Contract Procedures, BB&K, Paula C.P. de Sousa Mills, December 2015).

5.4 Activation of Latent Powers

There are instances where an existing multi-purpose special district, such as a community services district, can expand its services to include fire protection and rescue delivered by a non-district VFC. Government Code sections 56824.10 through 56824.14 govern LAFCo's proceedings and the application process for the activation of latent powers, including the requirement to submit a specialized, comprehensive Plan for Service. Government Code Section 56824.12 requires that the Plan for Service contains the district's financing plan to establish and provide the new service, the estimated cost to provide the service, the estimated cost to the customers, the potential fiscal impacts to customers of existing service providers, and alternatives to activating the latent power, including alternative service providers. LAFCo is statutorily prohibited from approving the activation of a latent power unless the Commission determines that the special district will have sufficient revenues to carry out the new service. Therefore, the activation of latent powers would likely require a new tax or assessment approved by the registered voters or property owners to provide sustainable fire protection services through the CSD on behalf of the VFC. These funding sources are described in more detail below.

5.5 Funding Sources for Boundary Changes

Traditional funding sources are limited to special assessments and special taxes, and property tax revenue exchange from the County to districts. A description of these funding sources are described below.

Special tax: A special tax requires that a resolution or ordinance be adopted that finds a reasonable relationship between the tax and the service to be provided and specifying the type of tax, the tax rate to be levied, and the method of collection. Special taxes must be approved by a two-thirds majority of voters casting ballots.

Special Assessment: A special assessment requires the preparation of an engineer's report that identifies the area subject to the assessment, the special benefit that would be received by property, a cost estimate, and a demonstration that the cost of the special benefit is spread to property in proportion to the benefit received. A 45-day notice is given to property owners that includes a protest ballot and information about the hearing scheduled to allow protest ballots to be counted. A special assessment is approved if weighted protest ballots equaling 50 percent or less of total benefit/value of the assessment are received.

Property Tax: Property tax revenue exchange negotiations for annexation areas are limited to those existing districts that currently receive property taxes within their existing district boundaries. Negotiations for the sharing of real property ad valorem taxes is authorized by Section 99(d) and 99.01 of the California Revenue and Taxation Code. Considering the base value of property taxes collected are currently committed, it is likely that annexing districts may only receive a share of property tax revenue attributable to the change in base value (i.e., property tax growth).

RECOMMENDATIONS

Defining spheres of influence for special districts is an important planning responsibility of LAFCo. Municipal service reviews must be prepared prior to, or in conjunction with, the establishment or update of spheres of influence. It is therefore recommended that the spheres of influence for the fire-related districts included in this service review be expanded to correspond with the fire response areas that have been mapped for each district. The only exception is for the Scotia CSD which is recommended to remain coterminous to the District's boundary. These response area boundaries have been defined as to reduce overlap and to designate the primary responder to the designated areas. These boundaries do not reflect the important mutual aid responses and reciprocal agreements that departments have established over time.

These sphere changes will help define where out of district services are currently being provided and will support future boundary change or reorganization options. Clearly defining district boundaries and establishing reliable sources of revenue will ensure a higher level of fire protection to the community. LAFCo is eager to work with the County, the districts, and the communities they serve to find the best service options and to develop sustainable, ongoing funding sources to support fire protection into the future.

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RESOLUTION NO. 17-03**APPROVING THE EEL RIVER VALLEY/LOST COAST REGIONAL FIRE SERVICES
MUNICIPAL SERVICE REVIEW AND UPDATING THE SPHERES OF INFLUENCE FOR THE
BRIDGEVILLE FPD, CARLOTTA CSD, FERNDALE FPD, FORTUNA FPD, LOLETA FPD,
PETROLIA FPD, RIO DELL FPD, AND SCOTIA CSD**

WHEREAS, the Humboldt Local Agency Formation Commission, hereinafter referred to as the "Commission", conducts studies of the provision of municipal services in conjunction with reviewing the spheres of influence of the local governmental agencies whose jurisdictions are within Humboldt County; and

WHEREAS, the Commission prepared an Eel River/Lost Coast Regional Fire Services Municipal Service Review to evaluate the availability and performance of governmental services provided by fire-related districts within the designated study area pursuant to California Government Code Section 56430; and

WHEREAS, the Eel River Valley/Lost Coast Regional Fire Services Municipal Service Review included sphere of influence recommendations for each fire-related district; and

WHEREAS, the sphere of influence boundaries are recommended to generally match the non-district goodwill response areas for each fire-related district, or as specified in the Municipal Service Review determinations; and

WHEREAS, a staff report was presented to the Commission in the manner provided by law; and

WHEREAS, sufficient hearing notice was published in the form and manner provided by law; and

WHEREAS, the Commission heard and fully considered all the evidence presented at a public hearing held on January 18, 2017; and

WHEREAS, the Commission considered all the factors required under California Government Code Section 56425.

NOW, THEREFORE, BE IT RESOLVED by the Commission as follows:

1. The Commission hereby accepts the Eel River Valley/Lost Coast Regional Fire Services Municipal Service Review, incorporated herein by reference.
2. The spheres of influence for each fire-related district included within the Municipal Service Review have been appropriately informed by the Commission's evaluation of the level and range of governmental services provided.

3. The spheres of influence for each fire-related district are amended and updated, as depicted in Exhibit A. This includes reaffirming the coterminous spheres of influence for Bridgeville FPD, Fortuna FPD, Loleta FPD, and Scotia CSD, and expanding the spheres of influence to match non-district response areas for Carlotta CSD, Ferndale FPD, Petrolia FPD, and Rio Dell FPD.
4. The Commission, as lead agency, finds the sphere of influence updates are exempt from further review under the California Environmental Quality Act (CEQA) pursuant to Title 14 of the California Code of Regulations, Chapter 3 CEQA Guidelines, 15061(b)(3). This finding is based on the Commission determining with certainty the update will have no possibility of significantly affecting the environment given it does not involve development or a change in the manner for which an existing service is provided.
5. Each fire-related district provided confirmation of the level and range of services provided. Accordingly, the Commission waives the requirement for a written statement of services prescribed under Government Code Section 56425(i).
6. Pursuant to Government Code Section 56425(e), the Commission makes the written statement of determinations included in the attached Exhibit B.
7. The Executive Officer shall revise the official records of the Commission to reflect the updated spheres of influence for each district.

PASSED AND ADOPTED at a meeting of the Humboldt Local Agency Formation Commission on the 18th day of January 2017, by the following roll call vote:

AYES:	Commissioners:
NOES:	Commissioners:
ABSENT:	Commissioners:
ABSTAIN:	Commissioners:

Virginia Bass, Chair
Humboldt LAFCo

Attest:

George Williamson, Executive Officer
Humboldt LAFCo

**EXHIBIT B
STATEMENT OF DETERMINATIONS**

**BRIDGEVILLE FPD, CARLOTTA CSD, FERNDALE FPD, FORTUNA FPD,
LOLETA FPD, PETROLIA FPD, RIO DELL FPD, AND SCOTIA CSD
SPHERE OF INFLUENCE UPDATES 2017**

1. The Present and Planned Land Uses in the Area

The Humboldt County Framework General Plan designates most of the lands included within the district boundaries and non-district response areas (recommended sphere areas) for agricultural, timber, and rural residential development. In addition, territory included within the Carlotta/Hydesville Community Plan, Fortuna Area Community Plan, and Eel River Valley Local Coastal Plan are subject to the land use policies contained in these community plans, in addition to the Framework Plan and Zoning Regulations.

2. The Present and Probable Need for Public Services in the Area

There is a present and continued need for fire protection, first responder medical aid, and vehicle accident response services throughout the recommended sphere areas. The Districts currently provide year-round fire protection and emergency services to their non-district response areas even though they are under no obligation to do so and receive no compensation for their service, other than donations.

3. The Present Capacity and Adequacy of Public Services

The regional municipal service review indicates the districts' current fire protection services are adequate to meet present community needs while identifying several areas where service needs should to be addressed. The lack of essential training and equipment, the increasing demands and costs of providing services, and the difficulty in recruiting and retaining volunteers are issues for all fire service providers throughout the county. In addition, issues relating to sustainable funding levels and the ability to respond to development outside district boundaries needs to be addressed for local fire service providers in a comprehensive manner. Updating the spheres of influence to include the out of district response areas will support the expansion of existing district boundaries or other changes of organization or reorganization, as a means to provide fire protection services to areas outside of fire district boundaries.

4. The Existence of Relevant Social or Economic Communities of Interest

The affected territory within the expanded sphere areas has established strong social and economic interdependencies with the districts because they receive services on a goodwill basis. These ties are affirmed and strengthened by these sphere updates.

5. The Present and Probable Need for the Services for Any Disadvantaged Unincorporated Community within the Area

While the affected territory within the expanded sphere areas surrounding the Districts may qualify as "disadvantaged unincorporated communities", the districts have effective mutual and automatic aid agreements with neighboring agencies and are providing goodwill services to these areas. Therefore, there exists no disadvantaged unincorporated communities that are not already receiving some level of fire protection services in the sphere areas. However, should the non-district response areas be evaluated for annexation in the future, disadvantaged communities in the region should be considered further.



AGENDA ITEM 7B

MEETING: January 18, 2017
TO: Humboldt LAFCo Commissioners
FROM: Colette Metz, Administrator
SUBJECT: **North County Regional Fire Protection Services Municipal Service Review**
The Commission will consider adopting the North County Regional Fire Protection Services Municipal Service Review (MSR), including sphere of influence recommendations for each agency.

The Cortese-Knox-Hertzberg Local Government Reorganization Act directs Local Agency Formation Commissions (LAFCos) to regularly prepare municipal service reviews in conjunction with establishing and updating each local agency's sphere of influence. The legislative intent of the municipal service review is to proactively assess the availability and sufficiency of local governmental services. Municipal service reviews may also lead LAFCos to take other actions under their authority, such as forming, consolidating, or dissolving one or more local agencies in addition to any related sphere changes.

BACKGROUND

The preparation of this MSR for fire protection service providers in the North County Region serves to determine the best approaches to improve service levels and expand service to areas outside existing fire district boundaries. This report largely incorporate technical information collected and analyzed by staff from agency questionnaires and follow up interviews. The report also draws on recent fire planning efforts, including the 2013 Humboldt County Community Wildfire Protection Plan and the 2015 Humboldt County Fire Chief's Association Annual Fire Report. Agency profiles have been distributed to each agency for their internal review and comment to identify any technical corrections or related edits before final Commission review and approval. The report includes service review determinations and sphere of influence recommendations for each fire-related district.

DISCUSSION

The draft report and its analysis of current fire protection services largely focuses on the out of district response services and mutual aid agreements provided by County Service Area (CSA) #4 and Orick Community Services District (CSD). The exception to this is the City of Trinidad, whose fire department does not generally respond to calls beyond their city boundary, except for mutual aid calls. Out of district response area boundaries were developed by Humboldt County Planning staff, in close coordination with the Districts as part of regional fire planning efforts.

The report recommends that the spheres of influence for the two districts be expanded to match the out of district response areas in order to facilitate annexation or other

organizational changes in the future. Updated spheres of influence to match out of district response areas will support formalizing fire protection services in unincorporated areas not covered by local fire districts. With respect of the City of Trinidad, the report recommends no change to the City's sphere (which currently extends beyond its city limit) given that the Trinidad VFD does not generally respond beyond city limits and the City has an individual MSR update scheduled for late in 2017.

Recommended SOI changes are summarized as follows:

Organization	Proposed SOI
CSA No. 4	Expanded SOI to include non-district response area
Orick CSD	Expanded SOI to include non-district response area
City of Trinidad	No change to the existing SOI that extends beyond the City's boundary and response area

Staff respectfully seeks Commission input with regards to content, conclusions, and recommendations provided in the North County Regional Fire Protection Services MSR.

RECOMMENDATION

This item has been agendaized for consideration as part of a noticed public hearing. The following procedures are recommended with respect to the Commission's consideration of this item:

- 1) Receive verbal report from staff;
- 2) Open the public hearing and invite testimony (mandatory); and
- 3) Discuss item and – if appropriate – close the hearing and consider action on recommendation:

"I move to approve North County Regional Fire Protection Services Municipal Service Review and adopt Resolution No. 17-04, updating the spheres of influence for each fire-related district studied in the MSR."

Attachments

Attachment A: North County Regional Fire Services MSR

Attachment B: Resolution No. 17-04

NORTH COUNTY REGIONAL FIRE SERVICES

Municipal Service Review

HEARING DRAFT

Hearing Date- January 18, 2016



HUMBOLDT LOCAL AGENCY FORMATION COMMISSION

Commissioners

Virginia Bass, District 4 Supervisor
Estelle Fennell, District 2 Supervisor
Sue Long, City of Fortuna
Gordon Johnson, City of Rio Dell
Troy Nicolini, Samoa Peninsula Fire Protection District Board
Debra Lake, Fruitland Ridge Fire Protection District
Robert McPherson, Public Member

Alternate Members:

Ryan Sundberg, County Member
Mark Wheatley, City Member
Frank Scolari, District Member
Skip Jorgensen, Public Member

Staff:

George Williamson, AICP, Executive Officer
Colette Metz, Administrator
Sarah West, Service Specialist
Jason Barnes GIS Analyst
Paul Brisso, Legal Council

Acknowledgements:

LAFCo staff would like to thank the contributors to this Municipal Service Review. Input instrumental in completing this report was provided by: Amy Nilsen, Elishia Hayes, Joshua Bennett, James Simmons, Tom Marquette, Roberta Coragliotti, and Matthew Marshal.. Special thanks to John Miller and Cybelle Immitt from Humboldt County Planning and Public Works Departments.

North County Regional Fire Services *Municipal Service Review*

Hearing Draft
January 18, 2017

County Service Area No. 4
Orick Community Services District
City of Trinidad

Prepared by
Humboldt LAFCo



TABLE OF CONTENTS

INTRODUCTION	1
1.1 Uses of the Report	2
1.2 Review Methods	2
FIRE PROTECTION OVERVIEW	4
2.1 Humboldt County Fire Services	4
2.2 Measure Z Fire Services Planning	4
2.3 Service Providers and Service Areas	5
SERVICE AGENCY PROFILES	8
3.1 County Service Area No. One	9
3.2 Orick Community Services District	23
3.3 City of Trinidad (Trinidad Volunteer Fire Department)	34
3.4 Volunteer Fire Companies	43
SERVICE CHARACTERISTICS AND OPPORTUNITIES	50
4.1 Recruitment and Retention of Volunteers	50
4.2 Training	52
4.3 Response Times	52
4.4 Level of Service	53
ADDRESSING BOUNDARIES AND SERVICE AREAS	54
5.1 Annexation	54
5.2 District Formation	55
5.3 Contracts for Service	56
5.4 Activation of Latent Powers	57
5.5 Funding Sources for Boundary Changes	57
RECOMMENDATIONS	59

INTRODUCTION

The mandate for Local Agency Formation Commissions (LAFCos) to conduct service reviews is part of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act), California Government Code Section 56000 et seq. LAFCos are required to conduct service reviews prior to or in conjunction with sphere of influence updates and are required to review and update the sphere of influence for each city and special district as necessary, but not less than once every five years. The service review must include an analysis of the service issues and written determinations in each of the following categories:

- Growth and population projections for the affected area;
- The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere;
- Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies;
- Financial ability of the agency to provide services;
- Status of, and opportunities for, shared facilities;
- Accountability for community service needs, including governmental structure and operational efficiencies; and
- Any other matter affecting or related to effective or efficient service delivery, as required by Commission policy.

The preparation of a municipal service review for fire protection service providers in the south county region serves to determine the best approaches for improving service levels and addressing the mismatch between fire-related district boundaries and response areas. The service review provides an overview of fire protection services along with profiles of each agency. The report also includes service review determinations and sphere of influence recommendations for each of the following fire-related agencies:

- **County Service Area No. 4 (CAL FIRE)**
- **Orick Community Services District (Orick VFD)**
- **City of Trinidad (Trinidad VFD)**

Additionally, there are several fire companies not associated with a local government agency that are included in this report. These companies include Orleans VFC, Westhaven VFC, and Yurok VFD.

1.1 Uses of the Report

A regional approach for conducting this service review provides the opportunity identify shared trends relating to the adequacy, capacity, and cost of providing fire protection services to northern Humboldt County. Most local fire departments report having insufficient funding to adequately respond to the demands placed on their service. There are large populated areas of the county that do not fall within the boundaries of any fire-related district. These areas receive what is referred to as “goodwill service” from nearby district fire departments or non-district fire companies that do not have an official jurisdictional boundary. This goodwill service is not supported by any sustainable revenue source and requires district resources to respond outside of their jurisdictional boundary which puts additional strain on already overburdened resources.

This service review process serves to identify ways to expand fire district boundaries where appropriate to match their true response areas, to form new districts where non-governmental fire companies currently provide service, evaluate the feasibility of consolidations where appropriate, and identify and implement other measures to address the lack of complete community coverage and sustainable revenue. The potential uses of this report are described below.

To Update Spheres of Influence

This service review serves as the basis for updating the spheres of influence for the three fire-related agencies included in the report. Specifically, a sphere of influence designates the territory LAFCo believes represents an agency’s appropriate future jurisdiction and service area. All boundary changes, such as annexations, must be consistent with an affected agency’s sphere of influence with limited exceptions.

To Consider Jurisdictional Boundary Changes

This service review contains a discussion of various alternative government structure options for efficient service provision. LAFCo is *not* required to initiate any boundary changes based on service reviews. However, LAFCo, other local agencies (including cities, special districts or the County) or the public may subsequently use this report together with additional research and analysis, where necessary, to pursue changes in jurisdictional boundaries.

Resource for Further Studies

Other entities and the public may use this report for further study and analysis of issues relating to fire protection and emergency medical services in southern Humboldt County.

1.2 Review Methods

The following information was gathered from the fire-related districts to understand the current status of district operations and services:

1. Governance and Organization
2. Financial
3. Personnel

4. Training
5. Calls for Service
6. Response Standards and Performance
7. Mutual/Automatic Aid
8. Stations and Apparatus

In addition, LAFCo obtained call data from annual reports published by the Fire Chief's Association, response mapping from County Planning staff, and regional fire service information from the Humboldt County Community Wildfire Protection Plan. Other source documents include, but are not limited to, the following:

- Humboldt County Master Fire Protection Plan
- Humboldt County General Plan Update
- Humboldt County Community Infrastructure and Services Technical Report
- Humboldt County Fire Chief's Association Annual Reports
- Humboldt County General Plan 2014 Housing Element

Information gathered was analyzed and applied to make the required determinations for each agency and reach conclusion about the focus issues identified in the service review. All information gathered for this report is filed by LAFCo for future reference.

FIRE PROTECTION OVERVIEW

This chapter provides a summary of fire protection services in Humboldt County and, more specifically, a comparative overview of the fire protection capabilities of the local agencies covered by this service review.

2.1 Humboldt County Fire Services

Fire and emergency services delivery in Humboldt County is complex. There are 45 fire departments providing fire protection to cities and unincorporated communities throughout the county. The majority of local fire service providers are associated with a special district, including one (1) County Service Area (CSA); eight (8) Community Service Districts (CSDs); 19 Fire Protection Districts (FPDs), and one (1) Resort Improvement District (RID), with the remainder consisting of two (2) city fire departments, and 13 fire companies not associated with local government agencies. There are also four (4) state, federal, or tribal fire departments providing seasonal wildland fire protection that also work in cooperation with local fire departments.

The districts were formed to provide fire services within a specific jurisdictional boundary and are supported by revenue from a combination of taxes, fees, and fundraising. Many of these jurisdictional boundaries were created as far back as the 1930's. Since that time, neighborhoods, scattered subdivisions, and rural residential development have emerged outside of district boundaries. This newer development requires year-round fire protection and emergency services, which it receives in a variety of ways.

Some areas outside the boundaries of an established district receive fire protection from district resources responding outside of their jurisdictional areas. This type of out of district service is often referred to as "goodwill service." District fire departments provide service to these areas even though they are under no obligation to do so and receive no compensation for their service, other than donations. This practice can put a strain on already limited resources. Furthermore, property owners within the district may question why the services funded through their taxes are benefiting out of district residents, particularly if they pay a special tax or benefit assessment specifically for fire protection.

Many areas outside the boundaries of an established district receive fire protection from a fire company that is not affiliated with a district. These fire companies receive no tax revenue and depend solely on revenue generated from community donations, fundraisers, and grants. Some communities are more supportive of their local fire companies than others, and support can fluctuate dramatically depending on local economic conditions.

2.2 Measure Z Fire Services Planning

In November 2014, Humboldt County voters passed Measure Z, a half-cent sales tax to fund essential public safety services. The sales tax measure was approved for a period of five years and is set to expire on March 31, 2020. A Citizen's Advisory Committee was formed to make recommendations to the Board of Supervisors as to the expenditure of funds raised by Measure Z.

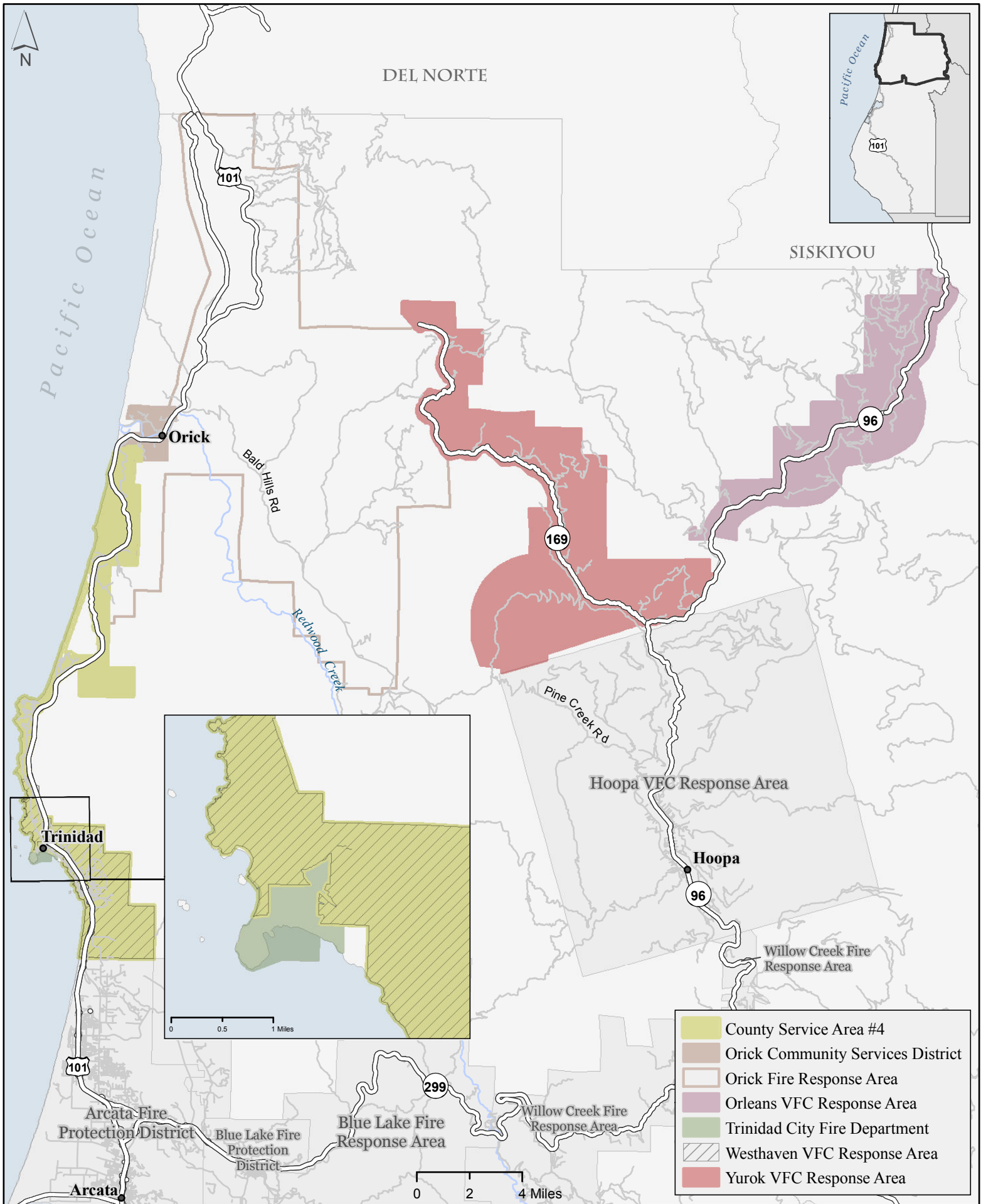
The Humboldt County Fire Chiefs Association was granted \$2.2 million in Measure Z funds for fiscal year 2015-16, and \$1.8 million in fiscal year 2016-17. These funds have been used to purchase basic essential safety equipment and communication services to ensure there will not be a reduction or degradation in current fire service responses. In addition, a portion of funds granted to the Chiefs Association have been used to support a formal planning effort led by County staff to address the mismatch between fire-related district boundaries and where goodwill services are provided but not supported by a sustainable revenue source. These funds may also be used to cover costs associated with the LAFCo process related to receiving, reviewing, and approving applications for fire-related district formation and expansion, as well as the election process. These costs, as well as the lack of administrative staff and expertise to start and complete the district formation and expansion process, have previously prohibited local fire-related districts from addressing the challenges identified in this report.

2.3 Service Providers and Service Areas

The study area for this service review is the North County region where a significant portion of the unincorporated area is located outside local fire-related district boundaries. Community fire protection services are provided in this area by one County Service Area, one Community Services District, one City Fire Department, and three volunteer fire companies, all of which are the subject of this report. The following table summarizes the district and out of district response areas, fire stations, equipment available, and number of firefighters for each department. As shown in Table 2-1, the combined out of district response areas for the three districts cover approximately 255 square miles, which represents almost five times the total district areas combined. Areas covered by non-district volunteer fire departments account for another 124 square miles of territory receiving local-fire-related services, yet not within a district boundary. While the district boundaries define the geographical extent of the authority and responsibility of a district, the district response areas have been established over time in areas where no fire-related district exists.

Table. 2-1 North County Fire Service Provider Summary

Service Provider	Total Calls for Service 2015	Area in Square Miles		Stations	Apparatus	Firefighters
		District	Non-District Response Area			
County Service Area #4	381	23.5	9.95	1	4	10 paid 0 volunteer 19 seasonal
Orick CSD (VFD)	124	2.3	121.5	1	4	0 paid 13 volunteer 7 auxiliary
Trinidad VFD	72	.65	0	1	3	0 paid 9 volunteer 0 auxiliary
Orleans VFC	82	N/A	30.7	1	1	0 paid 15 volunteer 9 Support
Westhaven VFC	153	N/A	13	1	4	0 paid 12 volunteer 24 auxiliary
Yurok VFC	41	N/A	80	2	2	6 volunteer 10 auxiliary



SERVICE AGENCY PROFILES

This chapter provides an in depth review of the fire-related agencies providing fire protection services in the North County region. Included is a description of each agency's organizational development, tables listing key service information, and maps of each agency's jurisdictional and response area boundaries. Brief profiles of the volunteer fire companies are also provided.

3.1 COUNTY SERVICE AREA No. 4 (CALFIRE)

3.2 ORICK COMMUNITY SERVICES DISTRICT

3.3 CITY OF TRINIDAD (TRINIDAD VFD)

3.4 VOLUNTEER FIRE COMPANIES

3.5 OTHER FIRE AGENCIES

3.1 County Service Area No. One

INTRODUCTION

Table 3-1. Contact Information

Contact #1:	Amy Nilsen, County Administrative Officer
Phone:	(707) 445-7266
Email:	anilsen@co.humboldt.ca.us
Contact #2:	Joshua Bennett, Battalion Chief
Phone Number:	(707) 677-3638
Email:	josh.bennett@fire.ca.gov
Physical Address:	923 Patrick's Point Drive, Trinidad, CA 95570
Mailing Address:	P.O. Box 749, Trinidad, CA 95570
Types of Services:	Fire Protection and Emergency Medical Services
Population Served:	2,500 residents in District
Size of Service Area:	23.5 square miles (District); 9.95 square miles (out of district)
Number of Staff:	10 Fulltime, 19 Seasonal

Background

County Service Area #4 (herein referred to as CSA #4) is responsible for providing fire protection services, through a contract with CAL FIRE or other contracted party, to the community of Westhaven, the unincorporated area surrounding the City of Trinidad, and the unincorporated area adjacent to U.S. Highway 101 stretching approximately ten miles north of Trinidad. While CAL FIRE is primarily responsible for wildland fire protection during the fire season, they provide year-round fire protection and emergency response services through a reimbursement contract with Humboldt County. A municipal service review (MSR) for the District was previously conducted in 2009, which evaluated fire-related services provided by the District. This profile will build upon and update the information in the 2009 document.

Formation

CSA#4 is a single-purpose special district formed on April 8, 1986, by Ordinance No. 1750 of the Humboldt County Board of Supervisors pursuant to Section 50078 of the California Government Code. Prior to formation, the County was funding off-season fire protection services under an Amador agreement with CAL FIRE (then CDF). The CSA formation was proposed in order to establish a local funding mechanism (special assessment) to support continued services to the area. At the time of its formation, the CSA was given the latent power to provide all services allowable for CSAs by California law, which may be activated by seeking approval of the LAFCo Commission. CSA #4 is a dependent district governed by the Humboldt County Board of Supervisors who serves as its Board of Directors. This is the only CSA in Humboldt County.

Amador Agreement

It is common for counties to contract with CAL FIRE for fire protection services to unincorporated areas. "Humboldt County historically used general fund monies to finance

a cooperative agreement with the California Department of Forestry and Fire Protection (CDF), under the State Amador Plan.”¹ Records relating to “Amador” agreements in Humboldt County go back to 1947. Reference to CDF (now CAL FIRE) as a structural fire protection service provider in the unincorporated area through contract with the County are found in numerous planning documents in the 1970’s and 1980’s. The County discontinued using property tax funds to support fire protection “due to severe budget constraints” when special assessment proceedings were concluded for CSA #4 (Trinidad) and CSA #5 (Alderpoint), and the property owner funded Amador agreement was executed for Trinidad (CSA #5 was subsequently dissolved). The County has amended this agreement and the special assessment to reflect increases in costs from CAL FIRE since that time. The current assessment, which was last approved by property owners through an election held in 2003, is insufficient to cover the full costs for providing services. Actual costs that exceed the revenue generated by the special assessments are funded by the County General Fund.

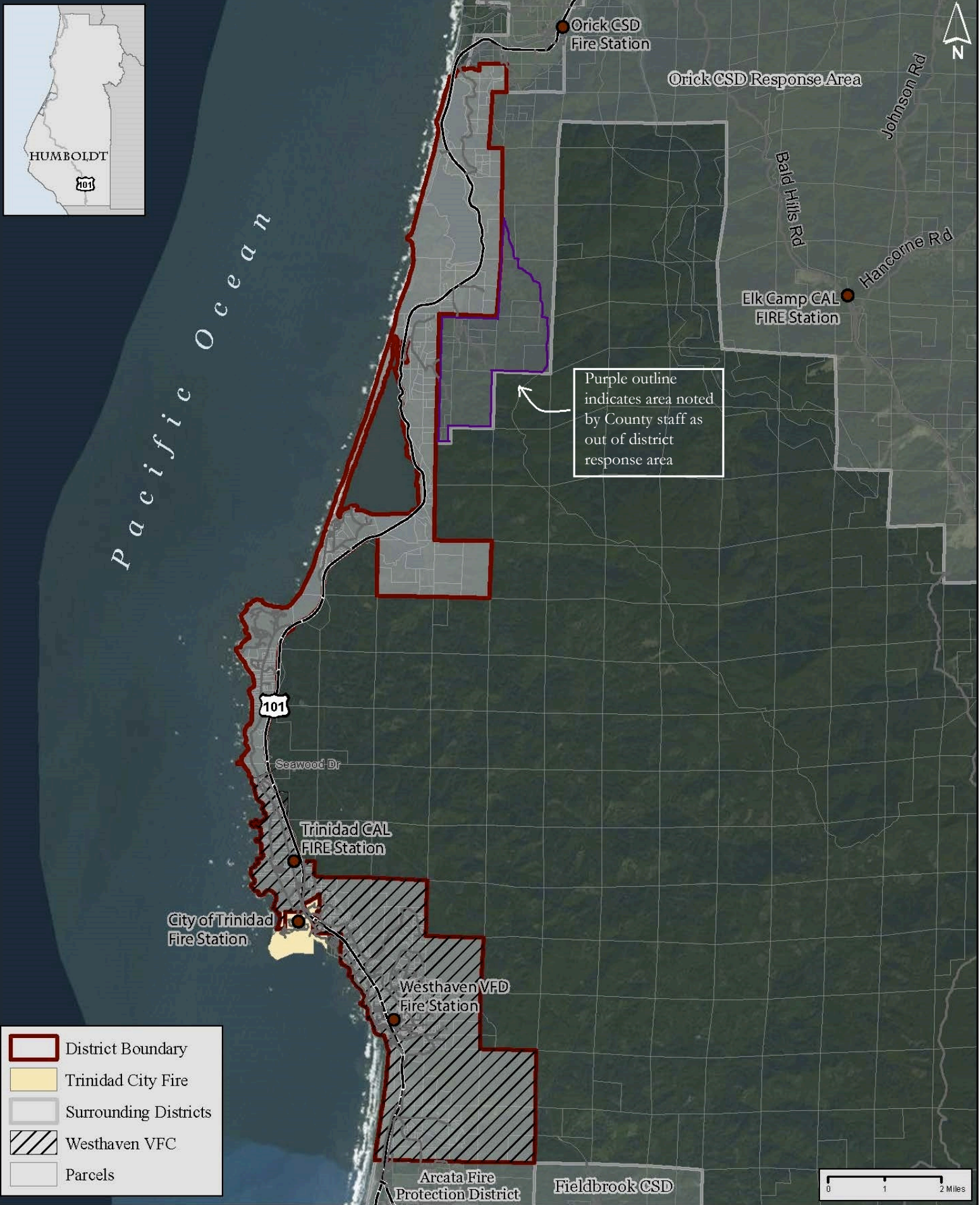
Dispatch Services

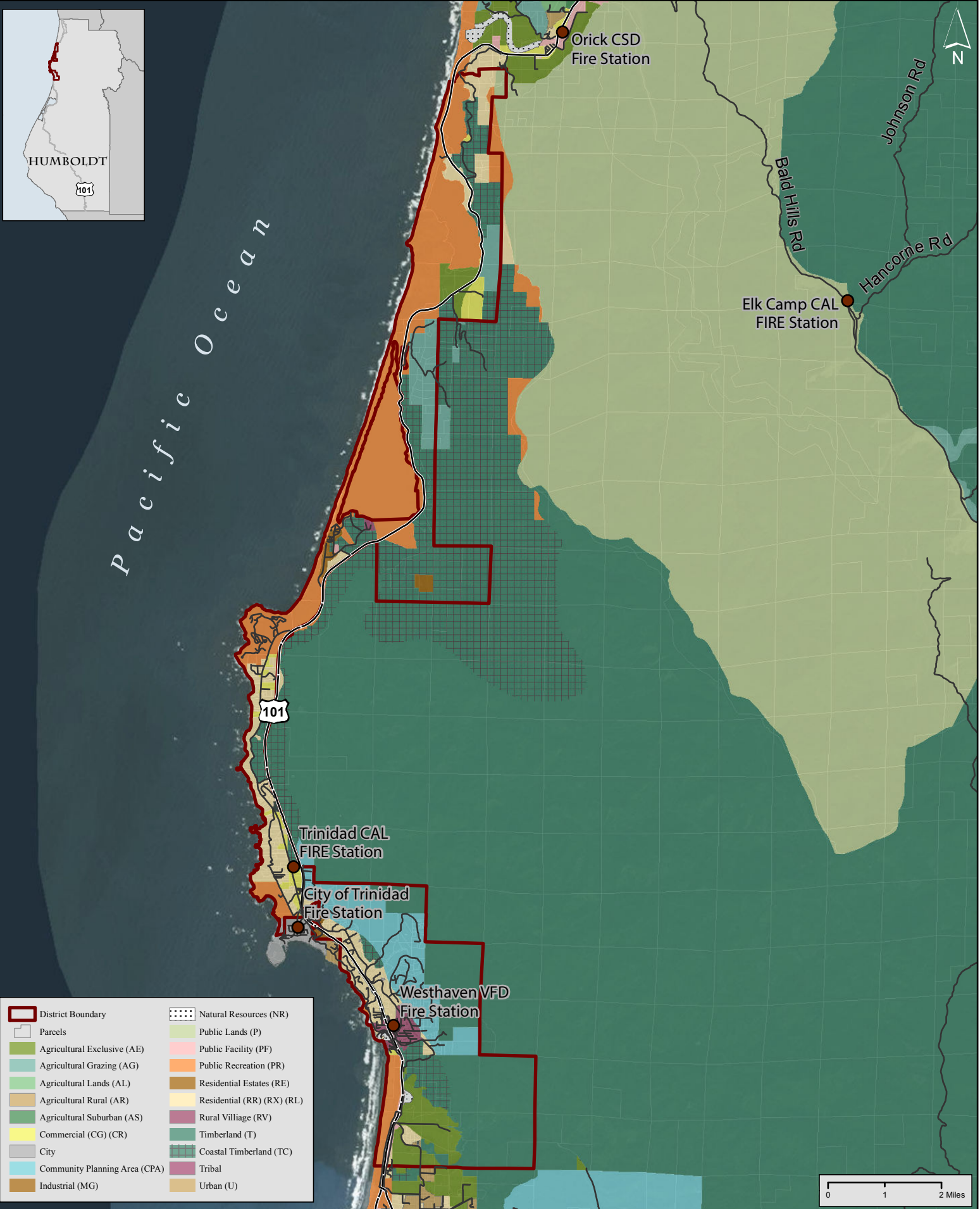
The County’s agreement with CAL FIRE contains two components. The first component is for fire protection services for CSA #4, based at the Cal FIRE Trinidad station. This portion of the agreement funds three firefighters and operating expenses which are reimbursed primarily through the levy of special assessments. The second component of the proposed agreement includes funding twelve (12) months of a Communications Operator for the Fortuna Emergency Command Center (ECC), which provides dispatch for the majority of fire departments in Humboldt County. The County is responsible for a 75 percent share and the Humboldt County Dispatch Cooperative is responsible for a 25 percent share. This provides a Communications Operator in the ECC, eight (8) hours a day, five (5) days a week, on a year-round basis to support dispatch services for local fire agencies. For the 2015-16 and 2016-17 fiscal years, Measure Z funds awarded to the Fire Chief’s Association have been used to pay the 25 percent share of dispatch fees incurred by thirty-six of the thirty-eight fire agencies within the County.

Water Service Extension

In 2010 Humboldt LAFCo considered a proposed waterline extension from the City of Trinidad to the CAL FIRE Trinidad Station due to unsafe onsite water supply conditions at the station. The Commission determined the waterline extension was exempt from LAFCo review and approval pursuant to Government Code Section 56133(e). Subsequently, the one-mile waterline was constructed along Patricks Point Drive but no connection has been made pending Local Coastal Program Amendments with the City and County

¹ Proposed Formation of County Service Area 4 (Trinidad) and County Service Area 5 (Alderpoint), February 26, 1986.





County Service Area No. 4 Landuse Designations

Figure

Packet Page 152

District Boundary

CSA #4 consists of approximately 23.5 square miles (15,058 acres) of State Responsibility Area (SRA) land and generally covers the developed areas along Highway 101 extending from Freshwater Lagoon in the north to Clam Beach in the south. See Figure 2. The District boundary encompasses the unincorporated areas surrounding Trinidad, including Westhaven and Patrick's Point Drive but excludes the City of Trinidad and the Trinidad Rancheria. In addition, there are approximately 12 homes in the Kane Road and McDonald Creek areas near Big Lagoon that are outside the boundary of CSA #4.

CAL FIRE has mutual aid agreements with neighboring departments and routinely responds to calls outside the CSA boundary. According to CAL FIRE, over 50 of their responses in 2015 were into the Trinidad City limits and approximately 30 to the Orick response area². They also respond to calls at Cher-Ae Heights Casino and Trinidad Rancheria property which routinely run about 15-20 calls per year. Although out of district responses range all over the North County area, the County specifically noted an area directly west of the current CSA #4 boundary which they consider to be an especially dense area of responses to calls, this area has been formalized as the District's out of district service area and may be seen in Figure 2.

Fire protection services within the CSA #4 boundary are also provided by Westhaven Volunteer Fire Department (VFD). The Westhaven VFD does not have access to traditional revenue sources for fire protection services including property tax, special tax, or special assessment revenue because it is not a special district. The Westhaven VFD currently supports its operations exclusively from fund raising, donations, and fees for providing emergency services by contract to CAL FIRE. The community of Westhaven benefits from reduced insurance premiums as a result of Westhaven VFD's ISO of 5/5X received in 2015. More information about Westhaven VFD can be found in Section 3.4.

Growth and Population

CSA#4 is in a rural area of Humboldt County that does not have specific census data matching the District boundaries. According to the County, there are approximately 2,500 residents and an undetermined number of seasonal vacationers and travelers within CSA #4. Approximately 962 residents or 61 percent of the District's population is located within the Westhaven-Moonstone Census Designated Place. New development within CSA boundaries is expected to occur at existing county-wide unincorporated rates, which range from 0.25 to 1.0 percent per year. Using the higher growth rate of one percent, the CSA could expect to be serving 2,825 residents by 2030.

Existing and Planned Uses

The CSA #4 boundary includes the Trinidad Community Planning Area (defined pursuant to the Humboldt County Framework General Plan) and the surrounding rural residential, timber, and agricultural areas (see Figure 3). Land uses within the CSA #4 boundary are subject to the Humboldt County Framework General Plan (Framework Plan), Volume I, and Zoning Regulations (Humboldt County Code Title III, Division 1). The primary land use designations within the District are Public Recreational (PR), Residential (RR)(RX)(RL),

² As reported by CSA #4, December 12th, 2016

Timberland (T) (TC), and Agricultural Exclusive (AE). Land uses outside the District are largely public-owned or private timberland.

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this municipal service review, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. CSA#4 provides one of these services – fire protection – and is responsible for assuring that those services are adequately provided to the community.

As discussed up above, the District covers several small communities with few census boundaries that are able to capture CSA#4's service area. There are however, several sub areas identified with census information. These are analyzed below:

Westhaven-Moonstone CDP

The Westhaven-Moonstone CDP is located almost entirely within CSA#4. It's MHI is \$36,000, and qualifies as a DUC³. The Westhaven-Moonstone community is also identified as an unincorporated legacy community (ULC) within the Humboldt County Housing Element⁴. A legacy community is defined as a place that meets the following criteria:

- Contains 10 or more dwelling units in close proximity to one another;
- Is either within a city Sphere of Influence (SOI), is an island within a city boundary, or is geographically isolated and has existed for more than 50 years; and
- Has a median household income that is 80 percent or less than the statewide median household income.

Westhaven CSD provides drinking water to approximately 233 connections in the community. There is no community wastewater system in Westhaven.

Orick CDP

The Orick CDP is immediately adjacent to the CSA's northern boundary. It's MHI is \$32,656, and qualifies as a DUC⁵. The CDP contains the developed area of the Orick Community Services District (CSD). The Orick Community Services District (Orick CSD) provides water and fire protection services to the Orick community. The community relies on-site septic systems for wastewater disposal. The Orick CSD has the authority to provide wastewater

³ California Department of Water Resources (DWR) (2016). Integrated Regional Water Management. Resources-Disadvantaged Communities (DAC) Mapping Tool. http://www.water.ca.gov/irwm/grants/resources_dac.cfm

⁴ Humboldt County (2014) Humboldt County Housing Element, Appendix G. "Detail of Infrastructure and Service Needs of Legacy Communities". Approved May 13, 2014.

⁵ California Department of Water Resources (DWR) (2016). Integrated Regional Water Management. Resources-Disadvantaged Communities (DAC) Mapping Tool. http://www.water.ca.gov/irwm/grants/resources_dac.cfm

services and is in the process of determining the feasibility of the development of a wastewater collection and treatment system for the community⁶.

The Orick community is identified as an unincorporated legacy community (ULC) within the Humboldt County Housing Element. See the above definition of a ULC.

City of Trinidad

The City of Trinidad is adjacent to the CSA's southern boundary. Its MHI is \$42,917⁷, thereby qualifying the area as disadvantaged. Trinidad is incorporated, and therefore does not qualify as a DUC. However, it stands to reason that portions of unincorporated territory surrounding the City, possibly within the District boundary, may also qualify as disadvantaged.

Should territory in District or surrounding areas be evaluated for annexation, disadvantaged communities in the area may be considered further.

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

Fire protection services for the District are provided by CAL FIRE. In 2015, CSA #4 responded to 381 calls for service, which is significantly more than the preceding five-year average of 162 calls per year. In 2015, 98 calls, or 26 percent, were fires of various types, and 225 calls, or 59 percent were medical related. Other calls such as vehicle accidents, which comprise approximately 8 percent of total calls, may also involve the delivery of emergency medical services. Refer to Table 3-2 for an overview of CSA #4's service calls.

⁶ Humboldt County (2014) Humboldt County Housing Element, Appendix G. "Detail of Infrastructure and Service Needs of Legacy Communities". Approved May 13, 2014.

⁷ California Department of Water Resources (DWR) (2016). Integrated Regional Water Management. Resources-Disadvantaged Communities (DAC) Mapping Tool. http://www.water.ca.gov/irwm/grants/resources_dac.cfm

Table 3-2. Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Veg. Fires	0	0	3	1	7	58
Struct. Fires	0	13	4	1	4	9
Other Fires	19	10	22	13	25	31
Medical/Veh Accidents	63	98	122	76	80/80*	225/33*
Haz/Menace	15	8	31	26	12	4
Public Assists	-	4	-	-	1	9
Others	0	63	-	9	0	12
Total Responses	97	196	182	126	209	381
% Medical	65%	50%	67%	60%	38%	59%
% Fire Response	20%	12%	16%	12%	17%	26%
Career Hours						
Incident	200	200	250	250	418	700
Training	150	150	1,520	1,710	1,296	1,296
Maintenance	200	200	350	360	1,836	1,836
Fundraising	0	0	0	0	375	0
Total Hours	550	550	2120	2,320	3,925	3,832
Personnel						
Fulltime	8	8	8	8	10	10
Volunteer	0	0	0	0	0	0
Auxiliary	0	0	0	0	0	0
Seasonal	14	14	11	11	19	19
Total Personnel	22	22	19	19	29	29

Source: Humboldt County Fire Chiefs' Association Annual Reports 2010-2015

*Medical and Vehicle Accident totals were split for years 2014 and 2015.

Personnel

CAL FIRE is responsible for providing wildland fire protection services and staffs two engines with three firefighters each during the fire season. CSA #4 provides funding through an Amador contract for enhanced staffing (one engine with three firefighters on duty) and operating expenses during the non-fire season (November 1 through May 31). The following table shows the training qualifications for firefighters staffing the CAL FIRE Trinidad Station during a typical fire season.

Table 3-3. Training Qualifications

Training Qualification	# of Members Trained
Fire Fighter I or above	20
Wildland (CICCS)	20
First Responder (Medical)	-
EMT	20
Paramedic	1
HazMat First Responder Ops.	20
Rope Rescue	20
Swift Water Rescue	10
Fire Investigation	5

Current Infrastructure and Facilities

CSA #4 is based out of the CAL FIRE Trinidad Station located on Patrick's Point Drive. CAL FIRE staffs two engines at the Trinidad station full-time during the fire season (typically June 1st to November 1st), and one full-time engine during the non-fire season. Typically Engine 1264 provides the year-around service. Engine 1274 provides service during the fire season and is kept at the station as a reserve in the off-season. Engine 1284 provides service at another station during the fire season, but is also kept as a reserve at the Trinidad Station in the off-season. The District also utilizes one half ton utility pickup truck.

Each type III engine carries a variety of fire suppression equipment and a compliment of medical gear, including a life-saving defibrillator. The engines are also equipped with auto extrication gear including two sets of the Jaws-of-Life, a full complement of rope rescue equipment, and a thermal imaging camera. CAL FIRE owns and operates other basic fire protection and rescue equipment including radios, Self-Contained Breathing Apparatuses (SCBA), High Pressure Air Bags, protective clothing, and numerous other tools and firefighting equipment. All riding positions on fire apparatus are equipped with radios and SBCAs and all firefighters are equipped with protective clothing.

CAL FIRE owns and maintains a facility and infrastructure for surface water diversion from Martin Creek, located on the east side of U.S. Highway 101, which flows through a pipeline under the highway to the CAL FIRE Station located on the Patrick's Point Drive. CAL FIRE also owns and maintains an existing onsite well for irrigation, fire suppression, and fire truck tank fill-up and truck maintenance.

Table 3-4. Facilities and Apparatus

Station Address	Apparatus	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
CAL FIRE Trinidad Station 923 Patrick's Point Dr. Trinidad, CA 95570	1264	Engine	2014	III	500	500
	1274	Engine	1996	III	500	500
	1284	Engine	2002	III	500	500
	1244	Utility Pickup Truck		N/A	N/A	N/A

ISO Rating

There are several benchmarks by which the level of fire service provided by an agency may be measured, and the Insurance Services Office Public Protection Classification, or ISO PPC, is one such measure. The ISO is a rating commonly used by insurance companies to determine fire insurance rates, with 1 being the best rating which indicates the highest level of fire protection and the lowest is 10.

According to the County, CAL FIRE services are not recognized by ISO and therefore any ISO rating within the CSA #4 boundaries is likely attributed to the services provided by Westhaven VFD whose response area is located entirely within CSA #4. Based on a recent ISO audit, Westhaven VFD has a 2015 ISO rating of "5" that applies to properties within 5 road miles of the responding fire station which are also within 1,000 feet of a hydrant and a "5/X" that applies to properties within 5 road miles of a fire station but beyond 1,000 feet of a fire hydrant. Therefore, areas within the CSA #4 that are beyond 5 road miles of the Westhaven station have an ISO rating of "10". This includes a large portion of the District found north of Seawood Drive (see Figure 1).

FINANCING

Current Revenues and Expenditures

CSA #4 is primarily funded through revenue collected from a special assessment, which covers approximately 70% of the Amador Contract for the District. The County covers the remaining 30% through use of General funds to pay the difference between actual costs of the contract and what's collected via the benefit assessment.

In 2003, the County proposed a special assessment increase that received majority voter approval by property owners within the District. The benefit assessment applies a unit of benefit value to each parcel based on the current land use, which ranges from 1 unit for a vacant parcel, 4 units for a single-family residence, 12 units for most commercial properties, and 16 units for light industrial uses. The unit of benefit amount is not to exceed \$29 per benefit unit plus annual adjustments to account for inflation based on the Consumer Price Index (CPI). This is an increase from the 1997 Assessment which was at \$8.67 per unit of benefit plus CPI prior to the assessment increase in 2003.

Table 3-5. Total Unit of Benefit Amount

Fiscal Year	Unit of Benefit Amount
2003-04	Not to exceed \$13
2004-05	Not to exceed \$22
2005-06	Not to exceed \$29
Subsequent years	Not to exceed \$29 (+CPI)*
*For FY 2016-17 the unit of benefit amount was charged at \$37.87	

Table 3-6. Total Assessment Amount

Fiscal Year	Amount
2003-04	\$59,371
2004-05	\$100,474
2005-06	\$132,443
Subsequent years	\$132,443 (+CPI)

For fiscal year 2015-16, the unit of benefit amount was charged at \$37.09 and generated approximately \$165,293. The actual costs of the Amador agreement was \$165,447, resulting in only \$154 contributed from the County's General Fund.

The County recently authorized a new three-year contract beginning July 1, 2016 through June 30, 2019. Actual costs that exceed the revenue generated by the special assessments are funded by the County General Fund. The County notes that actual expenditures tend to come in much lower than the budgeted maximum amounts. The following table displays estimated contract amounts for CSA #4 between 2017-2019.

Table 3-7. Projected Costs for Amador Agreement, 2016-2019

Year	Unit of Benefit Amount	Benefit Assessment Revenue	Contribution from General Fund	Total Amador Cost
2015-16 (<i>actual</i>)	\$37.09	\$165,293	\$154	\$165,447
2016-17 (<i>budgeted</i>)	\$37.87	\$165,185	\$71,252	\$236,437
2017-18 (<i>budgeted</i>)	+CPI	\$170,000	\$78,258	\$248,258
2018-19 (<i>budgeted</i>)	+CPI	\$175,000	\$85,671	\$260,671

ACCOUNTABILITY AND GOVERNANCE

The principal act that governs CSAs is the County Service Area law (Government Code §25210-25217.4). The CSA#4 is a dependent district governed by the County Board of Supervisors who serves as its Board of Directors. The Board of Supervisors holds regular public meetings in accordance with the Brown Act and considers matters related to CSA #4, including service contracts and annual budgets, as needed. There is no advisory body that serves CSA #4. Such a body could provide a vehicle for more local participation and accountability. Affected property owners may provide input directly to the Battalion Chief or to the County Board of Supervisors.

MUNICIPAL SERVICE REVIEW DETERMINATIONS

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

(1) Growth and population projections for the affected area

- a) The estimated population of CSA #4 is roughly 2,500, with approximately 61 percent of those residents concentrated in the Westhaven/Moonstone area.
- b) Using a one percent growth rate, CSA #4 could expect to be serving 2,825 residents by 2030.

(2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) The Westhaven-Moonstone area qualifies as a DUC. Westhaven CSD provides drinking water in this area. There is no wastewater service provider in Westhaven.
- b) The Orick CSD is immediately adjacent to the CSA's northern boundary and qualifies as a DUC. The Orick CSD provides water and fire protection services to the Orick community. There is no wastewater service provider in Orick.
- c) The City of Trinidad is located immediately adjacent to CSA #4 and meets the disadvantaged threshold. However, Trinidad is incorporated and therefore does not qualify as a DUC. However, it stands to reason that portions of unincorporated territory surrounding the City and within the District boundary may also qualify as disadvantaged.
- d) Should territory in District or surrounding areas be evaluated for annexation in the future, disadvantaged communities may be considered further.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

- a) CSA #4, through a contract with CAL FIRE, provides funding for non-fire season staffing at the Trinidad station. The Amador agreement provides funding for one engine and three firefighters during the non-fire season, whereas CAL FIRE staffs two engines during the fire season.
- b) CSA #4/CAL FIRE has a mutual aid agreement with Westhaven VFD, whose response area is located entirely within the boundaries of CSA #4. The Westhaven VFD is not affiliated with a special district and must depend solely on revenue generated from community donations, fundraisers, and grants. Westhaven VFD provides an important role in providing local response and coverage to CSA #4. The location of the Westhaven Fire Station and efforts to improve volunteer response capabilities has resulted in a reduced ISO rating for Westhaven Fire that benefits homeowners within CSA #4 residing within 5 road miles of the Westhaven Fire Station.

- c) CSA #4/CAL FIRE regularly responds outside the District, including to the City of Trinidad and the Trinidad Rancheria. Properties within the existing District boundary largely subsidize the delivery of fire protection services to areas surrounding the District.

(4) Financing ability of agencies to provide services

- a) CSA #4 receives funding from a benefit assessment that generates approximately \$165,000 per year and is used exclusively for fire protection purposes. The assessment was last increased in 2003.
- b) The current assessment, which includes annual cost of living adjustments, may be insufficient to adequately cover increasing costs associated with the CAL FIRE Amador agreement. However, the County notes that actual expenditures tend to come in much lower than the budgeted maximum amounts.

(5) Status of and, opportunities for, shared facilities

- a) CSA #4 is stationed out of the CAL FIRE Trinidad Station.
- b) CAL FIRE works closely and cooperatively with neighboring fire departments and has mutual aid agreements to provide adequate coverage and response times.

(6) Accountability for community service needs, including governmental structure and operational efficiencies

- a) CSA#4 is a dependent district governed by the County Board of Supervisors who serves as its Board of Directors. The Board holds regular public meetings and considers matters related to CSA #4, including service contracts and annual budgets, as needed.
- b) There is no advisory body that serves CSA #4. Such a body may provide a vehicle for more local participation and accountability.
- c) The District does not have a website. Establishing a website and posting relevant service information, budgets, financial data, and contact information may provide improved transparency.
- d) Both CAL FIRE and Humboldt County demonstrated accountability in its cooperation with LAFCo's information requests.

(7) Any other matter related to effective or efficient service delivery.

- e) Currently there is a mismatch between boundaries (funding) and where services are provided. CAL FIRE often responds outside of CSA #4 into the City of Trinidad and Trinidad Rancheria from the CAL FIRE Trinidad Station. Goodwill services are also provided by Westhaven VFD to CSA #4. Additional research should be conducted to determine whether "assistance by hire" agreements or other formal contracts can be established among each entity to help share in the cost during the non-fire season and provide for more equitable and consistent funding. This could be a way to limit General Fund expenditures on the contract. Such an agreement could provide for annual standby fees as well as minimum response fees for each incident response. Similar agreements have been developed for the Blue Lake Casino (Blue

Lake Fire and Blue Lake Rancheria), the Korbel mill (Blue Lake Fire and the California Redwood Company), and the Brainard facility along Highway 101 (Arcata Fire/Humboldt Bay Fire and the California Redwood Company).

- a) CSA #4's boundary generally matches its primary response area, except for 12 homes in the Kane Road and McDonald Creek areas near Big Lagoon that are outside the CSA#4 boundary. This corresponds with the District's sphere of influence that was reaffirmed in 2009 to be coterminous with the District boundary. It is recommended that the sphere of influence be expanded to match the non-district response area.

3.2 Orick Community Services District

INTRODUCTION

Table 3-5. Contact Information

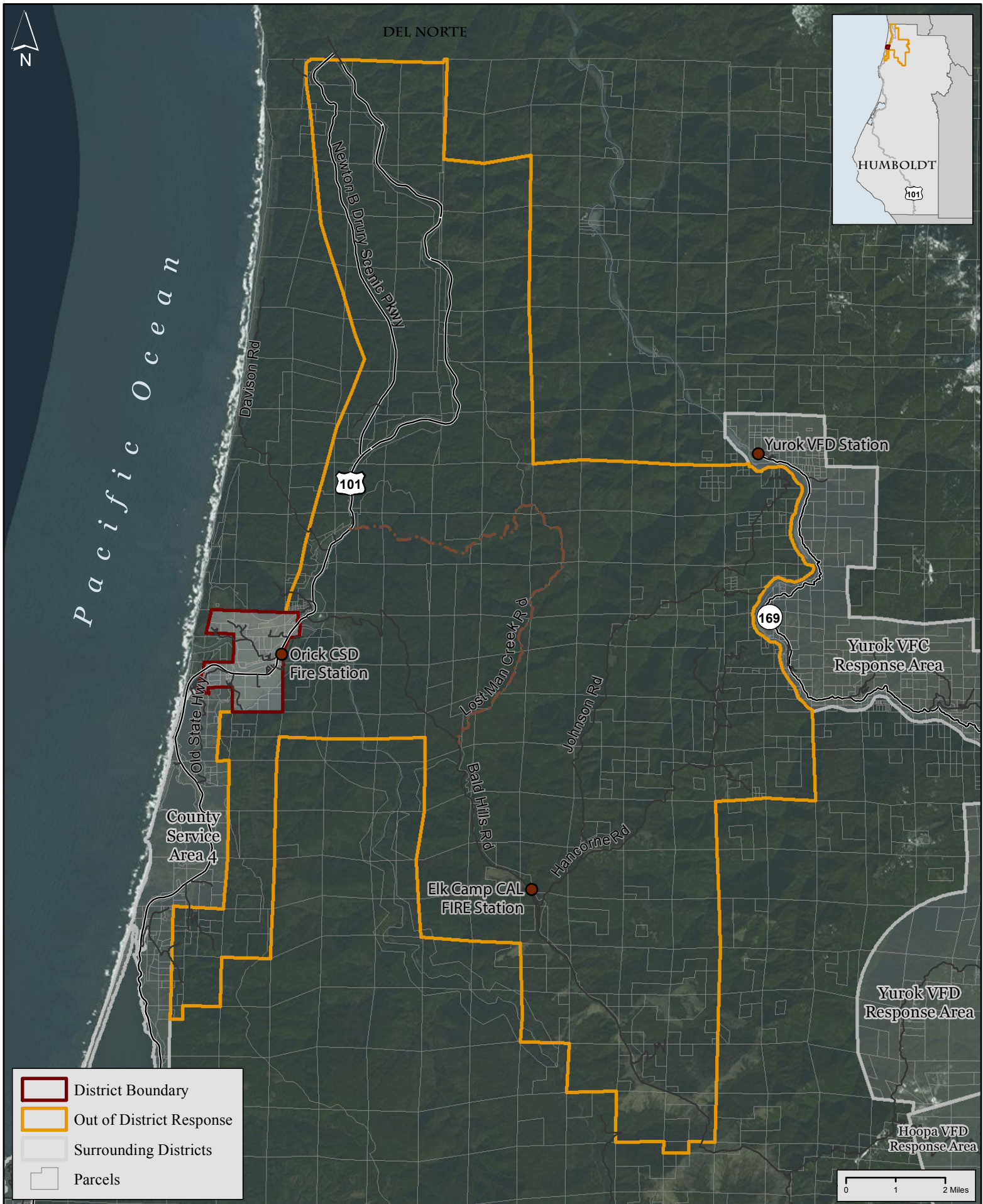
Contact:	James Simmons, Chief
Mailing Address:	P.O. Box 224, Orick CA 95555
Physical Address	101 Swan Rd. Orick, CA 95555
Phone Number:	(707)488-3093/ (707)834-6162
Email	Jamesh1168@yahoo.com
Website	orickcsd.com/p/fire-dept.html
Types of Services:	Fire Protection and Emergency Medical Services
Population Served:	357 residents in CDP
Size of Service Area:	2.3 sq. mi. (District), 121.5 sq. mi (out of district)
Number of Staff	13 Volunteer, 7 Auxiliary

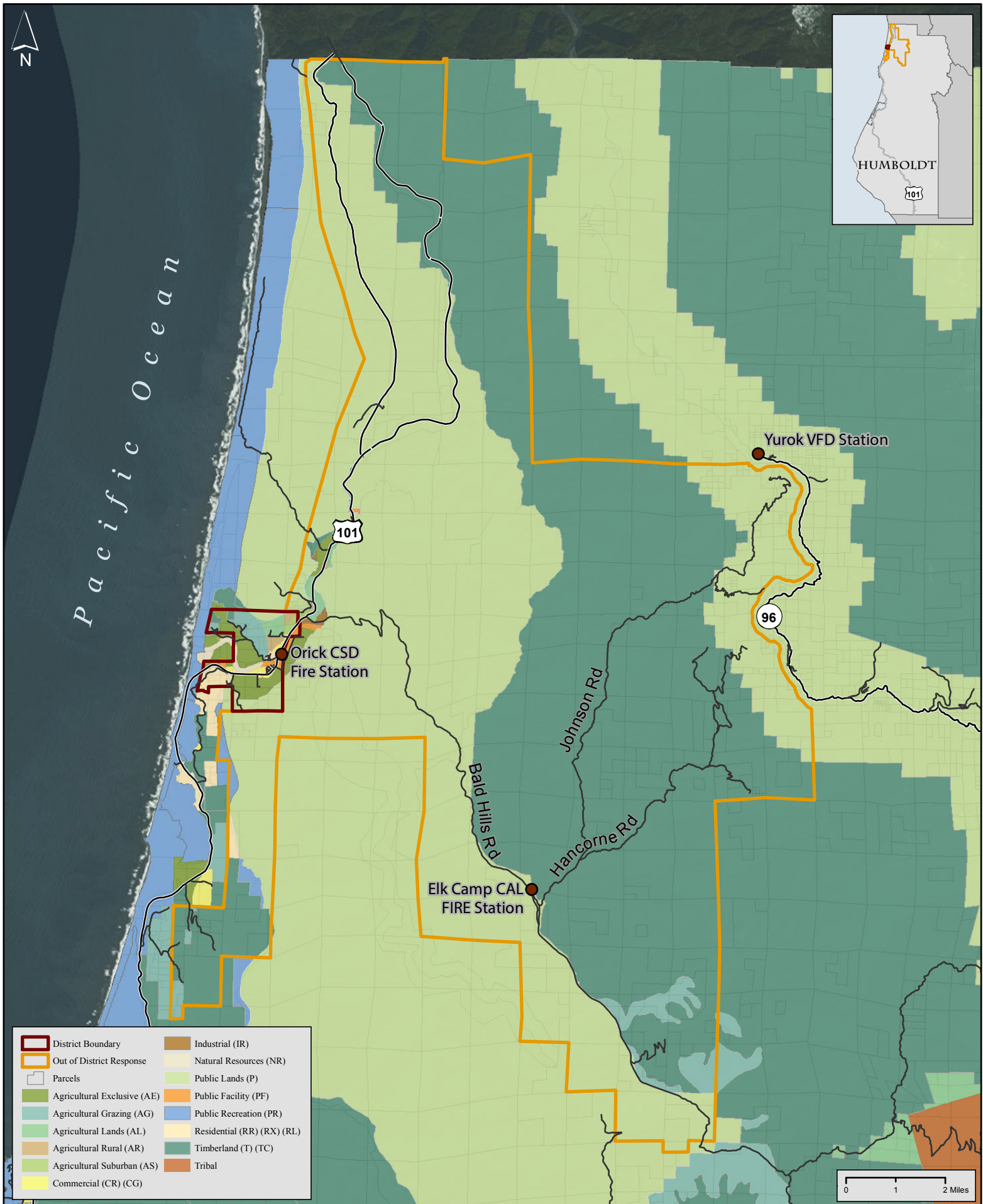
Background

The Orick Community Services District (Orick CSD or District) provides fire protection and water services to the community of Orick. Fire services are provided on behalf of the District by the Orick Volunteer Fire Department (VFD), which responds to an average of 95 calls per year. Orick is the northern most coastal community in Humboldt County and is accessed via Highway 101. A municipal service review for the District was previously conducted in 2011 when wastewater service powers were activated. This document will update the previous MSR and will only discuss the District's power to provide fire protection services. Other services provided by Orick CSD, notably water and wastewater (inactive) services, will be addressed separately in a future regional water and wastewater services MSR.

Formation

The Orick CSD was formed in 1955, pursuant to the Community Services District Law (California Government Code Section 61000 et seq.) for the purpose of providing fire protection services. In 1974, the District applied to, and received approval from LAFCo for activation of the District's water and wastewater powers. With the passage of Assembly Bill 135 (AB 135) in 2006, any powers that a District was not providing by January 1, 2006, became "latent powers," requiring future LAFCo approval for activation. At such time, the Orick CSD was providing water service, but not wastewater service. In March, 2011 the Orick CSD applied to and received approval from LAFCo to activate its latent power to provide wastewater services. At this time, it is unknown whether or not the Orick CSD will be able to secure the funding and permits necessary to construct a wastewater system. Orick CSD is governed by a five-member Board of Directors who are elected by registered voters within the District.





District Boundary

The Orick CSD is comprised of approximately 2.3 square miles located between Redwood National and State Parks and the Pacific Ocean, along Redwood Creek (See Figure 4). The Orick VFD reports that they respond to calls well beyond the Orick CSD boundary, to an area of about 121.5 square miles, creating a total response area of 123.8 square miles. This type of out of district service is often referred to as “goodwill service” because the fire department provides service to this area even though they are under no obligation to do so and receive no compensation for their service, other than donations. This practice can put a strain on already limited resources. Furthermore, properties within the existing District boundary largely subsidize the delivery of fire protection services to the out of district response area. Should the Orick CSD annex the response area in the future, the District may propose that the annexation area be a new service zone where only fire protection services would be authorized to be provided, in accordance with Government Code Section 61140-61226.5.

The current Orick CSD service boundary is a reduced version from the original boundary adopted when the District was first established in 1955. Specifically, two small portions along the north-eastern and south-eastern District boundaries appear to have been reduced over time. While there is no specific evidence in LAFCo’s records for this reduction, it appears to correspond to one or a combination of: the 1968 establishment of a 58,000 acres Redwood National Park, combining land currently in the several state redwood parks with newly acquired land in the Redwood Creek area; and later, the signing of the 1978 Redwood National Park Expansion Act, in which 48,000 acres were added to the park, increasing the total size of the park to 106,000 acres.

Growth and population

Based on the 2010 Census, there was a total of 138 housing units and 357 residents within the Orick CDP⁸. The Orick CDP is approximately four square-miles, which is two square miles larger than District but entirely within the Orick VFD Out of District Response Area. Subsequent to the 2010 Census, the 2014 American Community Survey estimated that Orick’s population decreased to 281 residents. Furthermore, between the 2000 and 2010 Census, Orick lost 34 residents.

Looking at historical growth for the area, the population of the Orick Valley has been declining for many years⁹. The town of Orick reached a population of over two thousand at the peak of commercial logging operations in the 1960’s. Employment in the north coast timber industry began to decline in the mid-1960’s and the Orick area suffered more of a decline than most of Humboldt County. The small sawmills located near the logging operations were gradually replaced by larger, more automated mills concentrated in Eureka and Arcata. The establishment of Redwood National Park in 1968 and its expansion in 1978 removed most of the commercial timberlands in the immediate vicinity of Orick and effectively ended the timber industry’s role as the major source of employment in the

⁸ Humboldt County (2014) Humboldt County Housing Element, Appendix G. “Detail of Infrastructure and Service Needs of Legacy Communities”. Approved May 13, 2014.

⁹ Orick Community Plan, 1985.

<http://www.humboldt.gov.org/DocumentCenter/Home/View/4366>

Valley. To date, no replacement of those employment opportunities has appeared and people have gradually left the valley seeking better job prospects.

Existing and Planned Uses

Land uses within the District and the Out of District Response Area are subject to the Humboldt County Framework General Plan (Volume I), the Orick Community Plan (Volume II), the North Coast Area Plan of the Humboldt County Local Coastal Program, and County Zoning Regulations (Humboldt County Code Title III, Division 1). See Figure 5.

Orick is a rural community surrounded by parks, private forests, and agricultural lands. It is one of the communities that the County has designated as an Urban Study Area (USA) as part of the General Plan Update¹⁰. The Orick USA is comprised of Orick's commercial center and surrounding residential areas. A Water Study Area (WSA) was also defined for Orick and contains four separate areas surrounding the Orick USA.

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this municipal service review, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. Orick CSD provides two of these services – water and fire protection – and is therefore responsible for assuring that these services are adequately provided to the community.

Orick is identified as an unincorporated legacy community (ULC) within the Humboldt County Housing Element¹¹. A legacy community is defined as a place that meets the following criteria:

- Contains 10 or more dwelling units in close proximity to one another;
- Is either within a city Sphere of Influence (SOI), is an island within a city boundary, or is geographically isolated and has existed for more than 50 years; and
- Has a median household income that is 80 percent or less than the statewide median household income.

The Orick community is in Disadvantaged Community Place No. 0654218 which has an estimated MHI of \$32,656 and qualifies as a DUC¹². Should territory in the surrounding area be evaluated for annexation, disadvantaged communities in the area may be considered further.

¹⁰ Humboldt County (2014) Humboldt County Housing Element, Appendix G. "Detail of Infrastructure and Service Needs of Legacy Communities". Approved May 13, 2014.

¹¹ Humboldt County (2014) Humboldt County Housing Element, Appendix G. "Detail of Infrastructure and Service Needs of Legacy Communities". Approved May 13, 2014.

¹²California Department of Water Resources (DWR) (2016). Integrated Regional Water Management. Resources-Disadvantaged Communities (DAC) Mapping Tool. http://www.water.ca.gov/irwm/grants/resources_dac.cfm

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

The Orick VFD on behalf of Orick CSD provides fire protection services to the community. The CSD owns and maintains the fire hall engines and telecommunications equipment. The Orick VFD provides all staffing and response for fire and medical calls.

The Orick VFD is an active member of the fire service in Humboldt County, and is a part of a county-wide mutual aid agreement. They also have an aid agreement with CAL FIRE and are currently working on a mutual aid agreement with Klamath FPD, which will improve the response time for areas on the north end of the bypass. The District reports that they are exclusively dispatched by CAL FIRE, and maintain a close working relationship with the Trinidad CAL FIRE station (CSA #4).

In 2015, the Orick VFD responded to 124 calls for service, of which approximately 24 calls, or 20 percent, were fires of various types and 70 calls, or 56 percent, were medical related. Other calls such as vehicle accidents, which comprise approximately 15 percent of total calls, may also involve the delivery of emergency medical services. Refer to Table 3-6 for an overview of Orick VFD's service calls.

Personnel

The Orick VFD has 13 volunteers and 7 auxiliary members (end of 2016). Volunteers participate in training for two hours each week, with part of that training for equipment maintenance. Orick VFD, like all fire departments that are staffed exclusively by volunteers, needs to regularly recruit and train additional volunteers.

Table 3-6. Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Veg. Fires	2	2	1	3	2	3
Struct. Fires	2	5	0	0	No Report	1
Other Fires	7	5	17	22	14	20
Veh. Acc.	22	9	28	22	19	19
Medicals	48	42	41	40	68	70
Haz/Menace	3	2	1	0	1	4
Public Assists	No Report	No Report	No Report	2	2	5
Others	0	6	4	3	1	2
Total Responses	84	71	92	92	107	124
% Medical	57%	59%	45%	43%	63%	56%
% Fire Response	13%	17%	20%	27%	15%	19%
Incident				184	184	250
Training				52	52	300
Maintenance	No Report	No Report	No Report	52	52	150
Fundraising				0	176	200
Total Hours				288	464	900
Volunteer				10	11	13
Auxiliary	No Report	No Report	No Report	0	0	7
Total Personnel				10	11	20

Source: Humboldt County Fire Chiefs' Association Annual Reports 2010-2015

Current Infrastructure and Facilities

The District has one fire station, located at 101 Swan Road in Orick. Apparatuses used include one water tender, one engine (1991 Pierce Engine Pumper), a 1998 F450 4x4 pickup truck that carries water and a Jaws-of-Life, and a rescue van that also carries a Jaws-of-Life. See Table 3-8 below for details of District facilities and apparatus. In 2015 the Orick VFD received equipment from Measure Z funding, including 11 sets of structure turnouts, 12 sets of wildland PPE, eight SCBAs, and nine portable radios. The District also noted that it is in negotiations to purchase a 1999 wildland engine (type III) after receiving funding from Measure Z.

Table 3-8. Facilities and Apparatus

Station	Address	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
1	101 Swan Rd. Orick, CA 95555	Water Tender	1996	N/A		1800
		Pierce Engine Pumper	1991	II		750
		Rescue Van	1996	N/A	N/A	N/A
		(4x4) Pickup Truck	1998	VI		250

Challenges and Needs

The Orick CSD has noted that they are in need of a generator to provide emergency backup power for the water system (during power outages the pumps currently do not work), the fire hall, the Orick CSD office, and the community hall which could serve as an emergency evacuation site¹³.

ISO Rating

There are several benchmarks by which the level of fire service provided by an agency may be measured, and the Insurance Services Office Public Protection Classification, or ISO PPC, is one such measure. The ISO is a rating commonly used by insurance companies to determine fire insurance rates, with 1 being the best rating which indicates the highest level of fire protection and the lowest is 10. The Orick CSD's PPC in all areas of the District that are within 1,000 feet of a hydrant is currently a class 7. The PPC for areas in which the District has to supply water (categorized as more than 1,000 feet from a hydrant) is currently a class 9.

Other Service Providers

The District is within the CAL FIRE State Responsibility area, and nearby CAL FIRE Stations are located in Trinidad, Klamath, and Crescent City. The boundaries of CSA #4 (CAL FIRE Trinidad Station) are contiguous with the current Orick CSD boundary and response area (Figure 5). In addition, the National Park Service (NPS) and California State Parks (CSP) co-manage the Redwood National and State Park lands surrounding the District. Both agencies maintain seasonal fire crews to handle wildfires within park lands.

FINANCING

Current Revenues and Expenditures

The majority of the District's income is from water service charges, but funding also comes from property taxes, interest revenue, connection fees, and other smaller sources. The Orick VFD's budget is almost exclusively funded from the property tax revenue received from the District (see Table 3-9). Other sources of revenue for the VFD include grants, funds from renting out the Community Hall that the District owns, and fundraising. The District noted

¹³ Humboldt County Fire Chief's Association (2015). *Humboldt County Fire Chief's Association 2015 Annual Report*. <http://www.humboldt.gov/Archive.aspx?ADID=1124>

that it has recently decreased its fundraising efforts to avoid adding further financial strain to the community.

Table 3-9. Budget for Fiscal Year 2015-16

Fiscal Year 2015-16 Budget	
Expenditures	
Salaries & Employee Benefits	\$0
Services & Supplies	\$19,064
<i>Total Expenditures</i>	<i>\$19,064</i>
Revenues	
Property Taxes	\$37,063
Revenue from Use of Money or Property	\$6,348
State of California	\$595
Other Revenues	\$1,067
<i>Total Revenue</i>	<i>\$44,173</i>
Total Revenues	\$44,173
Total Expenditures	\$19,064
Revenues/Sources Over (or under)	
Expenditures/Uses	\$25,109

*Information as reported by the District in response to the LAFCo questionnaire.

ACCOUNTABILITY AND GOVERNANCE

The Orick CSD is governed by a five member Board of Directors who are elected to staggered four year terms by registered voters that live within the District. Board meetings are held on the second Wednesday of each month at the Orick CSD office located at 101 Swan Road, Orick. Agendas are posted in the office windows at least 72 hours in advance of the meeting and board packets are available for review during normal business hours.

MUNICIPAL SERVICE REVIEW DETERMINATIONS

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

(1) Growth and population projections for the affected area

- a) Orick VFD serves an estimated population of 357 residents and 138 total housing units.
- b) The population of the Orick Valley has been declining for many years.

(2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) The Orick community area qualifies as a disadvantaged unincorporated community.
- b) There are currently no local agency service providers in the Orick area that provide sewer services.
- c) The Orick community is identified as an unincorporated legacy community within the 2014 Humboldt County Housing Element.
- d) Should territory in the surrounding area of the District be evaluated for annexation in the future, disadvantaged communities should be considered further.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

- a) Although Orick's population is in decline, demand for services continues to increase. This can be attributed to the District's location along Highway 101, the VFD's expanded role in mutual aid and auto aid responses within Humboldt and Del Norte, and the increasing demands for emergency medical-related services.
- b) The District is in the process of updating equipment and apparatuses with the help of Measure Z funds. The Orick CSD has noted that they are in need of a generator to provide emergency backup power for District facilities.
- c) The Orick VFD has the capacity to adequately serve current demand within the 2.3 square mile District boundary.
- d) Fire protection services are provided by good-will outside of the District boundary to an additional 121.5 square mile Out of District Response Area.

(4) Financing ability of agencies to provide services

- a) The Orick CSD receives funding from the 1% ad valorem property tax that generates approximately \$37,063 per year, which is used for fire protection purposes.
- b) Properties within the existing District boundary largely subsidize the delivery of fire protection services to the Out of District Response Area.

(5) Status of and, opportunities for, shared facilities

- a) CAL FIRE provides seasonal wildland fire protection services throughout the State Responsibility Area (90 percent of the Orick CSD is State Responsibility Area). CAL FIRE may respond to other types of calls for service if they are available.
- b) The District should continue coordination with CALFIRE, especially for training and shared facilities.

(6) Accountability for community service needs, including governmental structure and operational efficiencies

- a) The Orick CSD is an independent district governed by a five-member Board of Directors.

b) The Orick CSD maintains a website (orickcsd.com) where it posts information about District activities, documents and updates. At the present time, agenda, minutes and financial data are not posted or are significantly out of date.

c) The Orick CSD supports the mutual social and economic interests of the Orick community by sustaining community-based fire protection services and establishing local governance for such services.

d) The agency demonstrated accountability in its cooperation with LAFCo's information requests.

(7) Any other matter related to effective or efficient service delivery

a) It is recommended that Orick CSD's sphere of influence be expanded to match its non-district good-will response area. This would allow the District to pursue annexation in the future.

b) Should the Orick CSD propose annexation of its non-district response area in the future, the District may establish a service zone for the annexation area where only fire protection services would be authorized to be provided in accordance with Government Code Sections 61140-61226.5.

3.3 City of Trinidad (Trinidad Volunteer Fire Department)



INTRODUCTION

Table 3-10. Contact Information

Contact:	Tom Marquette, Chief
Mailing Address:	P.O. Box 390 Trinidad, CA 95570
Site Address	409 Trinity St. Trinidad, CA 95570
Phone Number:	(707) 677-0224
Email	tvfdchief@gmail.com
Website	trinidad.ca.gov/departments-a-services/volunteer-fire-department.html
Types of Services:	Fire Protection & Emergency Medical Response
Population Served:	367 in City
Size of Service Area:	0.65 square miles
Number of Staff	9 volunteers (2017)

Background

The Trinidad Volunteer Fire Department (VFD) provides fire protection, medical, and rescue services to the City of Trinidad (City). A total of 72 calls were received in 2015 and most of those calls were medically related. The department is currently served by 8 volunteers; there are no paid personnel. A municipal service review (MSR) for the City of Trinidad was prepared in 2008. This document will update the previous MSR but will only discuss the City's power to provide fire protection services. Other services provided by the City of Trinidad will be addressed separately in a future City of Trinidad MSR.

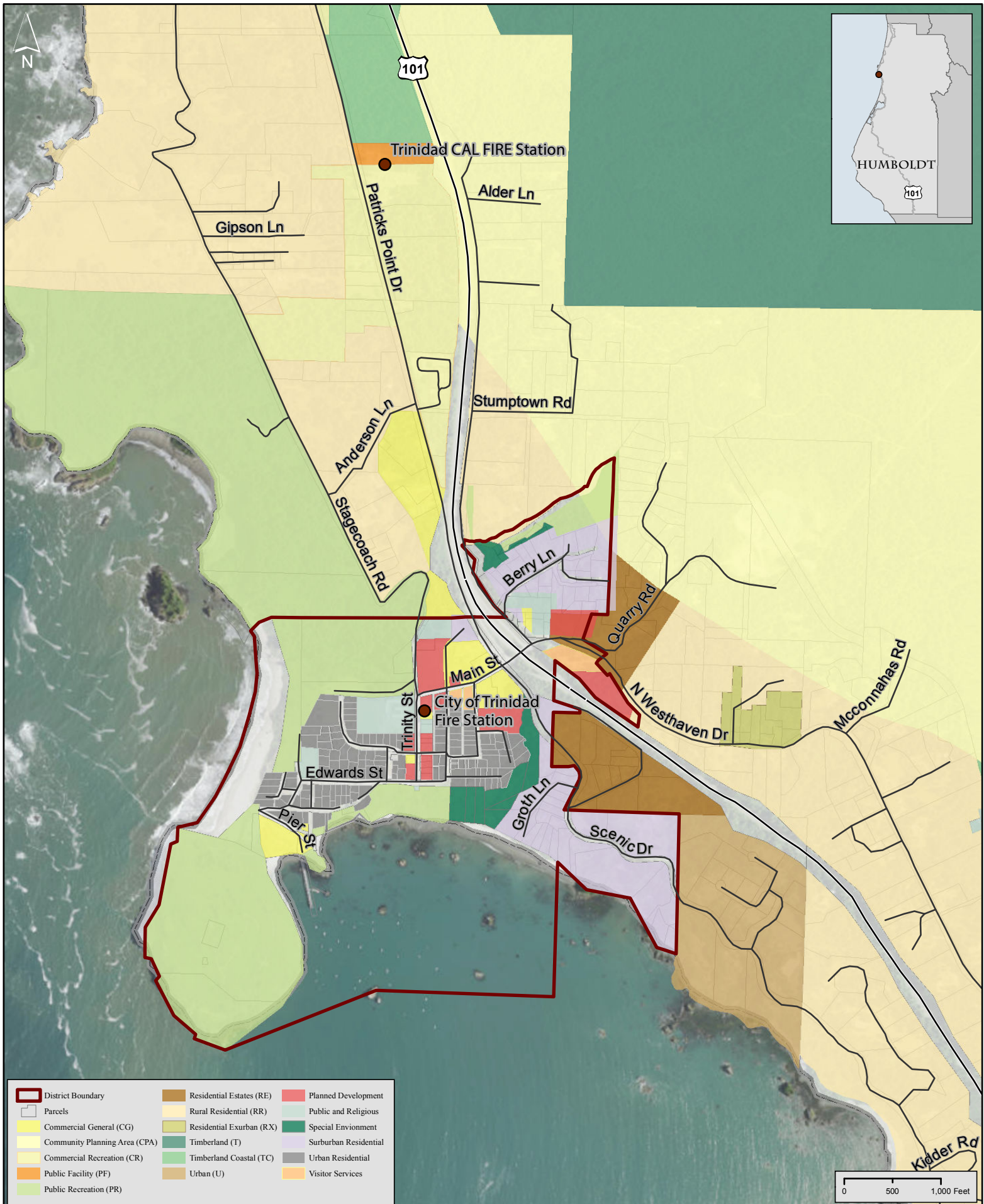
Formation

The City of Trinidad incorporated in 1870 and is a general law city with a Council-Manager form of government. The five City Council members are locally elected by Trinidad voting residents. The Trinidad Volunteer Fire Department (VFD) is a City department, governed by the Trinidad City Council.

District Boundary

The Trinidad VFD's boundary is the same as the City limit, which is 0.65 square miles (414.75 acres) in area. See Figure 6.





Growth and Population

The City of Trinidad historically supported a commercial fishing industry. As the fishing industry has declined over the years the City has become more of a retirement community, tourist/recreation area, and bedroom community. As this transition occurred the population declined and household sizes became smaller¹⁴.

Specifically, the City population decreased from 379 in 1980 to 362 in 1990 (4.5% decrease) and then to 311 in 2000 (14% decrease). Recently however, according the 2010 US Census, the population has increased to 367 persons (15.3% increase), reversing the decline in population that occurred over the two previous decades¹⁴.

The Trinidad Housing Element estimates that as of July 2013, there remained approximately 39 vacant, residentially zoned parcels that were considered developable by the City. These developable lots are considered to be the build out for the City. Using the Humboldt County average family size of 2.47¹⁵, the development of the 39 remaining developable lots would produce 97 additional residents. Therefore, the population of Trinidad at full buildout is estimated to be approximately 464 residents. The Housing Element also determines that expansion of City boundaries (therefore increasing the City's development potential) is considered unlikely, because most surrounding undeveloped property is within State Park boundaries or is Open Space and unsuitable for development due to geological instability or the existence of sensitive habitat and/or cultural resources.

Existing and Planned Uses

Land uses within the City of Trinidad are subject to the Trinidad General Plan and Zoning Regulations, as well as the Trinidad Area Local Coastal Plan. Within the City, land-use is primarily residential development at densities of less than one acre¹⁶. The City of Trinidad provides potable water services to residents both within and outside the City limits. Septic systems exist throughout the City because there is no central sewage collection or treatment system. In late 2008, the City Council adopted an Onsite Wastewater Treatment Systems ordinance. This ordinance, while not yet implemented, will establish a septic system maintenance program for property owners in the City.

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this municipal service review, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewer, and fire protection. The City of Trinidad (Trinidad VFD) provides one of these services – fire

¹⁴ City of Trinidad Housing Element (2013).

<http://www.trinidad.ca.gov/phocadownload/PlanningDocs/GP-Elements2014/trinidad%20housing%20element%20jan%202014.pdf>

¹⁵ U.S. Census. 2010. <http://www.census.gov/quickfacts/table/PST045215/06023>

¹⁶ Trinidad Area Local Coastal Plan (2014).

<http://www.humboldt.gov/DocumentCenter/View/50848>

protection – and is responsible for assuring that those services are adequately provided to the community.

The City of Trinidad is a Census Designated Place with a MHI of \$42,917, which is 70 percent of California's reported \$61,094 MHI¹⁷ (DWR, 2016), thereby qualifying the area as disadvantaged. Trinidad is incorporated, and therefore does not qualify as a DUC. However, it stands to reason that sections of unincorporated territory surrounding the City may also qualify as disadvantaged. Should the City pursue annexation, DUC communities within the its vicinity may be examined further.

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

Fire protection services for the City are provided by the Trinidad VFD. Although the VFD has no formal aid agreements with nearby organizations, they do respond to mutual aid calls from CAL FIRE when possible.

In 2015, the Trinidad VFD responded to 72 calls for service, 8 of which, or 11 percent, were fires of various types, and 46 calls, or 64 percent were medical related. Other calls such as vehicle accidents, which comprise approximately 3 percent of total calls, may also involve the delivery of emergency medical services. Refer to Table 3-11 for an overview of Trinidad VFD's service calls.

Personnel

As of early-2017, the Department has nine volunteers. Most of the Volunteers are trained as first responders or Emergency Medical Technicians (EMT's). Any city residents with medical training who wish to volunteer are encouraged to contact the City Clerk at City Hall for an application.

¹⁷ California Department of Water Resources (DWR) (2016). Integrated Regional Water Management. Resources-Disadvantaged Communities (DAC) Mapping Tool. http://www.water.ca.gov/irwm/grants/resources_dac.cfm

Table 3-11. Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Veg. Fires	2	4	0	1	1	3
Struct. Fires	1	4	2	3	-	4
Other Fires	13	39	2	3	1	1
Veh. Acc.	0	7	1	3	3	2
Medicals	42	131	19	33	32	46
Haz/Menace	4	8	1	1	0	0
Public Assists	-	-	-	-	11	8
Others	3	10	2	6	-	8
Total Responses	65	203	27	50	48	72
% Medical	65%	65%	70%	66%	67%	64%
% Fire Response	25%	23%	15%	14%	4%	11%
Volunteer Hours						
Incident	-	-	-	112	150	181
Training	-	-	-	500	550	460
Maintenance	-	-	-	130	144	165
Fundraising	-	-	-	0	0	0
Total Hours	-	-	-	742	844	806
Personnel						
Volunteer	10	10	10	8	9	9
Auxiliary	0	0	0	0	0	0
Total Personnel	10	10	10	8	9	9

Source: Humboldt County Fire Chiefs' Association Annual Reports 2010-2015

Table 3-12. Training Qualifications

Training Qualification	# of Members Trained
Fire Fighter I or above	5
Wildland (CICCS)	2
First Responder (Medical)	2
EMT	3
Paramedic	0
HazMat First Responder Ops.	2
Rope Rescue	2
Swift Water Rescue	1
Fire Investigation	0

Current Infrastructure and Facilities

The original fire house was constructed in 1917 with volunteer labor and materials. In 1958, the department building received an addition to house a new Type 1 vehicle of that era. The City-owned fire station currently houses two 1000 gallons per minute pumpers and a rescue vehicle. The Department's emergency medical vehicle is stocked with a defibrillator and a large array of life saving rescue equipment.

Table 3-13. Facilities and Apparatus

Station Address	Apparatus	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
409 Trinity St. Trinidad, CA 95570	9173	Emergency Medical Vehicle	2001	VII	N/A	N/A
	9112	Pumper Engine	1980	I	750	750
	9141	Pumper Engine, 4 WD, Foam	1994	IV	750	100

Information courtesy of Ferndale FPD website (FVFD, 2016)

Challenges and Needs

The 2015 Humboldt Fire Chiefs' Association annual report states that funding is needed in order to modify the firehouse to accommodate the larger Type 1 vehicles.

ISO Rating

There are several benchmarks by which the level of fire service provided by an agency may be measured, and the Insurance Services Office Public Protection Classification, or ISO PPC, is one such measure. The ISO is a rating commonly used by insurance companies to determine fire insurance rates, with 1 being the best rating which indicates the highest level of fire protection and the lowest is 10. Based on a 2003 ISO audit, the City of Trinidad VFD has an ISO PPC rating of 5/5X for all areas within City limits.

FINANCING

Current Revenues and Expenditures

The City received \$96,053 in property taxes in fiscal year 2015-15¹⁸. These property taxes fund a variety of City functions and services, including fire-related services. In the same fiscal year, the City budgeted \$45,545 for the Trinidad VFD, and the final actual amount spent was \$18,025, \$27,520 less than originally budgeted. The City also maintains a reserve fund for the Department, which currently has \$10,000 in it, but was not added to in the aforementioned fiscal year.

¹⁸ City of Trinidad Annual Financial Report. June 30, 2015. Provided by Humboldt County.

ACCOUNTABILITY AND GOVERNANCE

The Trinidad City Council is comprised of five persons who are chosen by the City's registered voters at general elections in even-numbered years. Council members must reside within the city limits. Each is elected at-large to a four-year term. The Council members select from themselves a Mayor and Mayor Pro-Tem who generally serve a two-year term¹⁹. The City employs a city manager who is responsible for administering and implementing the policies set by the City Council.

MUNICIPAL SERVICE REVIEW DETERMINATIONS

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

(1) Growth and population projections for the affected area

- a) As the fishing industry has declined over the years the City, so has the City's population.
- b) Recently, the population has increased to 367 persons, reversing the decline in population that occurred over the two previous decades.
- c) The population of Trinidad at full buildout is estimated to be approximately 464 residents.
- d) Expansion of City boundaries (therefore increasing the City's development potential) is considered unlikely, because most surrounding undeveloped property is unsuitable for development.

(2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) The City of Trinidad qualifies as disadvantaged. It stands to reason that sections of unincorporated territory surrounding the City may also qualify as disadvantaged.
- b) Should the City pursue annexation, DUC communities within the its vicinity may be examined further.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

- a) The Trinidad VFD is a department within the City of Trinidad and the City funds Department operations. Such a relationship creates a long-term dependable source

¹⁹ City of Trinidad. <http://www.trinidad.ca.gov/city-government/city-council.html>

of revenue which helps to stabilize the delivery of fire protection services to the Trinidad area.

- b) The Trinidad VFD has sufficient funding available to provide for quality facilities, infrastructure, and services to its residents.

(4) Financing ability of agencies to provide services

- a) The City Council adopts an annual budget and administers its funds consistent with California State Law.
- b) The Trinidad VFD's spending was significantly less than its allotted budget in FY 2015-16. This suggests that the City has sufficient funding to provide the current level of service as well as to increase the level of service to its residents.

(5) Status of and, opportunities for, shared facilities

- a) CAL FIRE reports that its agency often responds to calls within the City boundaries. There may be an opportunity for the City to formalize an agreement with CAL FIRE for receipt of services.
- b) The Westhaven VFD and CSA #4 are the closest fire-related providers to Trinidad VFD and are both share a border with the City of Trinidad.

(6) Accountability for community service needs, including governmental structure and operational efficiencies

- a) The Trinidad VFD is governed by the elected five-person Trinidad City Council.
- b) The Trinidad VFD supports the mutual social and economic interests of the Trinidad community by sustaining community-based fire protection services and establishing local governance for such services.

(7) Any other matter related to effective or efficient service delivery.

- a) The Trinidad VFD's response area generally matches the City limits of Trinidad, however, the City's current SOI is larger than the City boundary. It is recommended that this larger SOI be maintained, and further analyzed when the rest of the City's services are reviewed in a separate City MSR, scheduled for later in 2017.

3.4 Volunteer Fire Companies

Several volunteer fire companies (VFC) also exist within the North County Region of Humboldt County which have no tax-based support and rely largely on donations and various fundraising efforts from within their communities. Though these organizations are not strictly under the purview of LAFCo, they provide vital services to their communities and merit inclusion in fire-related discussions. These entities provide fire protection, as well as medical and rescue services. They include:



3.4.1 Orleans Volunteer Fire Department

Table 3-15. Contact Information

Contact:	Todd Salberg, Chief
Department Headquarters:	P.O. Box 312 38162 St Hwy 96 Orleans, CA 95556
Phone Number:	(530)627-3344/ (530)627-3601
Email	Roberta.ori@gmail.com
Website	https://www.facebook.com/OrleansVolunteers/
Types of Services:	Fire protection services including prevention, public education, preparedness and emergency medical response
Population Served:	1,600 residents (Department estimate)
Size of Response Area:	30.7 square miles
Number of Staff	20 volunteer, and 6+support (2016)

Department Operations

The Orleans Volunteer Fire Department (VFD), established in 1968, provides fire and BLS medical services to the community of Orleans. The community is located State Route 96, approximately seven miles south of the Humboldt County line and approximately 37 miles north of Willow Creek.

Community Demographics

There are approximately 250 housing units and 425 residents in Orleans, based on the 2010 Census Blocks²⁰. However, the Orleans VFD estimates that it serves upwards of 1,600 residents, with a seasonal increase of an additional 480 people. The Orleans VFD response area is 30.7 square miles (19,643 acres) and extends from two miles north of Weitchpec, north through Orleans and Somes Bar to Ti-Bar in Siskiyou County. See Figure 1 for the Company's response area and Table 3-16 below for details of the Company's responses and volunteers.

Orleans is identified as an unincorporated legacy community (ULC) within the Humboldt County Housing Element. A legacy community is defined as a place that meets the following criteria:

²⁰ Humboldt County (2014) Humboldt County Housing Element, Appendix G. "Detail of Infrastructure and Service Needs of Legacy Communities". Approved May 13, 2014.

- Contains 10 or more dwelling units in close proximity to one another;
- Is either within a city Sphere of Influence (SOI), is an island within a city boundary, or is geographically isolated and has existed for more than 50 years; and
- Has a median household income that is 80 percent or less than the statewide median household income.

There is one local agency service provider in Orleans, the Orleans Community Services District (CSD) which provides water service to the community. There are no community wastewater services provided in Orleans.

The Orleans community is in Disadvantaged Community Tract No. 06023010102 which has an estimated MHI of \$35,342 and qualifies as a DUC . Given the area's status as an identified legacy community and DUC, should territory in the surrounding area be evaluated for annexation, this disadvantaged community may be considered further.

Infrastructure and Services

The Department maintains a 1985 Kenworth Type Structure Engine (9711), a 1985 Ford F800 Type 3 Wildland Engine (9741), a 1973 Kenworth 3,500 gallon water tender (9751), and a 1988 Ford F250 Rescue Rig (9771). In 2015, Measure Z funding provided 6 new SCBAs and extra air tanks for Orleans VFD firefighters.

The Orleans VFD works in its community to provide hydrant hose boxes and train neighborhoods in their use (hydrants painted by school kids). The Orleans VFD continues to assist with the implementation of the community's Firewise Action Plan, including an annual Firewise day, landowner education, Firewise days at each of the local elementary schools, and other activities that will reduce the community's vulnerability to damage from wildfire.

The Department notes some of its current needs are to replace outdated vehicles, equipment, and personal protective equipment (PPEs). They also noted the need to restore or replace the deteriorating fire hall. Beyond equipment and infrastructure needs, the Department also noted challenges with recruiting and retaining younger members²¹.

Finances and Organization

Starting in 1955, the Orleans CSD began supplying water to the Orleans community, pursuant to Community Services District Law (Government Code Sections 61000-61226.5), and does not provide any other services at this time. All other remaining services, facilities, functions or powers (particularly fire-related services) enumerated in the District's principal act are considered to be "latent," meaning that they are authorized by the principal act under which the District is formed but are not being exercised.

The VFD's primary source of revenue comes from donations and fundraising efforts. Presently the Orleans VFD receives payments via Orleans CSD from the Prop 172 funds and the occasional check from Air Quality Control Board. Orleans VFD also has contracts with CAL FIRE and the Forest Service to work on large or long lasting fires for which they receive payment.

²¹ Humboldt County Fire Chief's Association (2015). Humboldt County Fire Chief's Association 2015 Annual Report. <http://www.humboldt.gov/Archive.aspx?ADID=1124>

The Orleans VFD could join the Orleans CSD to provide consistent funding, administration, and increased operations and emergency response services. Formalizing fire protection services under the Orleans CSD would require the activation of Orleans CSD's latent power to provide fire and rescue services in accordance with Government Code Section 56824.10 et seq. An application to LAFCo for the proposed latent powers activation and annexation of the full fire response area would be required. This approval would likely require approval of a special tax or assessment to provide a reliable funding source for continued fire protection services.

An alternate method for formalizing fire protection services provided by the Orleans VFD would be forming a new Fire Protection District with a separate governing board. Petition signature gathering and campaigning for district formation are often necessary to convince voters of the need to support establishing a new funding source (special tax or assessment) in order to ensure that fire protection services will be provided into the future.

Table 3-16. Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Veg. Fires	5	1	5	5	8	11
Struct. Fires	5	2	2	3	3	4
Other Fires	1	6	11	9	5	12
Veh. Acc.	11	10	3	10	4	11
Medicals	52	15	42	21	29	36
Haz/Menace	2	1	1	0	3	2
Public Assists	-	-	-	9	-	2
Others	3	4	7	11	3	4
Total Responses	79	38	71	68	55	82
% Medical	66%	39%	59%	31%	53%	49%
% Fire Response	20%	24%	25%	25%	29%	33%
Volunteer Hours						
Incident	640	-	2,130	2,965	2,970	2,765
Training	1,345	-	2,477	1,560	1,600	222
Maintenance	400	-	300	456	456	500
Fundraising	517	-	1,576	1,125	1,440	1,800
Total Hours	2,902	-	6,483	6,106	6,466	5,287
Personnel						
Volunteer	12	12	12	14	14	15
Support	4	4	6	9	9	9
Total Personnel	16	16	18	23	23	24

Source: Humboldt County Fire Chiefs' Association Annual Reports 2010-2015

3.4.2 Westhaven Volunteer Fire Department

Table 3-17. Contact Information

Contact:	Shawn Worth, Chief
Mailing Address:	P.O. Box 2143 Trinidad, CA 95570
Site Address	446/460 6 th Avenue Westhaven, CA 95570
Phone Number:	(707)677-0388 / (707)832-6575
Email	westhavenfire@gmail.com
Website	facebook.com/Westhaven-Volunteer-Fire-Dept-163005183719165/
Types of Services:	Fire Protection and Emergency Medical Services
Population Served:	857 (2010 Census)
Size of Response Area:	13 square miles
Number of Staff	12 Volunteer, 24 Auxiliary

Department Operations

Westhaven is located along Highway 101 approximately eight miles north of McKinleyville and approximately 3.5 miles south of Trinidad. Founded in 1950, the Westhaven Volunteer Fire Department (VFD) is a 501(c)3 non-profit organization supported solely by donations, grants, and an annual bake sale. Westhaven VFD has a primary response area of 13 square miles (8,464 acres) that includes 450 homes from Crannell and Clam Beach to the Trinidad city limits. The department has automatic and mutual aid agreements with other departments from Arcata to Orick. See Figure 1 for the Department's response area and Table 3-17 for details of the Company's responses and volunteers.

Community Demographics

There are approximately 413 housing units and 857 people in the Westhaven CDP, based on the 2010 Census. The Westhaven CSD provides drinking water to approximately 233 connections. There is no wastewater service provider within the community. The nearest wastewater system is located in McKinleyville approximately seven miles south of Westhaven, well beyond the feasible distance for service extension.

The Westhaven CDP is identified as an unincorporated legacy community (ULC) within the Humboldt County Housing Element . A legacy community is defined as a place that meets the following criteria:

- Contains 10 or more dwelling units in close proximity to one another;
- Is either within a city Sphere of Influence (SOI), is an island within a city boundary, or is geographically isolated and has existed for more than 50 years; and
- Has a median household income that is 80 percent or less than the statewide median household income.

The Westhaven-Moonstone CDP has an estimated MHI of \$50,536 and qualifies as a DUC. Given the area's status as an identified legacy community and a DUC, should territory in the surrounding area be evaluated for annexation, this disadvantaged community may be considered further.

Infrastructure and Services

In 2015 the Department also received a new ISO rating of 5/5X, greatly improved from the prior 10 rating. Based on an ISO audit, the Westhaven VFD is currently a class 5 in all response areas of the Department that are within 1,000 feet of a hydrant. The PPC for areas in which the Department has to supply water (categorized as more than 1,000 feet from a hydrant) is currently a class 5X.

All Westhaven VFD apparatus and equipment is funded through grants and donations. In 2015, Measure Z funded 12 SCBAs and several sets of turnouts for the Department. Apparatus used include an E8411 1963 Crown Fire Coach (1000 gpm/750gal), an A8444 1986 F350 E One(250 gpm/250 gal), an E8455 1975 Van Pelt (300 gpm/2500 gal) water tender, and a Rescue 8477 2001 Expedition 4x4.

The Westhaven VFD has identified that their fire station is not adequate to meet the needs of the department or modern-sized fire apparatus. The Westhaven VFD has begun an effort to secure funds to construct a 2-bay addition to the station. Such an addition would further improve service to the community.

Finances and Organization

Westhaven VFD's response area is located entirely within the boundaries of CSA #4. The Westhaven VFD is not affiliated with a special district and must depend solely on revenue generated from community donations, fundraisers, and grants. Westhaven VFD provides an important role in providing local response and coverage to CSA #4. The location of the Westhaven Fire Station and efforts to improve volunteer response capabilities has resulted in a reduced ISO rating for Westhaven Fire that serves to keep homeowners insurance premiums to a minimum.

The formation of a new Fire Protection District, or adding fire protection as an authorized service to an existing district (such as Westhaven CSD), would need to be accompanied by an adequate funding source, such as a special tax or assessment. Considering property owners within Westhaven are already funding services provided by CSA #4, it may be difficult to get community support for an additional tax or assessment.

Additional research should be conducted to determine whether a formal contract commonly referred to "assistance by hire" can be established between CSA #4 and Westhaven VFD to help reimburse costs and provide for more equitable and consistent funding. Such an agreement could provide for annual standby fees as well as minimum response fees for each incident response.

Table 3-18. Westhaven Volunteer Fire Company Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Veg. Fires	2	0	4	11	7	6
Struct. Fires	5	0	7	6	2	12
Other Fires	16	17	11	15	19	25
Veh. Acc.	13	1	14	9	4	14
Medicals	49	33	53	57	80	89
Haz/Menace	7	3	10	7	10	6
Public Assists	-	-	-	3	8	-
Others	7	2	3	0	3	1
Total Responses	99	56	102	108	133	153
% Medical	49%	59%	52%	53%	60%	58%
% Fire Response	23%	30%	22%	30%	21%	28%
Volunteer Hours						
Incident	825	-	1,251	1,301	1,480	1,480
Training	1600	-	1,320	1,122	1,100	1,100
Maintenance	225	-	167	134	95	95
Fundraising	500	-	2,472	2,603	2,500	2,762
Total Hours	3,150	-	5,210	5,160	5,175	5,437
Personnel						
Volunteer	15	15	12	11	13	12
Auxiliary	25	25	25	22	20	24
Total Personnel	40	40	37	33	33	36

Source: Humboldt County Fire Chiefs' Association Annual Reports 2010-2015

3.4.3 Yurok Tribe Volunteer Fire Department

Table 3-19. Contact Information

Contact:	Richard Myers, Chief
Mailing Address:	HC 67 P.O. Box 194 Hoopa, CA 95546
Phone Number:	(530)625-4130
Email	rmyers@yuroktribe.nsn.us
Website	http://www.yuroktribe.org/departments/police/
Population Served:	350
Size of Service Area:	80
Number of Staff	6 Volunteer, 10 auxiliary

Background

Formed in 2004, the Yurok Volunteer Fire Company provides fire protection services, including fire prevention, public education, preparedness and emergency response to the unincorporated community and surrounding territory. Current funding, equipment, and facilities are provided by the Yurok Tribe, and operates out of a fire station in Weitchpec. They serve an area of approximately 80 square miles, with approximately 350 residents.

Table 3-20. Yurok Tribe Volunteer Fire Company Department Numbers (2010-2015)

Year	2010	2011	2012	2013	2014	2015
Incident Responses						
Veg. Fires	11	-	13	11	22	25
Struct. Fires	6	-	3	6	2	3
Other Fires	10	-	6	15	4	4
Veh. Acc.	8	-	2	9	2	1
Medicals	21	-	9	57	4	2
Haz/Menace	0	-	0	7	-	-
Public Assists	-	-	-	3	-	-
Others	1	-	1	0	2	6
Total Responses	57	-	34	108	36	41
% Medical	37%	-	26%	53%	11%	5%
% Fire Response	47%	-	65%	30%	78%	78%
Volunteer Hours						
Incident	-	-	60	1,301	-	360
Training	-	-	40	1,122	-	40
Maintenance	-	-	40	134	-	20
Fundraising	-	-	20	2,603	-	40
Total Hours	-	-	160	5,160	-	460
Personnel						
Volunteer	-	-	10	11	10	6
Auxiliary	-	-	5	22	5	10
Total Personnel	-	-	15	33	15	16

Source: Humboldt County Fire Chiefs' Association Annual Reports 2010-2015

SERVICE CHARACTERISTICS AND OPPORTUNITIES

Fire protection service providers operate with limited resources and demonstrate a strong need for additional funding. Although local fire departments have demonstrated that they are very resourceful—using volunteers, surplus and donated equipment, and by working cooperatively to deliver services—the lack of sustainable funding levels results in disparities in levels of fire protection available. Some of the challenges associated with sustaining emergency fire and rescue services delivered by local fire departments include the following:

- Recruitment and retention of volunteers
- Community education, awareness, and support
- Changing community demographics
- Increased demand for service (including on state and federal lands/jurisdiction)
- Lack of funding
- Increased and demanding training standards/requirements
- Not having high enough levels of training
- Insurance burden (training, medical exams, etc.)
- Lack of administrative support

This chapter provides a summary of critical fire service considerations and recent planning efforts intended to improve fire protection services in Humboldt County. This chapter largely references information included in the Humboldt County Community Wildfire Protection Plan (2013) and other fire planning efforts conducted by Humboldt County Planning and Public Works staff.

4.1 Recruitment and Retention of Volunteers

Local fire departments cite recruitment and retention of volunteers as a significant obstacle to sustaining and improving emergency fire and rescue services. These departments face the same recruitment and retention limitations identified in national fire service studies: a more mobile society, more demands on time, both parents working, other involvements, demanding training standards, and an increasing number of alarms.

While the burdens on firefighters continue to grow, some departments are trying different tactics to entice new recruits. The following recruitment and retention strategies were identified as part of meetings held during April/May 2016 with fire service representatives of the Avenues Study Area, which are relevant for departments countywide:

- Offer incentives to new members
 - Voucher program

- Sleeper program
- Provide hands-on training rather than PowerPoint fire-rescue training
- Hold local training
- Encourage membership on a technical rescue team to develop unique skills
- Develop programs and partnerships to engage young adults (possibly teaching Wilderness First Responder Medical as an elective class)
- Develop an Fire Explorer Program for youth
- Conduct advertising and hold community events
 - Recruitment banners
 - Social media
 - Letters to the editor
 - Events to bring out the community (e.g., Barbeques, Bike Safety Fair, Musters, Blood Drive, Heartsaver CPR classes, etc.)
- Build a strong brand identity
- Encourage involvement from the business community
 - Arrangements to allow volunteers to respond from work
 - Give plaques to businesses who provide support to fire-rescue departments or employ volunteers
 - Engage with the Chamber of Commerce
- Develop programs to prepare people for what/who they will see at medical calls/traffic collisions

Additional considerations for recruitment and retention efforts include the following:

Plan Ahead for Response – Think Positive

- Assume that there will be a number of new recruits
- Time recruitment efforts to match training and orientation opportunities
- Consider the need for coordinated recruit training
- Have “on-boarding” materials to set the new recruits up for success (schedules, Standard Operating Procedures (SOPs), by laws, rules and regulations, expectations, benefits of membership, etc.)

Demonstrate Benefits of Being a Volunteer (Retention)

- Discounts or freebies at local stores
- Leave from local employers to respond to calls
- Pay per call
- Events to honor volunteers including awards
- Career development opportunity (steppingstone to paid work)
- Standing in the community/respect and admiration
- Become a part of the fire service family

Succession Planning (Retention)

- Officer development training
- Train members to be effective leaders/instructors
- Specialized training opportunities
 - Driver/Operator 1A/1B
 - Rope/Trench/Water rescue
 - EMT
 - HazMat FRO & Decon

4.2 Training

The lack of essential training and equipment are issues throughout the county. The development of fire and emergency services training facilities is critical to the delivery of emergency services. Humboldt County firefighters have varying and sometimes inadequate levels of training. Recognizing that approximately 92% of Humboldt County firefighters are volunteers—many of whom live in outlying areas—multiple and/or mobile training facilities may be required to support countywide training programs. For instance, fire departments along the Avenue of the Giants have identified the need for a regional training facility to improve volunteer participation in training programs. Providing all firefighters with necessary training will result in a more confident, capable, and reliable fire-fighting force prepared to deliver improved service to the citizens of the county. Addressing these fire protection resource-training issues is essential to local firefighters in meeting an established LOS standard. (Humboldt County Community Wildfire Protection Plan, Part III. Countywide Action Plan)

4.3 Response Times

Response times are largely dependent on two factors, the ability of appropriate fire personnel to reach the equipment at the fire station and the time it takes appropriate fire personnel and equipment to reach the scene of the incident. Fire station locations are a critical factor, but given response requirements (number of staff per apparatus, and number of staff to enter a building) the ability to get the appropriate number of personnel to the scene can be just as important. One trend that has been occurring is that more volunteers are working in areas other than the ones they serve. This means they are not available to respond to calls during working hours (Humboldt County Community Wildfire

Protection Plan, Part III. Countywide Action Plan). Providing sleeper programs has been identified as an opportunity to attract youth and other members of the community to live for free at the fire station in exchange for dedicated volunteer hours.

4.4 Level of Service

There is a significant difference between the Level of Service (LOS) available to residents in urban areas of the county and residents living in more remote rural areas. Local fire departments use formal and informal mutual-aid and automatic-aid agreements to augment provided levels of protection, yet LOS differences between communities persist.

LOS standards are important for the following reasons: 1) an established standard will improve the ability of real estate professionals, public safety personnel, and government officials to inform landowners and residents of the available level of fire protection; 2) it will support fire department grant requests to local, state, and federal funding sources for purchase of apparatus, equipment, and training to help meet standards; and 3) it will allow local governments to effectively plan for municipal service delivery and population growth.

The Humboldt County Fire Chief's Association has been working to develop level of service standards or criteria based on National Fire Protection Association 1720, Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Departments. The standards will need to be tiered, acknowledging that there are different expectations and capacities in rural, suburban, and urban environments. It has been determined that training level standards are the most critical focus area to begin this effort. (Humboldt County Community Wildfire Protection Plan, Part III. Countywide Action Plan)

ADDRESSING BOUNDARIES AND SERVICE AREAS

The issue of development occurring outside district boundaries has impacted local fire districts that continue to provide services without being reimbursed. This has further been complicated by changes to the State Subdivision Map Act, which now requires that all subdivision of parcels located in the State Responsibility Area (SRA) receive structural fire protection from a public agency or from another entity organized solely to provide fire protection services that is monitored and funded by a county or other public entity (Government Code Section 66474.02).

There are approximately 340,000 acres of privately owned property in Humboldt County within the SRA that are not located within the boundaries of a local fire district or other agency responsible for providing structural fire protection services that meet the standards of this law. Consequently, parcels in these areas cannot be subdivided without the provision of structural fire protection services that meet these requirements. Although fire-related districts, and volunteer fire companies not associated with districts, are commonly dispatched and respond to calls for service within most of these areas, they are not responsible for or obligated to provide such service and do not receive tax funding to do so, and therefore do not meet the definition of the law.

Fire planning efforts to date have generally identified and mapped logical future expansion/annexation areas for each existing district and where it makes sense to establish new districts or service areas for the provision of fire protection. Participants will need to refine and confirm the expansion and formation areas, work to make boundary changes were needed, and identify the most appropriate approach to providing structural fire protection services to areas that will inevitably still remain outside of any service boundary.

In addition, the amount of funding that will be required to ensure sustainable ongoing structural fire protection to the community will need to be determined. Traditional funding sources are limited to existing or increased special assessments and special taxes, new special assessments and special taxes, and property tax revenue exchange from the County to districts. Funding agreements may also be used, such as the agreements between fire districts and lumber companies to protect mill sites located outside district boundaries. Funding is likely the most challenging hurdle to achieving the goal. Funding solutions will vary based on geographic area or service area and could involve more than one funding source.

The following sections provide a range of boundary change options that can be used to address the mismatch between fire-related district boundaries and where the fire service provider delivers emergency response on a regular basis.

5.1 Annexation

Annexation, or the expansion of an agency's jurisdictional boundary, is an effective way to address the problem of districts providing services outside their jurisdictional boundaries without a sustainable revenue source. Annexation enables districts to extend its current funding sources (property taxes and special assessments) into the annexation area from

which the fire district can rely upon into the future and improve service delivery. In addition, the new district boundaries would clearly define service responsibilities for the benefit of neighboring fire service providers, land use authorities, the public and other service providers.

Many of the potential fire service annexation areas are very large; in some instances larger than the existing district. This may not be an issue for Fire Protection Districts, which are single-purpose special districts that provide only fire protection services. However, annexation of large areas by a district that provides water or sewer (and that does not currently provide those services to the annexation area) may be considered growth inducing, which will create additional complexity and potentially require additional environmental review. The district may propose, and LAFCo may accept, that the annexation area would be a new service zone where only fire protection services are authorized to be provided.

Annexations can be initiated by a district or a landowner proposing development. LAFCo annexation processing and costs would be made the responsibility of the applicant. The environmental effects of annexation must be analyzed and the analysis should include document compliance with all of the applicable state and local LAFCo statutes and policies. It should be noted that LAFCOs in California have approved fire district annexations of areas that currently receive out of district fire protection service provided by a fire district with the use of CEQA exemptions.

Annexations to fire protection districts that have the consent of all landowners could occur without a LAFCo hearing (Government Code Section 56663). This reduces the cost and time involved in an annexation process. Regardless of hearing, a LAFCo change in organization application must be prepared, including a plan for service and possibly a modified Municipal Service Review. The LAFCo Executive Officer evaluates the application based on the required state statutes and local policy criteria to make the required findings. There are also State Board of Equalization costs associated with changes in tax rate areas that are mapped for districts receiving property taxes.

5.2 District Formation

The formation of a new fire protection district is appropriate for formalizing the services of a volunteer fire company (VFC), but must provide for a sustainable revenue source. VFCs are funded through a range of sources including: donations, revenue for covering CAL FIRE stations, grants, and fundraising. Fundraising can require a significant amount of time and energy and revenue can vary significantly from year to year. The formation of fire districts combined with the establishment of a new tax or assessment ensures that small VFCs that previously relied solely on fundraising can become self-sufficient and stable agencies, thereby providing a higher level of fire protection for their communities.

Additionally, fire-related districts are official government agencies which are eligible for grants such as the annual Federal Assistance to Firefighters grant program and pre and post disaster grant programs funded through FEMA. Currently, many VFCs in the County are not official government organizations and therefore are ineligible to receive some grants and other types of funding and assistance. Formalizing the services of a VFC to a Fire Protection District would solve this problem.

District formation would involve approval by LAFCo, and if the area is inhabited, an election would need to be held. Like annexations, district formations that have the consent

of all land owners can occur without a hearing and can result in cost savings. The process would be similar to the process described above for an annexation. A new district would not receive property tax revenue and would therefore not trigger the need and cost for BOE mapping. As described in the annexation discussion above, a new tax or assessment approved by the registered voters or property owners of the subdivision would be required to provide sustainable fire protection services through the new district, which would involve time and expense. In addition, a Mello Roos Community Facilities District could be formed by the County and would simplify the process of establishing a special tax.

Many other California counties use County Service Areas (CSA), dependent special districts governed by the County Board of Supervisors, to provide fire protection services in the unincorporated area. Shasta County, for example, established CSA #1/Shasta County Fire Department (SCFD), which provides fire protection to all areas of the county outside existing fire protections districts and cities providing fire protection. The SCFD contracts with CAL FIRE to provide all department administration and operations functions. In addition, the SCFD supports 17 volunteer fire companies by providing oversight, administrative support, training, maintenance, funding, and dispatching. (Humboldt County Master Fire Protection Plan, Appendix A, Financing).

5.3 Contracts for Service

It is very common for counties to contract with CAL FIRE or city or district fire departments for fire protection services for the unincorporated area. For example, CSA 4 in Trinidad utilizes a property owner-funded Amador agreement to contract with CAL FIRE for year-round structural fire protection services to the unincorporated area. However, increases in costs from CAL FIRE make it difficult to fund and support new and existing Amador agreements.

In addition to counties, existing districts can contract with other fire-related districts as part of a functional consolidation or for an assistance-by hire arrangement to improve response times or service levels. However, starting on January 1, 2016, certain fire protection contracts will require LAFCo approval. SB 239 (Hertzberg) adds Government Code section 56134 to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, (Government Code section 56000 et seq.) establishing new procedures for the approval of these contracts entered into by both local and state agencies.

SB 239 applies to contracts for the exercise of new or extended fire protection services outside a public agency's jurisdictional boundaries that meet either of these threshold conditions: (1) transfers responsibility for providing services in more than 25 percent of a receiving agency's jurisdictional area; or (2) changes the employment status of more than 25 percent of the employees of any public agency affected by the contract. LAFCo's oversight also applies to instances where a combination of contracts results in the above threshold conditions. SB 239, however, expressly excludes from its requirements mutual aid agreements, including those entered into under the California Emergency Services Act (Government Code section 8550 et seq.), or Fire Protection District Law of 1987 (Health & Safety Code section 13800 et seq.). By its terms, SB 239 does not appear to apply to an extension of a fire protection contract unless one of the above threshold conditions is triggered. Arguably, modifications to existing contracts merely extending the term of the contract would not likely trigger the SB 239 requirements.

To initiate the process, an agency must adopt a resolution of application after a noticed public hearing, and either obtain the consent of all applicable recognized employee organizations representing firefighters, or provide the recognized employee organizations, and each affected public agency, at least 30 days advanced notice of the public hearing together with a copy of the fire protection contract. For contracts between a state and local agency, the application must also be approved by the Director of the Department of Finance. The application must be submitted with a plan for services, which must include information delineated in Government Code section 56134, and an independent comprehensive fiscal analysis. This analysis must review the plan for services, include a cost analysis with cost comparisons with other like providers with similar service areas, populations and geographic size, a determination of the costs to the agency providing the new or extended fire protection services, and a determination that the affected territory will receive revenues sufficient to provide the services and provide for a reasonable reserve during the first three fiscal years of the contract.

Once an application is complete, LAFCo must consider the contract at a public hearing. LAFCo may not approve the contract unless it either determines, among other things, that the agency providing the services will have sufficient revenue to provide the services and provide for a reasonable reserve for three years following the effective date of the contract, or it conditions approval on the concurrent approval of sufficient revenue sources. (New Contract Procedures, BB&K, Paula C.P. de Sousa Mills, December 2015).

5.4 Activation of Latent Powers

There are instances where an existing multi-purpose special district, such as a community services district, can expand its services to include fire protection and rescue delivered by a non-district VFC. For instance, the Orleans VFD could formalize its services under the Orleans Community Services District, which currently provides water services to the community of Orleans.

Government Code sections 56824.10 through 56824.14 govern LAFCo's proceedings and the application process for the activation of latent powers, including the requirement to submit a specialized, comprehensive Plan for Service. Government Code Section 56824.12 requires that the Plan for Service contains the district's financing plan to establish and provide the new service, the estimated cost to provide the service, the estimated cost to the customers, the potential fiscal impacts to customers of existing service providers, and alternatives to activating the latent power, including alternative service providers. LAFCo is statutorily prohibited from approving the activation of a latent power unless the Commission determines that the special district will have sufficient revenues to carry out the new service. Therefore, the activation of latent powers would likely require a new tax or assessment approved by the registered voters or property owners to provide sustainable fire protection services through the CSD on behalf of the VFC. These funding sources are described in more detail below.

5.5 Funding Sources for Boundary Changes

Traditional funding sources are limited to special assessments and special taxes, and property tax revenue exchange from the County to districts. A description of these funding sources are described below.

Special tax: A special tax requires that a resolution or ordinance be adopted that finds a reasonable relationship between the tax and the service to be provided and specifying the type of tax, the tax rate to be levied, and the method of collection. Special taxes must be approved by a two-thirds majority of voters casting ballots.

Special Assessment: A special assessment requires the preparation of an engineer's report that identifies the area subject to the assessment, the special benefit that would be received by property, a cost estimate, and a demonstration that the cost of the special benefit is spread to property in proportion to the benefit received. A 45-day notice is given to property owners that includes a protest ballot and information about the hearing scheduled to allow protest ballots to be counted. A special assessment is approved if weighted protest ballots equaling 50 percent or less of total benefit/value of the assessment are received.

Property Tax: Property tax revenue exchange negotiations for annexation areas are limited to those existing districts that currently receive property taxes within their existing district boundaries. Negotiations for the sharing of real property ad valorem taxes is authorized by Section 99(d) and 99.01 of the California Revenue and Taxation Code. Considering the base value of property taxes collected are currently committed, it is likely that annexing districts may only receive a share of property tax revenue attributable to the change in base value (i.e., property tax growth).

RECOMMENDATIONS

Defining spheres of influence for special districts is an important planning responsibility of LAFCo. Municipal service reviews must be prepared prior to, or in conjunction with, the establishment or update of spheres of influence. It is therefore recommended that the spheres of influence for the fire-related districts included in this service review be expanded to correspond with the fire response areas that have been mapped for each district, With the exception of the City of Trinidad (and Trinidad VFD). It is recommended that the City of Trinidad SOI remain the same.

The above mentioned response area boundaries have been defined as to reduce overlap and to designate the primary responder to the designated areas. These boundaries to not reflect the important mutual aid responses and reciprocal agreements that departments have established over time.

These sphere changes will help define where out of district services are currently being provided and will support future boundary change or reorganization options. Clearly defining district boundaries and establishing reliable sources of revenue will ensure a higher level of fire protection to the community. LAFCo is eager to work with the County, the districts, and the communities they serve to find the best service options and to develop sustainable, on-going funding sources to support fire protection into the future.

RESOLUTION NO. 17-04**APPROVING THE NORTH COUNTY REGIONAL FIRE SERVICES MUNICIPAL SERVICE REVIEW AND UPDATING THE SPHERES OF INFLUENCE FOR COUNTY SERVICE AREA NO. 4, ORICK CSD, AND CITY OF TRINIDAD (TRINIDAD VFD)**

WHEREAS, the Humboldt Local Agency Formation Commission, hereinafter referred to as the "Commission", conducts studies of the provision of municipal services in conjunction with reviewing the spheres of influence of the local governmental agencies whose jurisdictions are within Humboldt County; and

WHEREAS, the Commission prepared a North County Regional Fire Services Municipal Service Review to evaluate the availability and performance of governmental services provided by fire-related districts within the designated study area pursuant to California Government Code Section 56430; and

WHEREAS, the North County Regional Fire Services Municipal Service Review included sphere of influence recommendations for each fire-related district; and

WHEREAS, a staff report was presented to the Commission in the manner provided by law; and

WHEREAS, sufficient hearing notice was published in the form and manner provided by law; and

WHEREAS, the Commission heard and fully considered all the evidence presented at a public hearing held on January 18, 2017; and

WHEREAS, the Commission considered all the factors required under California Government Code Section 56425.

NOW, THEREFORE, BE IT RESOLVED by the Commission as follows:

1. The Commission hereby accepts the North County Regional Fire Services Municipal Service Review, incorporated herein by reference.
2. The spheres of influence for each fire-related district included within the Municipal Service Review have been appropriately informed by the Commission's evaluation of the level and range of governmental services provided.
3. The spheres of influence for each fire-related district are amended and updated, as described in the report determinations and as depicted in Exhibit A. This includes expanding the spheres of influence to match non-district response areas for County Service Area No. 4 and Orick CSD, and no change to the

existing sphere of influence for the City of Trinidad that currently extends beyond the City's boundary and fire response area.

4. The Commission, as lead agency, finds the sphere of influence updates are exempt from further review under the California Environmental Quality Act (CEQA) pursuant to Title 14 of the California Code of Regulations, Chapter 3 CEQA Guidelines, 15061(b)(3). This finding is based on the Commission determining with certainty the update will have no possibility of significantly affecting the environment given it does not involve development or a change in the manner for which an existing service is provided.
5. Each fire-related district provided confirmation of the level and range of services provided. Accordingly, the Commission waives the requirement for a written statement of services prescribed under Government Code Section 56425(i).
6. Pursuant to Government Code Section 56425(e), the Commission makes the written statement of determinations included in the attached Exhibit B.
7. The Executive Officer shall revise the official records of the Commission to reflect the updated spheres of influence for each district.

PASSED AND ADOPTED at a meeting of the Humboldt Local Agency Formation Commission on the 18th day of January 2017, by the following roll call vote:

AYES:	Commissioners:
NOES:	Commissioners:
ABSENT:	Commissioners:
ABSTAIN:	Commissioners:

Virginia Bass, Chair
Humboldt LAFCo

Attest:

George Williamson, Executive Officer
Humboldt LAFCo

**EXHIBIT B
STATEMENT OF DETERMINATIONS**

**COUNTY SERVICE AREA NO. 4, ORICK CSD, AND
CITY OF TRINIDAD (TRINIDAD VFD)
SPHERE OF INFLUENCE UPDATES 2017**

1. The Present and Planned Land Uses in the Area

The Humboldt County Framework General Plan designates most of the lands included within the district boundaries and non-district response areas (recommended sphere areas) for agricultural, timber, and rural residential development. In addition, territory included within the Orick Community Plan and the Trinidad Area Local Coastal Program are subject to the land use policies contained in these community plans, in addition to the Framework Plan and Zoning Regulations.

2. The Present and Probable Need for Public Services in the Area

There is a present and continued need for fire protection, first responder medical aid, and vehicle accident response services throughout the recommended sphere areas. The Districts currently provide year-round fire protection and emergency services to their non-district response areas even though they are under no obligation to do so and receive no compensation for their service, other than donations.

3. The Present Capacity and Adequacy of Public Services

The regional municipal service review indicates the districts' current fire protection services are adequate to meet present community needs while identifying several areas where service needs should to be addressed. The lack of essential training and equipment, the increasing demands and costs of providing services, and the difficulty in recruiting and retaining volunteers are issues for all fire service providers throughout the county. In addition, issues relating to sustainable funding levels and the ability to respond to development outside district boundaries needs to be addressed for local fire service providers in a comprehensive manner. Updating the spheres of influence to include the out of district response areas will support the expansion of existing district boundaries or other changes of organization or reorganization, as a means to provide fire protection services to areas outside of fire district boundaries.

4. The Existence of Relevant Social or Economic Communities of Interest

The affected territory within the expanded sphere areas has established strong social and economic interdependencies with the districts because they receive services on a goodwill basis. These ties are affirmed and strengthened by these sphere updates.

5. The Present and Probable Need for the Services for Any Disadvantaged Unincorporated Community within the Area

While the affected territory within the expanded sphere areas surrounding the Districts may qualify as "disadvantaged unincorporated communities", the districts have effective mutual and automatic aid agreements with neighboring agencies and are providing goodwill services to these areas. Therefore, there exists no disadvantaged unincorporated communities that are not already receiving some level of fire protection services in the sphere areas. However, should the non-district response areas be evaluated for annexation in the future, disadvantaged communities in the region should be considered further.



AGENDA ITEM 8A

MEETING: January 18, 2017
TO: Humboldt LAFCo Commissioners
FROM: Colette Metz, Administrator
SUBJECT: **CALAFCO Conference Report Out**

The CALAFCO annual conference was held October 26-28 in Santa Barbara. Commissioners Bass, Fennell, Lake and McPherson attended, as well as Legal Counsel Brisso and Administrator Metz.

All of the conference presentations are now posted online on the new CALAFCO website at www.calafco.org. You must be logged into the Members section, then go to the Education tab, and click the Conferences & Workshops link.

To log-in as a new user, go to www.calafco.org/user and select Create New Account. Once you have entered your desired user name and e-mail address, CALAFCO will be notified and approve you. You will then get a follow-up email from the system and have full access to resources on the CALAFCO website.



AGENDA ITEM 8B

MEETING: January 18, 2017
TO: Humboldt LAFCo Commissioners
FROM: Colette Metz, Administrator
SUBJECT: **Strategy Session for 2017 Work Plan**

With the beginning of a new year, staff is proposing to hold a strategy session with the Commission to discuss activities and priorities for 2017. The following questions were sent out prior to the meeting to generate input. Six responses were received as summarized below. There will be an opportunity to further discuss emerging concepts, interests, and priorities during the strategy session.

1. What do you think is LAFCo's most significant contribution to member agencies and the community?

Responses focused on the primary policy directives of LAFCo including encouraging logical growth, preserving agricultural land and water resources. In addition, there was a strong theme towards the role of LAFCo as an independent group that can facilitate communication and consensus between public agencies on issues related to public services. There is an appreciation for the knowledge and experience that staff brings to the table and the outcomes of LAFCo decisions affecting both short-term and long-term interests.

2. What are ways we can improve the overall understanding of LAFCo's role among member agencies and the community?

- I just finished reading "What is LAFCo?" I would like these little introductions sent to all the member agencies with the possibility for follow-up by staff on any questions.
- Maybe more news items in local papers/websites, explaining some of the issues we deal with, like annexations, water issues, and inviting the community to our meetings.
- Perhaps more info out in the media. Seems like an interesting "my word" could be composed that could talk about all the efforts with the Fire Districts (as an example). As we say with the last Grand Jury report there is confusion over what LAFCo can or cannot do. Have other LAFCos had success in getting information out to the community about what they do? As far as the other agencies go it could be helpful to host some type of LAFCo 101 but more general.
- Our EO and support staff do a good job of representing LAFCo at local meetings and events and should keep doing so. Possibly more articles in local newspapers about the activities of LAFCo.

- Community education about LAFCOs role in community development.
- LAFCo might consider staff visiting member agencies with brief public presentation on role of LAFCo, agency jurisdiction vs SOI, importance and role of MSR, basics of out-of-area service issues, etc.

3. What are ways we can provide more support or resources to member agencies?

- Same as #2
- Possibly, have brainstorm sessions, discussions outside of our meeting schedule.
- Well, following on the last question....many of them probably don't know what they CAN ask for. A good first step is making them aware of how LAFCo may be helpful to them.
- Do a good job now. Maybe a specific handbook for agencies on how LAFCo can be used to their benefit. Templates on completing sphere of influence studies etc.
- More communication--maybe quarterly LAFCo update to agencies on general LAFCo issues, or at least communications of general nature when issues arise.

4. What are the most critical issues and challenges facing LAFCo?

There is interest in LAFCo taking a more prominent role in addressing infrastructure needs for existing and proposed development, and providing technical assistance to small agencies that may need assistance with required application submissions. "Assuring/convincing member agencies we are here to help, not hinder, reasonable development and extension of services while meeting state and county requirements..."

There is some anticipation that cannabis may result in changes affecting LAFCo and that sea level rise will need to be a bigger consideration for existing and future development. There is interest in interacting more with CALAFCO on issues affecting the entire state, including a number of state overrides that is reducing LAFCo's authority at a local level. There is also concern about increasing workload and staff getting stretched a bit thin.

5. Should updating policies and procedures be a staff priority in 2017? If so, what topic areas would be useful to guide decision making? (Currently our Commission has administrative policies, outside agency services policies, and MSR policies.)

- Yes...I have run into a couple areas where I think policies need some minor changes and at the CALAFCO conference was made aware of other issues we should be sure the policies adequately cover.
- I think we can rely on CALAFCO to see what other local commissions are doing with policy updates. Local staff does not have to totally re-invent the wheel.

- Certainly we should keep our policies and services updated, and again, discussions outside of meetings might be very helpful...
- If older than 8 years - yes they should be put on a timeline for updating.
- How long have the current policies been in operation? Is there a demonstrated need to modify certain areas due to changes in law?
- As a new commissioner, I am still learning these things.
- Topic areas, not sure what this means, but, 1. Doing what can be done to encourage good representation from agencies to LAFCo. 2. Finding or doing an exercise involving long-range planning. What do we envision Humboldt County will look like in 10 years, 30 years and what does that mean related to the work of LAFCo.

6. How satisfied are you with each of the following? (ranking question)

- a. MSR/SOI Schedule – 50% very satisfied, 50% somewhat satisfied
- b. MSR/SOI Content – 100% very satisfied
- c. Application Processing – 66.67% very satisfied, 33.33% somewhat satisfied
- d. Staff Reports – 83.33% very satisfied, 16.67% somewhat satisfied
- e. Budget – 83.33% very satisfied, 16.67% somewhat satisfied
- f. Website – 50% very satisfied, 33.33% somewhat satisfied, 16.67% neither satisfied nor dissatisfied
- g. Member Agency Interaction – 50% very satisfied, 50% somewhat satisfied

7. What could be improved or addressed in 2017?

- I am very pleased with staff, and the products they produce. See # 2 above.
- See 2 and 5
- Possibly, more interaction between staff and commissioners.
- Well, for me it would be a different meeting date as I have a conflict on all but 2 of the meetings this year.
- Updating of dated material. Prioritizing the major interests of LAFCo in meeting state requirements and assisting smaller agencies in doing so. Exploring any influence the Commission may have in moving project along in a more timely fashion.
- Updating the website

8. What is one thing that would make a difference in your Commissioner role or increase your enthusiasm for LAFCo?

- I think it would be valuable for me to attend a statewide conference.

- My attendance to CALAFCo meetings has help me understand my role as a commissioner (better). I come back with new ideas and understanding.
- My first attendance at CALAFCo was very rewarding.
- LAFCo is such a strange creature compared to other commissions...but I can't think of anything off hand that I can suggest in answer to your question.
- Just having the opportunity to receive information that will enhance the understanding of our roles and influence LAFCo can really have on local agencies.
- Enthusiasm is outstanding. I would appreciate a hard copy of the items addressed at the meetings mailed automatically at least a week before the meetings. Emailed a couple of weeks earlier for review. New items coming before LAFCo emailed as needed.

9. Please add any additional thoughts or suggestions.

- I have the highest regard for LAFCo staff and my fellow commissioners. I look forward to the meetings.
- Maybe the staff and the commissioners should meet, in an informal brown bag way "occasionally", and discuss services, policies, etc.
- Sorry I don't have any amazing suggestions for you guys....seems like I think of things throughout the year as they come up but can't think of things now.
- Staff does a great job!
- One of my biggest take-aways from CALAFCo was how relatively good (and in some ways easy) we have it in Humboldt County. Some other jurisdictions run into fairly nasty and almost impossible to resolve issues related to development EIRs, conflicts between LAFCo and member agencies and/or developers, etc. Up here, we seem to be able to "play well with others"--much of which is probably a product of not being a venue for big developments.



AGENDA ITEM 8C

MEETING: January 18, 2017
TO: Humboldt LAFCo Commissioners
FROM: Colette Metz, Administrator
SUBJECT: **Status of Current and Future Proposals**
The Commission will receive a report summarizing active on future proposals. This report is being presented for information only.

BACKGROUND

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 delegates Local Agency Formation Commissions (LAFCOs) with regulatory and planning duties to coordinate the logical formation and development of local governmental agencies. This includes approving or disapproving proposals for annexation, sphere of influence amendments, and outside agency service requests.

DISCUSSION

Following is a summary of active and future proposals.

Active Proposals

There are currently two (2) active applications on file with the Commission, as follows:

City of Fortuna Strongs Creek Annexation

Conducting authority (protest) proceedings have been completed (see agenda item 6A). Staff is awaiting submittal of a map and boundary description for condition compliance. Once received a Certificate of Completion will be recorded and a Statement of Boundary Change Filing will be sent to the State Board of Equalization.

Samoa Peninsula Fire District Reorganization to a CSD

The Samoa Peninsula FPD has filed a reorganization application with LAFCo, consisting of dissolution of the SPFPD and formation of a new CSD. As proposed, the SPFPD would be reorganized to a CSD for purposes of providing expanded services to the Peninsula. Staff has sent a referral to agencies for early notification and comment, and SHN is preparing an operational plan, infrastructure analysis, and rate recommendations for the new CSD. A meeting was held with County staff and SPFPD to discuss a property tax exchange agreement for the reorganization.

Future Proposals

There are several potential new proposals to the Commission in the near future based on discussions with proponents. A summary of these anticipated proposals follows.

City of Arcata - 1705 Buttermilk Lane Annexation

Received city referral and provided comments on proposal to annex a single parcel due to failure of an existing septic system. The extension of services outside the city

boundary would require the property be located in the city's urban services boundary for water and sewer services.

City of Arcata Creekside Homes Annexation

LAFCo staff attended the City's EIR scoping meeting on March 10, 2016, and provided comments as responsible agency. LAFCo staff also attended a meeting with the City and project representatives on May 4, 2016. The project proposes the annexation, rezoning, and subdivision of parcel 505-161-011 located at 2000 Foster Avenue near the Foster Avenue and "Q" Street intersection.

Humboldt CSD Indianola Area Annexation

Humboldt CSD has informed LAFCo staff that they are proceeding with evaluating the annexation and provision of water services to the Indianola area.

Fires Services Coordination Efforts

A portion of Measure Z funds granted to the Humboldt County Fire Chiefs Association is focused on sustainable community fire protection to address the lack of complete community coverage and sustainable revenue. Thus far, efforts have been focused on determining the feasibility of district expansions in Petrolia, Garberville, Rio Dell (in collaboration with Scotia, Redcrest, and Shively), and in the "Mad River/Redwood Creek Study Area". Additionally, meetings have been held in the "Avenues Study Area" to address service needs and opportunities in coordination with local fire departments.

RECOMMENDATION

Staff recommends the Commission receive and file this report.

CALAFCO Board and Staff Changes

Results of the recent CALAFCO Board of Directors elections netted no new Board members for 2017. All incumbent Board members won their election, so the Board of Directors membership stays the same.

At the October Board meeting during the Annual Conference, the appointment of **Carolyn Emery** (Orange LAFCo) was made to represent the southern region as the Deputy Executive Officer (DEO). We said farewell to **Paul Novak** who served in this role for the past two years.

CALAFCO Board 2017 Committees

At their December 9 meeting, the CALAFCO Board appointed members to the 2017 standing committees as follows:

Legislative Committee

Bill Connelly (North)
Jim Curatalo (South)
Shiva Frentzen (Central)
William Kirby (At-Large)
John Leopold (Coastal)
Mike McGill (At-Large)

Gay Jones (a) (At-Large)
Michael Kelley (a) (South)
Anita Paque (a) (Central)
Sblend Sblendorio (a) (Coastal)
Josh Susman (a) (North)

Nominations Committee

Cheryl Brothers
Shiva Frentzen
John Leopold (Chair)
Josh Susman

Awards Committee

Mike Kelley
Gerard McCallum
John Marchand
Anita Paque
Ricky Samayoa (Chair)

2017 Annual Conference

Jim Curatalo
Bill Kirby (Chair)
Sblend Sblendorio
Josh Susman

Conferences and Workshops Update

2016 ANNUAL CONFERENCE A SUCCESS



A final Conference report was provided to the Board on December 9. The Conference was held October 26 - 28 in Santa Barbara at the beautiful Fess Parker DoubleTree. Our theme this year was **Orchards to Oceans: Balancing California's Diversity**, and the host was Santa Barbara LAFCo. Approximately 285 commissioners, staff, associate members, guests and speakers attended the Conference. A total of 48 LAFCos were represented.

Participant evaluations rated the overall experience a 5.2 out of 6.0 with an evaluation return rate of 25%. While the books are still being finalized, it appears that financially the Conference was a success. We had a total of \$19,500 in sponsorship revenue, with 16 total sponsors of varying levels. CALAFCO thanks all of our sponsors for your support and participation in this event.

Our program and speaker lineup was diverse, and highlighted by our luncheon keynote speaker Jean-Michel Cousteau.

CALAFCO wishes to thank our host, Santa Barbara LAFCo, for all of their work in planning the mobile workshop, lining up the luncheon keynote speaker, and tending to many of the details. In particular, we thank **Jeff Moorhouse**, **Roger Welt**, **Paul Hood**, **Michael Allen** and **Jacquelyne Alexander**. We also thank Conference Chair **Sblend Sblendorio**, Program Committee Chair **David Church**, everyone who worked to plan the program and all of you who volunteered and helped on site.

All program presentations were placed on the CALAFCO website the week after the Conference.



2017 STAFF WORKSHOP

The 2017 Staff Workshop is set for April 5-7, 2017 at the beautiful Doubletree by Hilton in downtown Fresno. Our host for this workshop will be Fresno LAFCo. The Program Planning Committee will begin their work the first week of January.

CALAFCO Congratulates the 2016 Annual Achievement Award Recipients

CALAFCO wishes to congratulate all of this year's nominees, and especially those who received the 2016 Achievement Award.

- ❖ Outstanding Commissioner - **Don Tatzin** (Contra Costa LAFCo)
- ❖ Outstanding LAFCo Clerk - **Cheryl Carter-Benjamin** (Orange LAFCo)
- ❖ Outstanding LAFCo Professional - **Steve Lucas** (Butte LAFCo)
- ❖ Distinguished Service - **Peter Brundage** (Sacramento LAFCo)
- ❖ Project of the Year - **Countywide Water Study** (Marin LAFCo)
- ❖ Government Leadership - **Southern Region of CALAFCO**
- ❖ Most Effective Commission - **San Luis Obispo LAFCo**
- ❖ Outstanding CALAFCO Member - **John Leopold** (Santa Cruz LAFCo)
- ❖ Lifetime Achievement - **Bob Braitman** (Retired EO) and **Ed Robey** (Lake LAFCo)



News from the Board of Directors

CALAFCO QUARTERLY

December 2016
Page 2



CALAFCO Board Actions

The Board met on October 28 and appointed the staff members of the 2017 Legislative Committee and adopted their 2017 meeting calendar.



During the Board's meeting on December 9, they took the following actions:

- ◆ Received and filed the 1st quarter financial reports
- ◆ Received and filed the Annual Conference report
- ◆ Heard a presentation from Erin Gilhuly, President of CV Strategies and agreed to consider a change in scope of work for next year's contract
- ◆ Decided on the priority topics for their January Strategic Planning Workshop
- ◆ Unanimously approved the 2017 legislative priorities.

CALAFCO White Papers and Other Publications

The White Paper on the **Sustainable Groundwater Management Act (SGMA) and LAFcos** is being released the last week of December on the website and will be widely distributed the first week of January. The purpose of this paper is to summarize how SGMA will impact LAFcos across the state.

We are currently partnering with the American Farmland Trust (AFT) on a White Paper on **Ag Policies**. Work on this project is underway with an anticipated July completion date.

At the Annual Conference CALAFCO introduced the publications completed in collaboration with the CA Special Districts Association (CSDA). The first is a **Special District Formation Guide**. The Guide is intended as informational only and not written to promote or discourage the formation of a special district. The intent is to inform anyone considering forming a special district of the many factors involved and resources needed. The other publication distributed is the **Countywide RDA Oversight Board Special District Appointments Guide**. The Guide is an informational document on the process of appointing special district representatives to countywide oversight boards, and provides guidance on potential questions related to the process of RDA Oversight Board consolidations and the appointment of special district representatives to those Boards. Both of these Guides are on the CALAFCO website.

CALAFCO Legislative Update

This was a very full legislative year for CALAFCO. A full legislative update was provided to the membership at the Annual Conference in late October.

The new Legislature has convened and is currently in recess until January 4. It is expected to be another full year.

During their December 9 meeting, the CALAFCO Board of Directors deliberated at length about the 2017 legislative priorities. In the end, they unanimously decided to sponsor an Omnibus bill that contains only changes addressing risks and vulnerabilities for LAFcos. Further, the Association's focus in 2017 will be on those things that place our members in a vulnerable position. As a result, we will be working



on things that follow-up recommendations and opportunities identified in our written testimony to the Little Hoover Commission. We will also be working closely with CSDA and the Healthcare Districts Association in addressing issues that were identified in 2016 as a result of legislation.

CALAFCO will sponsor a bill that addresses the ongoing legal concerns of Government Code Section 56653 (previous attempts in 2015 and 2016 were unsuccessful), and co-sponsor a bill with CSDA that simplifies the process of seating special districts on LAFco (this process will remain voluntary).

We continue to be engaged with the Administration and Water Board on drinking water accessibility issues, and expect another bill similar to last year's SB 1318 (Wolk) to be introduced again.

CALAFCO has been asked to engage with OPR and the Strategic Growth Council in the creation of a Guide pertaining to Urban Growth Management.



CALAFCO Associate Members' Corner

This section highlights our Associate Members. The information below is provided to CALAFCO by the Associate member upon joining the Association. All Associate member information can be found in the CALAFCO Member Directory.

We are pleased to welcome a new Silver Associate Member to CALAFCO, the Santa Ynez CSD.

Santa Ynez Community Services District



SANTA YNEZ
COMMUNITY SERVICES DISTRICT

Founded in 1971, the **Santa Ynez Community Services District** provides wastewater collection and transportation and street lighting, serving approximately 688 wastewater connections. Effluent collected by the District is treated at the City of Solvang wastewater treatment plant. For more information about the District, visit their website at www.sycsd.com, or contact the General Manager Jeff Hodge at jhodge@sycsd.com.



City of Rancho Mirage

The **City of Rancho Mirage** has been a Silver Associate Member since July 2010. With a population of just over 18,000, the **City of Rancho Mirage** is located in the County of Riverside. The City offers an abundant amount of sunshine, great climate, and related resort-style living. For more information about the City, contact the City Manager Randy Bynder at randalb@ranchomirageca.gov, or visit the website at www.ci.rancho-mirage.ca.us.

News from the Board of Directors **CALAFCO QUARTERLY**

December 2016

Page 3



Lamphier-Gregory

A Silver Associate Member since September 2010, **Lamphier-Gregory** provides on-call planning and environmental consultant services to various LAFCoS including Alameda and Contra Costa on long-term contracts. For more information about **Lamphier-Gregory**, visit their website at www.lamphier-gregory.com or contact Senior Planner Nathaniel Taylor at ntaylor@lamphier-gregory.com.



LAMPHIER • GREGORY

Policy Consulting Associates

A Silver Associate Member since September 2010, **Policy Consulting Associates** prepares interdisciplinary research studies for LAFCoS, COGs, counties, cities, states, elected representatives and candidates, with an emphasis on MSRs and fiscal studies. The **PCA** team's combined experience covers the spectrum of governance configurations and alternatives, and runs the gamut of services under LAFCo jurisdiction. To learn more about **PCA**, contact either Jennifer Stephenson or Oxana Wolfson at info@pccateam.com or visit their website at www.pccateam.com.

QK (formerly known as Quad Knopf)

A Silver Associate Member since September 2010, **QK** provides planning, engineering, biology, environmental and survey services to public and private clients. Their planners have previous experience working for public agencies, including serving as LAFCo Analysts. They specialize in the San Joaquin and Sacramento Valley regions. For more information on **QK**, visit their website at www.qkinc.com, or contact Steve Brandt at steveb@qkinc.com.



CALAFCO wishes to thank all of our Associate Members for your support and partnership. We look forward to continuing to highlight our Associate Members in each Quarterly Report.

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Upcoming CALAFCO Conferences and Workshops

2017 STAFF WORKSHOP

April 5 – 7
DoubleTree by Hilton Fresno Convention Center
Fresno, CA
Hosted by Fresno LAFCo

2017 ANNUAL CONFERENCE

October 25 – 27
Bahia Mission Bay
San Diego, CA
Hosted by CALAFCO

2018 STAFF WORKSHOP

April 11 – 13
Four Points Sheraton
San Rafael, CA
Hosted by Marin LAFCo

2018 ANNUAL CONFERENCE

October 3-5
Tenaya Lodge
Yosemite, CA
Hosted by CALAFCO

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CALAFCO on the Road Again...

By: Pamela Miller, CALAFCO Executive Director

This past year I've had the pleasure of tooling around the state to visit various LAFcos. As part of the Association's Strategic Plan, one of the objectives is to have the Executive Director connect and visit with six LAFcos each year. The past few years I visited some really cool places, so I thought I would start an annual column on where I visit and the uniqueness of each place. Going forward, this will be an article you can find in the Annual Edition of The Sphere.

We are, undeniably, a diverse state. And it is amazing to me as a native Californian just how much of the state I have yet to see and fully experience. So I really appreciate the opportunity to visit with you, our members, to share what is happening in Sacramento and what CALAFCO is doing. But more importantly, to better understand the issues each of you is dealing with today.

Last October I visited with the Bay Area Executive Officers who were meeting in Napa. Having previously worked in Napa, I was excited to drive through the always beautiful vineyards on my way to the meeting. During my visit I answered questions about the new organizational changes being implemented and learned what was happening in each of the Bay Area LAFcos.



In January of this year I visited Fresno LAFCo while doing a site visit for the 2017 Staff Workshop. With a beautiful skyline as a backdrop to a bustling city, I found myself wondering why I had not visited here before. I was surprised (although I am not sure why) to drive through



acres and acres of vineyards and learned that Fresno State has one of the state's leading Viticulture and Enology programs. It was interesting to hear Fresno LAFCo staff discuss some of the challenges they were facing as they worked to obtain information from service providers to conduct their MSRs. I appreciated the cooperative nature in which they approached the conversation and the suggestions offered by their Commission. I'm looking forward to returning to Fresno in April 2017 for our Staff Workshop.

At the end of January, I was down in the heart of Los Angeles attending the annual meeting of the Southern Region (now an annual pilgrimage for me). There again I was able to share with commissioners and staff the newly implemented changes the Association had adopted and answered a number of questions the region had about our new models. It was interesting to hear their discussions regarding their own implementation of a shared service model. I also shared the legislative platform CALAFCO adopted for 2016. A short train ride back to airport that same afternoon and I was quickly on my way back home.

It was not until late September that I was able to get back out on the road, and, boy, was this a trip worth waiting for. I spent four days visiting several of our most northern LAFcos, including Del Norte, Humboldt and Shasta. They were very gracious hosts, and I owe a huge shout out to George Williamson and his team for letting me set up camp in their



office, driving me around and even offering themselves as my tour guides.

The drive was scenic and serene with the beautiful Klamath Falls River winding its way alongside the road. A pretty amazing view by itself, but add the Pacific Ocean and some Redwoods in there from time to time and WOW. Visiting Del



Norte allowed me to share for the first time with this commission what is happening in Sacramento and with CALAFCO. I also fielded a

number of historical questions about CALAFCO as well as legislative questions. Before departing we visited Battery Point Lighthouse, which first lit up the night sky December 10, 1856.

From there it was a wonderful drive back to Humboldt, which I was told is not complete without an elk sighting. Well sure enough, there were plenty to see, and I thank our driver (who I think prefers to remain nameless) for stopping, making U-turns and pulling by the side of the road (all safely and fully legal – of course), so that this city slicker could get a good eyeful. We came across a number of herds, and the last one was the largest and most impressive.



The next day I tagged along with Humboldt LAFCo staff to make a LAFCo 101 presentation to the local APA chapter. Once done, I was very politely asked to leave so I could take in some of the sites. I gladly obliged the request and found myself hiking among the redwoods at Arcata Redwood Park. I got lost in the serenity of time and space while there.

That evening, I was treated to a very special welcome reception at the home of Humboldt commissioner Bob McPherson. He and his wife were very gracious hosts, opening up their magnificent home. I learned quite a bit about the history of the area from them and was treated to this sunset ocean view from their kitchen window.



The next morning I attended the Humboldt LAFCo meeting, which was very interesting in that they discussed the dissolution of a special district that had gone inactive, as well as a proposed annexation into the City of Fortuna. It was a great opportunity for me to hear residents who lack drinking water share their story, first-hand (a story being told all around the state) and to listen to the Commission do its due diligence in the questions they asked LAFCo and City staff.

Upon my departure I stopped off at the Arcata Marsh and Wildlife Sanctuary. The interesting thing about this marsh is that it integrates



News from the Board of Directors

CALAFCO QUARTERLY

December 2016

Page 5



conventional wastewater treatment with the natural processes of constructed wetlands, thereby turning wastewater into a resource. It was an interesting and beautiful place.

After tooling down the highway to Redding, the next morning I had the pleasure of attending the Shasta LAFCo meeting, at which they were treated to not only a CALAFCO 101 but also a LAFCo 101 session. It was a great opportunity for me to field lots of questions and reconnect with this Commission. No visit to Redding would be complete without stopping to admire the Sundial Bridge at Turtle Bay. Spanning the Sacramento River, the Sundial Bridge is an environmentally-conscious structure, intentionally constructed without river footings to leave the salmon-spawning habitat undisturbed. While world-renowned and environmentally sensitive, Sundial Bridge also inspires onlookers with its "bird in flight" design, symbolizing overcoming adversity, and serves as a real sundial.



My final stop before heading into Sacramento was in Butte County to visit the offices of Butte LAFCo. It was here I was treated to a peek at the Oroville Dam. It was very interesting to note that, in the first stages of construction, under the direction of Governor Edmund G. Brown on April



24, 1963, a sackful of sand and gravel from each of the 58 counties in the state was used in the first concrete poured at the base of the dam. While the lake was low, it was a beautiful site. Thanks Steve Lucas for the tour!

My last stop of 2016 came the week after the Annual Conference visiting Santa Cruz LAFCo. It was in Scotts Valley to be exact. I learned a few interesting facts about Scotts Valley, thanks to the Keeper of LAFCo Knowledge, Pat McCormick (also the Executive Officer of Santa Cruz LAFCo). The LAFCo meeting was held in Scotts Valley City Hall, a quaint building nestled on a hill with a beautiful view of the surrounding mountains. Just below City Hall sits the Historical Scott House, built in 1853. This area is home to significant archaeological finds and contains one of the longest records of human occupation known in the Western North America. Today this historical landmark is part of a wonderful City Park.



The LAFCo meeting was another interesting one, with a proposed sphere of influence update for Scotts Valley Water District and a robust discussion about MSRs for Fire Districts. Turns out several of the Fire Districts want a more detailed MSR (they got one the first round and did nothing with the recommendations, so this round of MSRs was approached a bit differently), and after a very interesting discussion, the Commission decided to accept the MSRs as presented with the exception of three of the twelve districts, which will be looked at more closely in the future. It was interesting to observe the dialogue that occurred between the district personnel and Commission as they worked towards a common understanding of each other's' perspectives. After all the excitement was over, I made a brief CALAFCO presentation to the Commission and was able to acknowledge Commissioner John Leopold for receiving the

Outstanding CALAFCO Member award and for his time as Chair of the Board.

After over four years of being the Executive Director for this great Association, I grow prouder of who we are and what we do, and of the great things you - our membership - are doing in your respective communities. I look forward to packing up, hitting the road, and visiting more of you very soon!



*Happy Holidays
to all of
our Members
and your families.*

*May 2017 bring all of us
peace and prosperity.*

*CALAFCO
Board of Directors
and Staff*



CALAFCO White Paper

Sustainable Groundwater Management Act

and

Local Agency Formation Commissions

December 2016



CALAFCO White Paper

Sustainable Groundwater Management Act and Local Agency Formation Commissions

Table of Contents

Purpose.....	3
Sustainable Groundwater Management Act Overview.....	3
Background and Governance	4
Groundwater Sustainability Agencies.....	7
Powers of a Groundwater Sustainability Agency.....	9
Groundwater Sustainability Agency Boundaries	10
LAFCO Role and Impacts	12
Summary.....	16
Sources.....	17
Acknowledgments.....	17
EXHIBIT A.....	18



Purpose

The purpose of this white paper is to summarize how the Sustainable Groundwater Management Act will impact Local Agency Formation Commissions (LAFCOs) around the State of California. The paper will use a variety of existing documents and sources to describe SGMA and evaluate how this important new law might affect LAFCOs. It is important to note that LAFCOs do not have a formal role in implementing SGMA; however LAFCO can become involved in a number of ways that will be discussed in this paper.

Sustainable Groundwater Management Act Overview

The Sustainable Groundwater Management Act (SMGA) was signed by Governor Jerry Brown on September 16, 2014, and went into effect on January 1, 2015. SGMA amended the Water Code and Government Code. SGMA provides a framework for sustainable management of groundwater supplies by local authorities, with a provision for possible state intervention and management if the groundwater resources are not being managed effectively by local agencies.

SGMA requires the formation of local Groundwater Sustainability Agencies (GSAs) in groundwater basins designated as high- or medium-priority by the Department of Water Resources (DWR). GSAs must assess conditions in their local groundwater basins and adopt and implement local Groundwater Sustainability Plans (GSPs). SGMA provides substantial latitude and time – 20 years – for GSAs to implement plans and achieve long-term groundwater basin sustainability. The Association of California Water Agencies (ACWA) has provided analysis regarding SGMA. Here are a few key points:

- Local agencies have until June 30, 2017, to form a GSA.
- Any local agency or combination of local agencies with water supply, management, or land use responsibilities overlying a groundwater basin may decide to become a GSA for that basin.
- Agencies that have been created by statute to manage groundwater are deemed the exclusive agencies to comply with the Act within their boundaries, unless the agency decides to opt out.
- DWR reviews the completeness of the notice submitted by the proposed GSA. DWR also reviews the notice to determine if there are overlapping jurisdictions in a basin.

SGMA provides broad powers to GSAs to organize their governing structures and design and implement plans. In addition, local agencies that become GSAs may exercise any existing authority they already have. SGMA includes these steps and deadlines:

- January 1, 2016: Adopt basin boundary adjustment regulations. (DWR)



- April 1, 2016: Adjudicated basins submit judgments/decrees.
- June 1, 2016: Adoption of GSP regulations (DWR)
- January 1, 2017: Publish groundwater sustainability Best Management Practices. (DWR)
- June 30, 2017: Local agencies establish GSAs.
- July 1, 2017: Identify probationary basins: basins without a GSA. (State Water Resources Control Board)
- January 31, 2020: GSAs submit adopted GSPs for critically overdrafted high- and medium-priority basins. No GSP = probationary status.
- January 31, 2022: GSAs submit adopted GSPs for all other high- and medium-priority basins. No GSP = probationary status.
- January 31, 2020: Critically overdrafted high- and medium-priority basins: Probationary status if GSP is inadequate or is not being implemented in a manner likely to achieve sustainability goal.
- January 31, 2022: High- and medium-priority basins: Probationary status if GSP is inadequate or is not being implemented in manner likely to achieve sustainability goal.

Background and Governance

Prior to passage of SGMA, groundwater was largely unregulated in the state of California, especially compared to the state's comprehensive permit system for surface water rights. California was the last state in the West to adopt a groundwater management law. The Water Education Foundation explained in a 2015 report, titled "The 2014 Sustainable Groundwater Management Act: A Handbook to Understanding and Implementing the Law," that historically there were four basic options for local groundwater management: (1) Management by local agencies under AB 3030 and SB 1938; (2) Management by special act districts under special authority granted by state statute; (3) Management under city and county ordinances; or (4) Court adjudications.

Management by Local Agencies Under AB 3030 and SB 1938

In 1992, the state adopted AB 3030 (Water Code Section 10750-10755.4), which enabled local agencies to voluntarily create a plan to manage groundwater and tackle issues such as sea water intrusion into drinking water wells, groundwater overdraft and contaminated groundwater. Better coordination of using surface water and groundwater supplies, known as conjunctive use, was another focus of some plans. Subsequently, the Legislature passed SB 1938 in 2002 requiring



public agencies seeking state funding for groundwater projects to submit a management plan to DWR with specified components. As of 2015, 149 groundwater management plans have been developed. As of 2013 (under the terms of AB 359), copies of all plans are required to be submitted to the state for public information and use.

These laws encouraged local groundwater management planning, and some regions have made progress to improve management efforts. But the laws did not require the plans to achieve a sustainable management goal for the groundwater basin and did not provide local agencies the authority needed to effectively manage a groundwater basin. Groundwater management plans often depend on conjunctive use and recharging surface water to a groundwater basin.

Management by Special Act Districts

Another form of local groundwater management is special act districts. These are created by the Legislature in response to specific concerns. Their powers are customized to the needs of a particular groundwater basin. For example, the Orange County Water District statute provided for the district to establish a groundwater replenishment assessment, commonly known as a pump tax. The Legislature granted the Santa Clara Valley Water District similar authority.

In all, SGMA identifies fifteen (15) statutorily created agencies with the specific authority to manage groundwater, although the authority of each agency varies. These special districts are:

- Alameda County Flood Control and Water Conservation District, Zone 7
- Alameda County Water District
- Desert Water Agency
- Fox Canyon Groundwater Management Agency
- Honey Lake Valley Groundwater Management District
- Long Valley Groundwater Management District
- Mendocino City Community Services District
- Mono County Tri-Valley Groundwater Management District
- Monterey Peninsula Water Management District
- Ojai Groundwater Management Agency
- Orange County Water District
- Pajaro Valley Water Management Agency
- Santa Clara Valley Water District
- Sierra Valley Groundwater Management District
- Willow Creek Groundwater Management Agency

Local Ordinances

Counties and cities have constitutional police power to regulate the use of groundwater. Virtually all local jurisdictions regulate well permitting. In the early



1990s, some counties began to pass local groundwater ordinances primarily designed to discourage transferring groundwater from one county to a user in another county – a practice that became controversial during the 1987-1992 drought. More recently, a few counties have used their authority to manage groundwater use through limitations on well permits. According to DWR, 30 of the state's 58 counties have adopted groundwater ordinances. The power of counties to regulate groundwater has been challenged, but in 1995 the California Supreme Court declined to review an appeal of a lower court decision, upholding the authority for such local ordinances through a county's existing police powers.

Groundwater Adjudication

When multiple parties withdraw water from the same aquifer, groundwater pumpers can ask the court to determine the rights that various entities or individuals have to use the groundwater resources. In such adjudications, pumpers are assigned a designated share of the basin's water resources, and watermasters are typically appointed by the court to ensure that pumping conforms to the limits defined by the adjudication. These watermasters can be existing jurisdictions or another entity appointed by the judge.

Litigation, however, is time-consuming and costly, in part because of the multiple factual questions that must be addressed, including the identity of the pumpers, the respective amounts of historical production, the boundaries of the groundwater basin, and the history of the basin's hydrogeologic status to determine, among other things, when overdraft began. In the past, adjudications have taken a very long time to complete and have resulted in high legal costs. High and medium priority basins (i.e. basins subject to SGMA) that were adjudicated before the time of SGMA's passage are exempted from almost all SGMA requirements with the exception of specified reporting on the adjudication. Those basins are listed by name in SGMA. Basins that are adjudicated after the passage of SGMA must be consistent with SGMA's requirements for sustainable management. This was codified by SB 226 (Pavley/2015). SB 226 added Chapter 12 to SGMA so that:

In an adjudication action for a basin required to have a groundwater sustainability plan under this part, the court shall manage the proceedings in a manner that minimizes interference with the timely completion and implementation of a groundwater sustainability plan, avoids redundancy and unnecessary costs in the development of technical information and a physical solution, and is consistent with the attainment of sustainable groundwater management within the timeframes established by this part.

DWR is able to exempt a judgment from further SGMA compliance if DWR determines the adjudication satisfies SGMA's objectives for the basin or portion of the basin covered by the judgment. (Wat. Code section 10737.4.) DWR reviews the judgment every 5 years just like a SGMA plan and can recommend corrective actions to the court. (Wat. Code section 10737.6.)

Groundwater Sustainability Agencies

SGMA requires local formation of GSAs to manage groundwater for High and Medium priority basins as determined by DWR. By legislative design, SGMA provides broad local discretion in how GSAs are formed and governed. A GSA may consist of an individual public agency or multiple public agencies. A GSA may manage all or part of a basin. SGMA requires that all areas in a basin be managed by a GSA, and presumes that a county will be the GSA for any areas within that county not managed by a GSA unless the county declines. SGMA contemplates state involvement and potential state intervention for basin areas not managed by a GSA. SGMA permits private and mutual water companies, as well as Indian tribes, to participate in a GSA through a memorandum of agreement or other legal agreement, but does not confer any additional powers to a nongovernmental entity. A GSA must locally manage the groundwater basin through the preparation of a GSP. SGMA also allows for submission of an alternative in lieu of a GSP that meets the objectives of the Act.

Under SGMA, the terms GSA and Local Agency are defined as follows:

“Groundwater sustainability agency” means one or more local agencies that implement the provisions of this part [Part 2.74]. For purposes of imposing fees pursuant to Chapter 8 (commencing with [Water Code] Section 10730) or taking action to enforce a groundwater sustainability plan, “groundwater sustainability agency” also means each local agency comprising the groundwater sustainability agency if the plan authorizes separate agency action.

“Local agency” means a local public agency that has water supply, water management, or land use responsibilities within a groundwater basin.

The Department of Water Resources Notification Guidelines for Local Agencies (January 2016) further states as follows:

One local agency can decide to become a GSA or a combination of local agencies can decide to form a GSA by using either a joint powers authority (JPA), a memorandum of agreement (MOA), or other legal agreement. However, a local agency will only be presumed to be the exclusive GSA within their respective service area or combined service areas. A local agency must define its service area as part of its GSA formation process.

Exhibit A provides examples of both types referenced above.

The following excerpts are from the California Water Foundation’s 2015 report titled “Know Your Options: A Guide to Forming Groundwater Sustainability Agencies,” which describes the local control and flexibility inherent in SGMA:



Aside from requiring that GSAs be formed, SGMA does not mandate a single formation approach. This gives local agencies overlying a basin a wide variety of formation options. For example, a single local agency whose service area encompasses an entire basin could elect to be the sole GSA for a basin. Alternatively, multiple local agencies could come together to form a single GSA that manages the entire basin. Or, a basin could be managed by multiple GSAs who each manage separate portions of a basin through either a single GSP or coordinated GSPs.

Given the likelihood that multiple local agencies overlying a basin may elect to participate in managing the basin, this guide focuses on the different ways multiple local agencies can come together to create a GSA and coordinate with other GSAs. Pursuant to SGMA, a combination of local agencies can form a GSA through a joint powers agreement, a memorandum of agreement, or “other legal agreement.”

GSAs are being established throughout California with a great deal of variability. The Water Education Foundation identified several models of GSAs in its informational white paper on SGMA. These include:

- Centralized GSA: One agency assumes all responsibilities and authorities throughout the entire basin. An existing entity may assume this role or a new entity could be formed via a JPA, MOA, or through special legislation.
- Distributed GSA: Includes several GSAs within a basin. Each GSA is responsible for areas under its jurisdiction, with coordination required among the GSAs.
- Combination of Centralized and Distributed GSAs: Centralizes some authority and tasks and distributes others among multiple agencies.

According to the DWR website, Groundwater Sustainability Plans may be in any of the following forms: (Water Code § 10727(b)):

- A single plan covering the entire basin developed and implemented by one GSA.
- A single plan covering the entire basin developed and implemented by multiple GSAs.
- Subject to Water Code Section 10727.6, multiple plans implemented by multiple GSAs and coordinated pursuant to a single coordination agreement that covers the entire basin.

As these examples show, SGMA allows for local discretion in determining the most

appropriate way to form GSAs and manage groundwater basins. The formation process involves providing formation notices to DWR, which reviews the notices for “completeness.” Notices go through a 90-day waiting period during which other GSA formation notices for that portion of the basin may be filed. If, after 90 days, no overlap exists between proposed GSAs, the GSA becomes the “Exclusive GSA” and no other GSA formation notices will be posted for that area unless the exclusive GSA withdraws its notice. Since multiple GSAs can be formed to manage a basin, this has led to multiple and, in many cases overlapping, requests being submitted to DWR for formation of GSAs. In those cases, DWR places the GSA in “overlap” status and no agency may become the GSA until the overlap is eliminated at the local level.

Powers of a Groundwater Sustainability Agency

SGMA gives a GSA broad power to adopt rules, regulations and ordinances and take actions it deems necessary to carry out the Act. It does not give the GSA authority over land use decisions. The use of these powers may be implemented at the discretion of the GSA. It is important to bear in mind that a GSA may consist of a number of agencies and is subject to state laws like CEQA and Proposition 218. The following is a partial list of the powers and authorities of GSAs:

- Conduct investigations for the following:
 - Identify and review the need for groundwater management;
 - Prepare and adopt a GSP;
 - Propose and collect fees in compliance with Prop. 218, other laws;
 - Monitor compliance with SGMA and the local GSP.
- In connection with such investigations, inspect the property or facilities of a person or entity (in compliance with any necessary consent or warrant requirements) in its management area to determine compliance with SGMA;
- Call for the registration of wells within its management area;
- Require wells in the area be measured by a water metering device;
- Require a well owner or operator to file an annual statement identifying total extraction of groundwater from that well for the previous year;
- Impose spacing requirements on new wells and reasonable operating restrictions on existing wells to minimize well interference;
- Regulate, limit or suspend groundwater extractions from individual wells or on an aggregate basis, authorize construction of new wells, enlarge existing wells, reactivate abandoned wells, or otherwise establish groundwater extraction allocations (consistent with the applicable elements of a city or county general plan);
- Authorize temporary and permanent transfers of groundwater extraction allocations;



- Establish accounting rules to allow unused groundwater extraction allocations to be carried over one year to another and voluntarily transferred;
- Impose fees, including, but not limited to, permit fees and fees on groundwater extraction or other regulated activity, to fund the costs of a GSP;
- Acquire and use real and personal property and construct and operate works and improvements necessary to carry out SGMA;
- Appropriate and acquire surface water or groundwater rights, import surface water or groundwater, and conserve and store such water;
- Purchase, transfer, deliver or exchange water or water rights of any type with any person as necessary for implementing SGMA; and
- Enter into written agreements and funding with a private party to assist in implementing a GSP or any of its elements.

Groundwater Sustainability Agency Boundaries

DWR's Bulletin 118 is a comprehensive report on groundwater and California's 515 groundwater basins and sub-basins. It is designed to "help those who must make decisions affecting the protection, additional use, and management of the State's ground water resources." It was first released in 1978 and has been updated several times over the years, the latest in 2003. Bulletin 118 describes groundwater basin boundaries throughout the state. SGMA required DWR to make an initial groundwater basin priority assessment to identify high- and medium-priority basins, which must be regulated by a GSA. DWR concluded that the basin prioritization concluded by the California Statewide Groundwater Elevation Monitoring Program would be the initial prioritization when SGMA took effect Jan. 1, 2015. In all, 127 basins and sub-basins were designated high- and medium-priority.

SGMA requires that groundwater basins are managed in their entirety and thus does not allow unmanaged areas of a basin. Because some basin boundaries in Bulletin 118 may be based on outdated information or data or because there may be other practical justifications, SGMA includes a process for local agencies to periodically request that DWR revise the boundaries of existing basins and sub-basins when appropriate. This change can be considered by DWR based on jurisdictional and/or scientific factors. It is important to note LAFCO does not have authority over the boundaries of GSAs.

Determining the boundaries of GSAs can be a complicated process because of technical scientific issues, as well as competing interests of local agencies. DWR has prepared a Frequently Asked Questions document, which addresses, among other things, GSA formation and boundary issues. Below are several questions and answers from this document that may be of interest to LAFCOs:

- Which local agencies are eligible to be GSAs?

Any local public agency that has water supply, water management, or land use responsibilities in a basin can decide to become a GSA. A single local agency can decide to become a GSA, or a combination of local agencies can decide to form a GSA by using either a joint powers authority (JPA), a memorandum of agreement (MOA), or other legal agreement. As discussed in this document, a local agency that submits a GSA formation notice to DWR will not become an exclusive GSA for the portion of a basin within its service area until the conditions of the Water Code are met. Water Code References: §10721, §10723, §10723.6, §10723.8, §10726.8

- Can a local agency form a GSA for a portion of a basin located outside its service area boundaries?

A local agency may make the decision to become a GSA for an entire basin, but that agency would not be the “exclusive” GSA for any portion of the basin beyond its service area boundaries. Furthermore, a local agency is not authorized to impose fees or regulatory requirements on activities outside the boundaries of the local agency. This regulatory limitation could make implementation of a basin’s groundwater sustainability program problematic and achievement of a basin’s sustainability goal unattainable. Because service area is not defined in SGMA, DWR will rely upon a local agency to define its service area in its GSA formation notice, which is part of Water Code §10723.8(a). Water Code References: §10723 et seq., §10726.8

- If GSA overlap has not been resolved by June 30, 2017, will the county be presumed to be the GSA in the disputed area?

No. Water Code §10724(a) states, in the event that there is an area within a high- or medium-priority basin that is not within the management area of a GSA, the county within which that unmanaged area lies will be presumed to be the GSA for that area. An “unmanaged area” as used in Water Code §10724(a) is an area of a basin that has not yet had (or will not have) a local agency file a GSA formation notice with DWR – or, it is an area of a basin that is not within the service area of another GSA-eligible local agency. Water Code §10724 does not give the county exclusive authority to be the GSA in a basin if other local agencies (possibly including the county) have also declared their intent to sustainably manage groundwater but have not yet resolved their service area overlap.

In the unmanaged areas where the county is presumed to be the GSA because no other local agency has formed a GSA, the county must still follow the same public notification procedures described in §10723(b) and submit to DWR, prior to June 30, 2017, the information listed in §10723.8(a). Alternatively, the county can notify DWR in writing that it will not be the GSA for those unmanaged areas and those unmanaged areas shall be subject to

groundwater extraction reporting on July 1, 2017, in accordance with Part 5.2 of Division 2 of the Water Code, and could be subject to State Board intervention. Water Code References: §1529.5, §5200 et seq., §10723 et seq., §10724 et seq., §10735.2

In summary, the boundaries of GSAs generally are defined by both underlying groundwater basin boundaries and the jurisdictional boundaries of the public agency or agencies that form a GSA. The state can intervene if a portion of a basin is not covered by a GSA (and the county does not accept management responsibility). This means that the state could make regulatory decisions regarding that part of the basin. The boundaries of a GSA are not subject to LAFCO approval or consideration. SGMA gives local agencies overlying a groundwater basin the authority to form GSAs for the purpose of managing the groundwater resources in their jurisdictions.

LAFCO Role and Impacts

SMGA does not provide LAFCO with a statutory role in the formation of GSAs. These agencies are formed by local agencies as defined by the Act. DWR has a limited role in reviewing the completeness of GSA formation notices, including ensuring that procedural requirements are met and establishing that GSAs do not attempt to govern overlapping areas of groundwater basins. The notification process involves submitting a notice of the decision to form a GSA to DWR, along with a map and description of the area to be managed. The notice to DWR must include the resolution or legal agreement forming the GSA.

The power and authority provided by SMGA should be considered when local agencies decide to form GSAs. SMGA could provide groundwater management authority to agencies that do not currently have those powers. Also, it is somewhat unclear whether SMGA authorizes a GSA to manage a portion of a basin outside of a local agency's jurisdictional boundaries. SGMA states that a GSA "shall be presumed to be the exclusive GSA within the area of the basin within the service area of the local agency that the local agency is managing as described in the notice."

Here are some of the possible ways SGMA might implicate LAFCO:

- **Sphere of Influence Amendments and Annexations to Existing Jurisdiction to Implement SGMA**

SGMA could trigger sphere of influence amendments and/or annexations to comply with the requirements of the Act. Groundwater basins often do not conform to jurisdictional boundaries. This could result in the Sphere of Influence (SOI) of a jurisdiction being expanded to include areas within the groundwater basin. The SOI amendment could allow for the processing of outside user agreements or annexations to provide for groundwater management services. Annexations could include large areas that are currently outside a city or district jurisdictional

boundary. Arguably, LAFCOs can annex areas into a jurisdiction and limit the authority of the jurisdiction to just groundwater management/planning services.

- **Outside User Agreements to Extend Groundwater Management and Planning Services into Other Areas**

Outside user agreements (extraterritorial agreements) can be proposed as a way for a jurisdiction to provide groundwater management/planning services. The Outside User Agreement could conceivably be between the city or district and the county to provide these services to a particular part of the basin. It could also be that because these agreements are between government agencies they are found to be exempt from the requirement to obtain LAFCO approval as provided in Government Code Section 56133. This decision is currently at the discretion of individual LAFCOs based on the provisions found in Government Code Section 56133.

- **Increased Inquiries Regarding the Formation of Water Districts**

SGMA has caused interest in possibly forming new public agencies. LAFCOs are responding to these inquiries around the state. In Bulletin 118, DWR lists twenty (20) different governing structures that may be able to manage a groundwater basin. The full list can be found in Table One. The following governing structures are most likely to be formed in more rural or agricultural areas:

- County Flood Control and Water Conservation District
- County Service Area
- County Water District
- Irrigation District
- Water Conservation District
- California Water District
- Water Replenishment District

In general, the process for forming a special district can be initiated either by petition of registered voters or landowners, or by a Resolution of Application by a government agency. In the event of a formation initiated by petition, the petition needs to be completed and verified by the County Assessor's or Clerk's office before LAFCO can evaluate the application.

The procedures for formation are found in the principal act of the particular type of special district to be formed. Principal acts are part of California state law that provide the legal structure for a special district. LAFCO would consider all written and oral testimony at a public hearing. Also, a staff report evaluating any proposal would be prepared for the Commission's consideration.



- **SGMA Legislatively Creates Groundwater Sustainability Agencies**

GSAs are created for the purpose of managing groundwater basins in California. GSAs have the authority to create a GSP and take actions to actively manage the groundwater basins in California. These are public agencies as defined in SGMA. Under SGMA, mutual and private water companies and Indian tribes may participate in a GSA. Their roles in a GSA may be established by the public agencies that form the GSA. The authority of a GSA under SGMA is outside of the authority of LAFCOs.

Governing Body: The governing body, which is established by law to administer the operation of a special district, is initially composed of a multi-member elected board of directors. The number of directors elected is specified in the principal act or in some cases can be modified through the LAFCO process. For some special districts, the governing body is the Board of Supervisors of the County in which it is located. For example, the County Board of Supervisors is the governing body for Flood Control and Water Conservation Districts.

Table One
***Local agencies with authority to deliver water for beneficial uses,
which may have authority to institute groundwater management***

Local Agency	Authority	Number of Entities as of 2003
Community Services District	Gov. Code § 61000 et seq.	313
County Sanitation District	Health & Safety Code § 4700 et seq.	91
County Service Area	Gov. Code § 25210.1 et seq.	897
County Water Authority	Water Code App. 45	30
County Water District	Water Code § 30000 et seq.	174
County Waterworks District	Water Code § 55000 et seq.	34
Flood Control & Water Conservation District	Water Code App. 38	39
Irrigation District	Water Code § 20500 et seq.	97
Metropolitan Water District	Water Code App. 109	1
Municipal Utility District	Pub. Util. Code § 11501 et seq.	5
Municipal Water District	Water Code § 71000 et seq.	40
Public Utility District	Pub. Util. Code § 15501 et seq.	54
Reclamation District	Water Code § 50000 et seq.	152
Recreation & Park District	Pub. Resources Code § 5780 et seq.	110
Resort Improvement District	Pub. Resources Code § 13000 et seq.	-
Resource Conservation District	Pub. Resources Code § 9001 et seq.	99
Water Conservation District	Water Code App. 34; Wat. Code § 74000 et seq.	13
California Water District	Water Code § 34000 et seq.	141
Water Replenishment District	Water Code § 60000 et seq.	1
Water Storage District	Water Code § 39000 et seq.	8

Source: Department of Water Resources Bulletin 118



Functions: The principal act of the particular special district identifies its powers and functions. LAFCO can limit or restrict the powers of a special district in two ways: (1) Identifying the active and latent powers of a newly formed special district and/or (2) By conditions of approval that identify the powers a special district may or may not perform. If active and latent powers are identified, the special district could carry out only those certain functions and would need to request activation of other functions from LAFCO at a later date. The process for activating a power requires LAFCO review pursuant to the Cortese-Knox-Hertzberg Act. Please note that the powers given to a GSA by SGMA are not subject to LAFCO approval. SGMA provides a GSA with a number of groundwater management tools.

Summary

For the first time, the Sustainable Groundwater Management Act (SGMA) empowers local agencies to adopt groundwater management plans that are designed to consider the resources and needs of their communities. Better groundwater management provides a buffer against drought and climate change, and helps make water supplies more reliable regardless of weather patterns. California depends on groundwater for a major portion of its annual water supply, and sustainable groundwater management is essential to a reliable and resilient water system. The California Department of Water Resources' Groundwater website offers links and news from state, local and non-governmental agencies.

The role of LAFCOs in implementing SGMA largely involves either annexation of areas to an existing jurisdiction that will provide for SGMA compliance or the formation of a new district to be part of a GSA. Also, LAFCOs are positioned to help facilitate a discussion between agencies should the need arise. It is important to note that as SGMA is implemented, we may see an increase in annexations of areas that are not found in compliance with SGMA. While only a few LAFCOs have been directly impacted by SGMA, it could be that future annexations are proposed to comply with the new law.

Sources

California Department of Water Resources www.water.ca.gov/groundwater/sgm/

California Department of Water Resources Bulletin 118, Update 2003
<http://www.water.ca.gov/groundwater/bulletin118/index.cfm>

California Department of Water Resources, Groundwater Sustainability Agencies
Frequently Asked Questions, 2016-01-07
http://water.ca.gov/groundwater/sgm/pdfs/DWR_GSA_FAQ_2016-01-07.pdf

Know Your Options: A Guide to Forming Groundwater Sustainability Agencies:
California Water Foundation, 2015 http://californiawaterfoundation.org/wp-content/uploads/2015/09/CF_GSA_Guide_09.30.15_web.pdf

The 2014 Sustainable Groundwater Management Act: A Handbook to
Understanding and Implementing the Law, The Water Education Foundation, 2015
<http://groundwater.ucdavis.edu/files/208021.pdf>

The Water Education Foundation: <http://www.watereducation.org/>

The Water Foundation Website: www.waterfoundation.net/

Acknowledgments

CALAFCO wishes to thank the contributors of this White Paper:

Best Best & Krieger, LLP

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John Marchand, Chair, Alameda LAFCo and Member, CALAFCO Board of Directors

Pamela Miller, Executive Director, CALAFCO

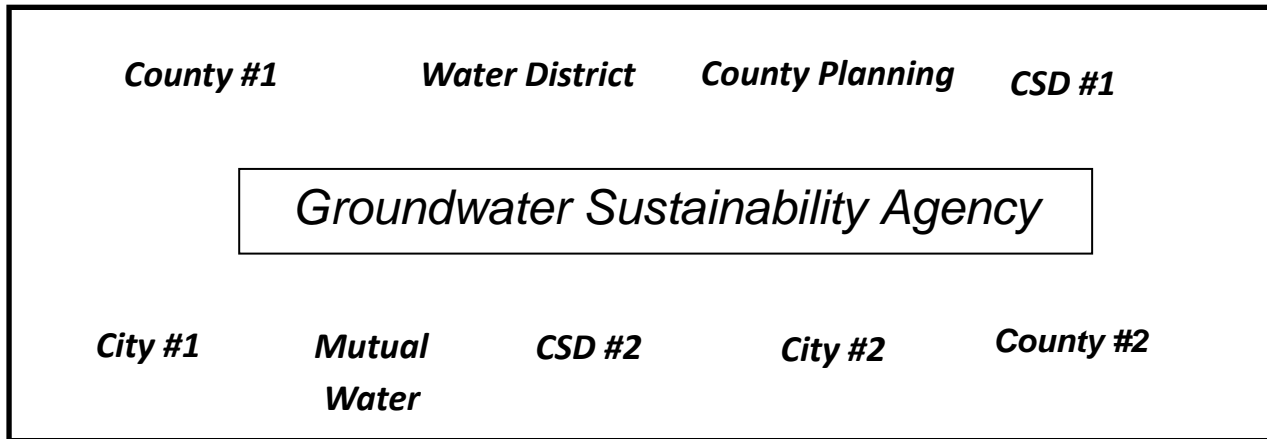
Mona Palacios, Executive Officer, Alameda LAFCo

Special acknowledgment to ***Tina Leahy***, Senior Staff Counsel, Office of Chief Counsel, State Water Resources Control Board, for her technical contribution.

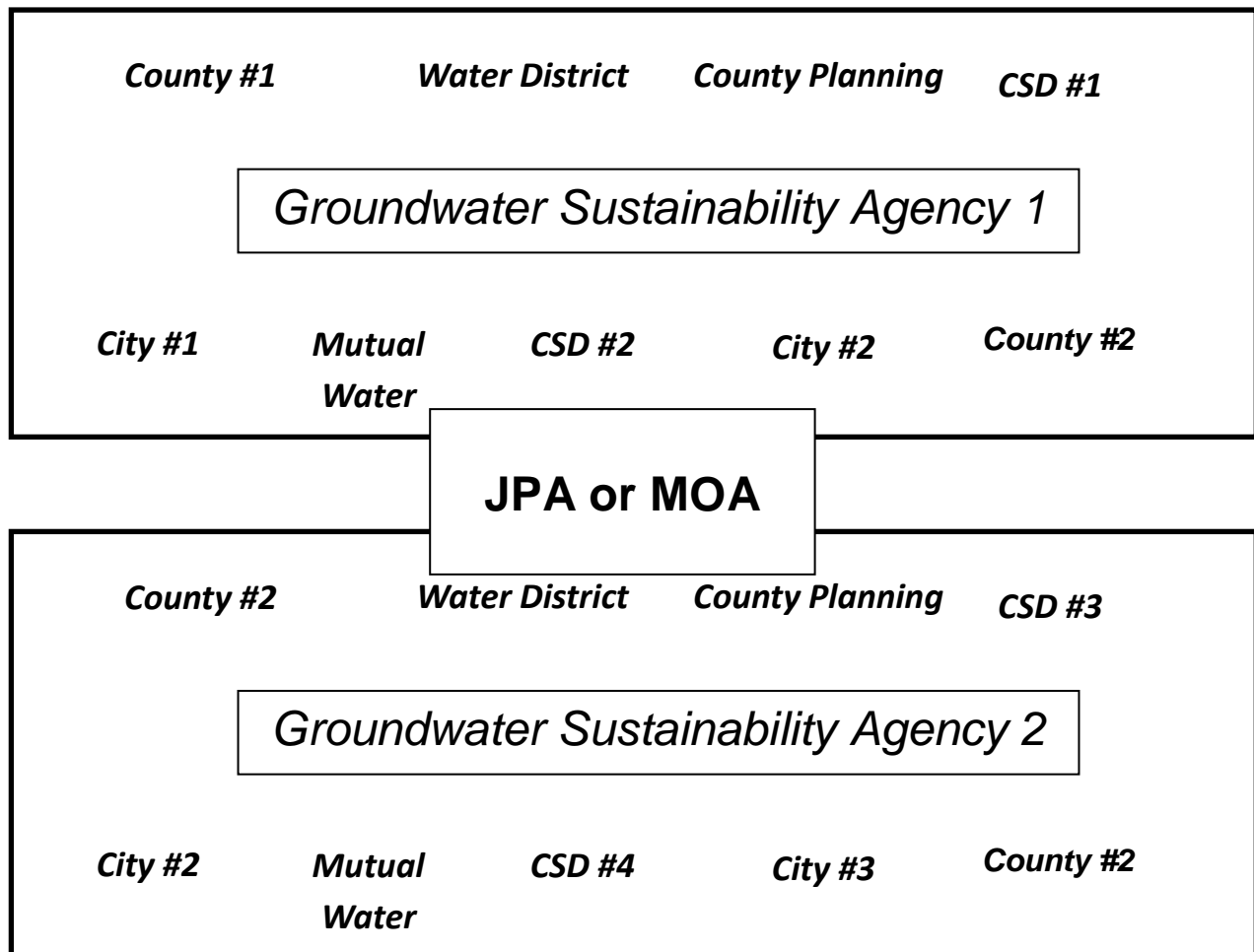


EXHIBIT A

Groundwater Sustainability Agency - Model A



Groundwater Sustainability Agency - Model B



Subject:

Southern Humboldt Community Park Response to DEIR Comments & FEIR

Attachments:

1 DDW Comments on DEIR-9-20-2016.pdf

From: Ed Voice**Sent:** Monday, December 12, 2016 3:36 AM**To:** Administrator; Execofficer**Subject:** Southern Humboldt Community Park Response to DEIR Comments & FEIR

Dear Humboldt LAFCo Commissioners & Staff,

Here is the Final EIR and response to the DEIR comments for the Southern Humboldt Community Park GPA/CUP proposed project: <http://www.humboldt.gov.org/DocumentCenter/View/57014>

LETTER B3***Humboldt Local Agency Formation Commission***

B3-1 The commenter correctly describes much of the history of the potential annexation of the project site into the Garberville Sanitary District (GSD). However, since the site was excluded from the 2014 annexation process by GSD, the project applicant has moved on to address the park's water needs. The applicant completed a water supply and demand analysis, which showed there are adequate water supplies within the control of the applicant to develop the project. Further, the project includes a proposal for the use of an upland well as part of the overall water supply strategy. Water withdrawn from this well would not affect flows on the South Fork Eel River, which would be the case for water supplied from GSD. Thus, the proposed system of providing water from a range of sources available to the applicant is more environmentally beneficial, and annexation to GSD is not necessary.

I have also included comments made by the State Division of Drinking Water, since they were not included in the response to DEIR comments,

Thank you,
Ed Voice

State Water Resources Control Board
Division of Drinking Water

September 20, 2016

Planning Commission Clerk
County of Humboldt Planning and Building Department
3015 H Street
Eureka, CA 95501

Re: Southern Humboldt Community Park Draft Environmental Impact Report
To whom it may concern:

Staff from our office have reviewed the Southern Humboldt Community Park Draft Environmental Impact Report (DEIR), and it appears that this project will ultimately result in water being served to the public and either the formation of a new *public water system* or the need for expansion of an existing *public water system*. In order to demonstrate that all intended future development can be adequately served with potable water, our office highly recommends that the following conditions be met prior to approval of this project:

A determination should be made as to whether a new *public water system* will need to be formed or whether potable water will come from Garberville Sanitary District (GSD), for any intended development that this project is meant to accommodate.

If it is determined that a new *public water system* will need to be formed in order to supply potable water to future development, the following list of items should occur, at a minimum:

- 1) An application will need to be submitted to our office for formation of a new *public water system*.
- 2) Technical, managerial, and financial capacity for the proposed new *public water system* will need to be demonstrated, along with proof of water rights.
- 3) Source water assessments will need to be completed on any proposed water sources.

If it is determined that GSD will supply potable water to future development on the property, then the following list of items should occur, at a minimum:

- 1) The property will need to be annexed into GSD's service area boundary.
- 2) GSD will need to show that it has adequate source and treatment capacity to serve the intended development.
- 3) GSD's current Domestic Water Supply Permit has the following condition:

"Garberville Sanitary District shall not allow new service connections to the 8-inch transmission main, constructed as part of Kimtu Meadows Mutual Water Company's Proposition 50 project, that will reduce the design fire-flow at the Kimtu Meadows subdivision hydrants to below 750 gallons per minute at adequate pressure."

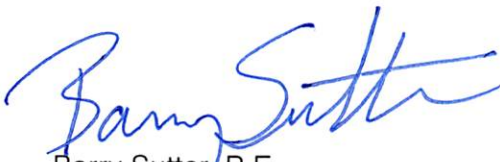
This means the applicant will need to provide our office with engineering calculations showing that GSD will not be in violation of this permit condition, even if water will not be taken directly off the 8-inch main.

We also have concerns regarding the following items that are identified in the DEIR:

- 1) The DEIR states on Page 4.17-2, "According to the California Department of Public Health (CDPH), the water system at the project site is classified as "Transient Non-Community Water System," **meaning that it is not a public water system.** (See Appendix A of the "Water Supply and Demand Analysis Memorandum" {Appendix G of this ERIF} for the CDPH "Decision Tree for Classification of Water Systems.")" The bolded portion of the quote is not true. Transient Non-Community Water Systems are *public water systems* regulated by this office, and the intended development for which this project is supporting will require that water be obtained from a *public water system*.
- 2) There are many references in the document to "potable" water sources. This is presumptive, and it should not be assumed that any of the existing water sources on the property meet the regulatory criteria for use by a *public water system* as is. For example: Any existing wells would require a 3-inch thick annular seal extending to a depth of 50 feet, in order to be used as is. It is unlikely that the existing well(s) meet these requirements. Also, if a spring is determined to be under the direct influence of surface water, its water will need to meet surface water treatment requirements before being served to the public.
- 3) There are references in the document to potable and non-potable water lines being placed in the same trench during construction. This scenario does not meet the separation requirement found in the California Waterworks Standards.
- 4) Runoff and discharge from future development on the site caused by possible contaminating activities (PCA) could adversely affect downstream *public water systems*, especially GSD and Redway CSD.
- 5) Any cumulative reduction in surface water flow in South Fork Eel River could adversely affect any downstream *public water systems*, whose water rights require they not take water from the river once certain low flow conditions are reached
- 6) Please note that our office is no longer part of California Department of Public Health. We are now with the State Water Resources Control Board-Division of Drinking Water.

If you have any questions, please contact me at (530) 224-4875 or Ronnean Lund at (530) 224-6505.

Sincerely,



Barry Sutter, P.E.
Klamath District Engineer

Cc: Humboldt County Environmental Health
Garberville Community Services District

November 1, 2016

Humboldt LAFCo
1125 16th Street, Suite 202
Arcata, CA 95521

Dear Chair and Commission:

On behalf of the California Association of Local Agency Formation Commissions (CALAFCO), I would like to thank your commission for allowing some of your members and/or staff the opportunity to attend the CALAFCO 2016 annual conference in Santa Barbara.

We know that budgets and resources remain tight and understand that prioritizing expenditures can be difficult. Ensuring you and your staff have access to ongoing professional development and specialized educational opportunities, allows all of you the opportunity to better serve your commission and fulfill the mission of LAFCo. The sharing of information and resources among the LAFCo commissioners and staff statewide serves to strengthen the LAFCo network and creates opportunities for rich and value-added learning that is applied within each LAFCo.

Thank you again for your participation in the CALAFCO 2016 annual conference, I hope you found it a valuable experience. We truly appreciate your membership and value your involvement in CALAFCO.

Yours sincerely,



Pamela Miller
Executive Director

