



AGENDA ITEM 7A

MEETING: September 20, 2017

TO: Humboldt LAFCo Commissioners

FROM: Colette Metz, Administrator

SUBJECT: **Humboldt Bay Regional Fire Services Municipal Service Review**
The Commission will consider adopting the Humboldt Bay Regional Fire 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 Humboldt Bay region serves to determine the best approaches to improve service levels and expand service to areas outside existing fire-related district boundaries. This report largely incorporates technical information collected and analyzed by staff from agency questionnaires and follow up discussions. The report also draws on recent fire planning efforts, including the 2013 Humboldt County Community Wildfire Protection Plan and the 2016 Humboldt County Fire Chief's Association Annual Fire Report. The report includes service review determinations and sphere of influence recommendations for each fire-related district.

DISCUSSION

The draft report largely updates information provided in previous fire studies and identifies out of district response services provided by each district to areas surrounding their district boundaries. The report recommends that the spheres of influence be expanded to match the out of district response areas. Recommended sphere changes are summarized as follows:

District	Proposed SOI
Arcata FPD	Expanded SOI to include non-district response area (Jacoby Creek and Fickle Hill Roads)
Humboldt No. 1 FPD (Humboldt Bay Fire)	Expanded SOI to include non-district response area (College of the Redwoods area and Pacific Lumber

	Camp Road area)
Fieldbrook-Glendale CSD	No change to the existing SOI that is coterminous with the District's boundary and response area (updated as part of 2015 annexation process)
Samoa Peninsula FPD	Expanded SOI to match the proposed Peninsula CSD boundary

Staff respectfully seeks Commission input with regards to content, conclusions, and recommendations provided in the Humboldt Bay Regional Fire 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 Humboldt Bay Regional Fire Services Municipal Service Review and adopt Resolution No. 17-11, updating the spheres of influence for each fire-related district studied in the MSR."

Attachments

Attachment A: Humboldt Bay Regional Fire Services MSR
Attachment B: Resolution No. 17-11

HUMBOLDT BAY REGIONAL FIRE SERVICES

Municipal Service Review

PUBLIC HEARING DRAFT
Hearing Date- September 20, 2017



HUMBOLDT LOCAL AGENCY FORMATION COMMISSION

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Acknowledgements:

LAFCo staff would like to thank the contributors to this Municipal Service Review. Input instrumental in completing this report was provided by: the Chief's and staff for each District. Special thanks to John Miller and Cybelle Immitt from Humboldt County Planning and Public Works Departments.

Humboldt Bay Regional Fire Services

Municipal Service Review

Public Hearing Draft
September 20, 2017

Arcata Fire Protection District
Humboldt Bay Fire Authority (Eureka Fire Department and
Humboldt No. 1 Fire Protection District)
Fieldbrook-Glendale Community Services District
Samoa Peninsula Fire Protection District

Prepared by
Humboldt LAFCo



HUMBOLDT
Local Agency Formation Commission

www.humboldtlafo.org

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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.

This service review provides an overview of fire protection services in the Humboldt Bay region and includes service review determinations and sphere of influence recommendations for each of the following fire- related agencies:

1. **Arcata Fire Protection District**
2. **Humboldt Bay Fire Authority**
3. **Fieldbrook-Glendale CSD (Fieldbrook VFD)**
4. **Samoa Peninsula Fire Protection District**

1.1 Purpose and Overview

A regional approach for conducting this service review provides the opportunity to identify shared trends relating to the adequacy, capacity, and cost of providing fire protection services to the Humboldt Bay region. This region represents the most urbanized and populated area within the county and includes the cities of Eureka and Arcata surrounding Humboldt Bay. The unincorporated town of McKinleyville to the north has experienced significant suburban growth in recent years and has become a populous community as well. Several other distinct communities and scattered rural residential areas are also interspersed throughout the region. (See Regional Map)

Most local fire departments report having insufficient funding to adequately respond to the increasing demands placed on their service. This includes both career and volunteer fire departments found in the Humboldt Bay region that are experiencing similar challenges associated with higher call volumes and higher equipment and operating costs that largely tied to inflation. As such, these departments have all struggled at one time or another to maintain the level of service their communities have grown to expect. Over time, strong working relationships have been established between these neighboring departments to provide additional capacity and available resources when necessary. For instance a department may provide coverage (deploys an engine and personnel) to a neighboring district when they are out of position responding to fires. Others may have an agreement with their neighbor to deploy certain apparatus, such as a ladder truck, during a fire. These arrangements are written in mutual and automatic aid agreements between the various departments.

Beyond reciprocal aid agreements, there has been increased efforts in recent years to address out of district services provided by “goodwill” to areas outside the boundaries of an established district. For example in 2015, LAFCo approved an annexation of approximately 3,244 acres to the Fieldbrook-Glendale CSD. This annexation helped to redefine the District’s boundary to reflect areas currently served by the district. This included establishing service zones to distinguish the areas to which fire, water and sewer services were being provided. The annexation also included a concurrent detachment from the Arcata FPD and a corresponding property tax sharing agreement between the two agencies. The Fieldbrook-Glendale CSD was also successful in negotiating a transfer of property tax (limited to the growth in base value) with Humboldt County.

Additionally, funding from Measure Z, a half-cent sales tax approved by voters in November 2014 to fund essential public safety services, has directly affected and benefitted rural fire agencies within the County. The Humboldt County Fire Chiefs Association has worked to allocated funds to purchase equipment, pay dispatch fees, and continue the multiyear sustainable fire services planning effort. This work continues to focus on making changes that will support the continued delivery and improvement of fire and rescue services to communities in need.

1.2 Uses of the Report

This service review documents the service and governmental structure for each department, evaluates district boundaries and response areas, and identifies service needs and opportunities. 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 fire-related agencies 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 sustaining fire protection and emergency medical services in the Humboldt Bay region.

1.3 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.

SERVICE AGENCY PROFILES

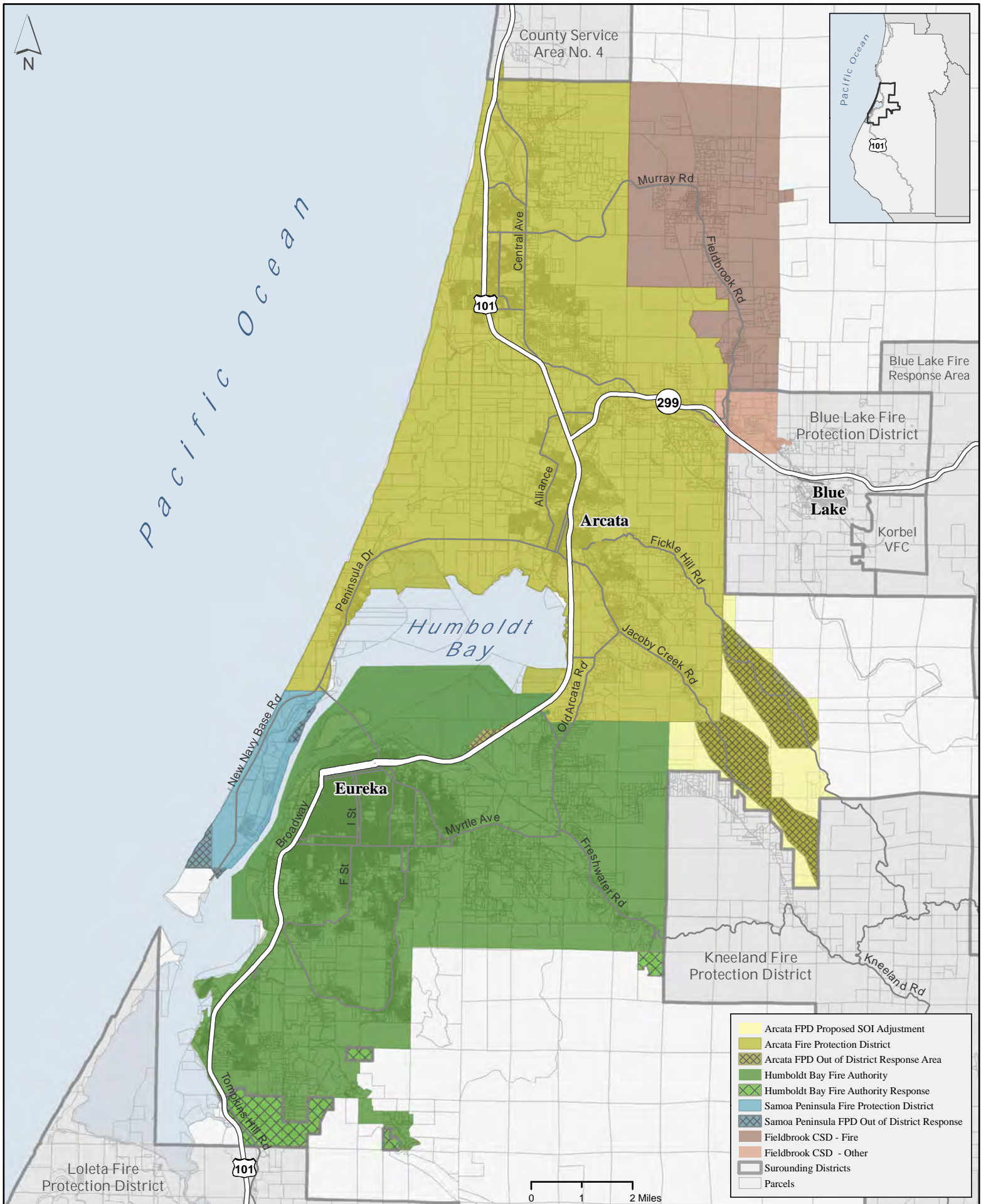
This chapter provides an overview of the fire-related districts providing fire and rescue services in the Humboldt Bay region. Included is a description of each agency's organizational development, tables listing key service information, and maps of each agency's jurisdictional and response area boundaries.

2.1 ARCATA FIRE PROTECTION DISTRICT

2.2 HUMBOLDT BAY FIRE AUTHORITY

2.3 FIELDBROOK-GLENDALE COMMUNITY SERVICES DISTRICT

2.4 SAMOA PENINSULA FIRE PROTECTION DISTRICT



2.1 Arcata Fire Protection District



INTRODUCTION

Table 2.1-1. Arcata FPD Contact Information

Contact:	Justin McDonald, Fire Chief
Mailing Address:	2149 Central Ave. McKinleyville CA 95521
Phone Number:	(707) 825-2000
Email	info@arcatafire.org
Website	www.arcatafire.org
Population Served:	37,000 residents
Size of Service Area:	62 sq. mi.
Number of Staff	25 paid, 37 volunteer

Background

The Arcata Fire Protection District (Arcata FPD or District), located adjacent to northern Humboldt Bay, is responsible for providing fire protection and related emergency services. They serve the City of Arcata and surrounding unincorporated areas, including the communities of McKinleyville, Jacoby Creek, and Manila. A total of 2,930 calls were received in 2016 (most recent data available), most of which were medical-related. A municipal service review (MSR) for the District was previously conducted in 2008, which evaluated fire-related services provided by the District. This profile will build upon and update the information in the 2008 document.

Formation

The Arcata Fire Company was originally formed in 1884. Later changing its name to the Arcata Volunteer Fire Department (VFD), the organization originally only served the City of Arcata. When the Arcata VFD formed into the Arcata FPD, its territory was expanded to include nearby populated areas.

The District formed expressly for the purpose of financing and providing structural fire protection for the region. The petition requesting formation of the Arcata FPD was granted by the Humboldt County Board of Supervisors on June 1, 1944. A Certificate of Existence was issued by the State of California on March 10, 1958, organizing the District pursuant to the provisions of the Local Fire District Law under Section 14107 of the Health and Safety Code. Subsequently, Arcata FPD was reorganized under the provisions of 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 Arcata FPD serves one of the most densely populated areas within the county. The District's boundary encompasses 62 square miles, extending north to encompass the unincorporated town of McKinleyville, and south to the Samoa Bridge and the Indianola Cutoff. There are various large facilities within its territory including Humboldt State University, Mad River Hospital, the Humboldt County Regional Airport, and the respective downtown commercial areas in Arcata and McKinleyville. Figure 2.1-1 shows the District's Boundary and Out of District Response Areas.

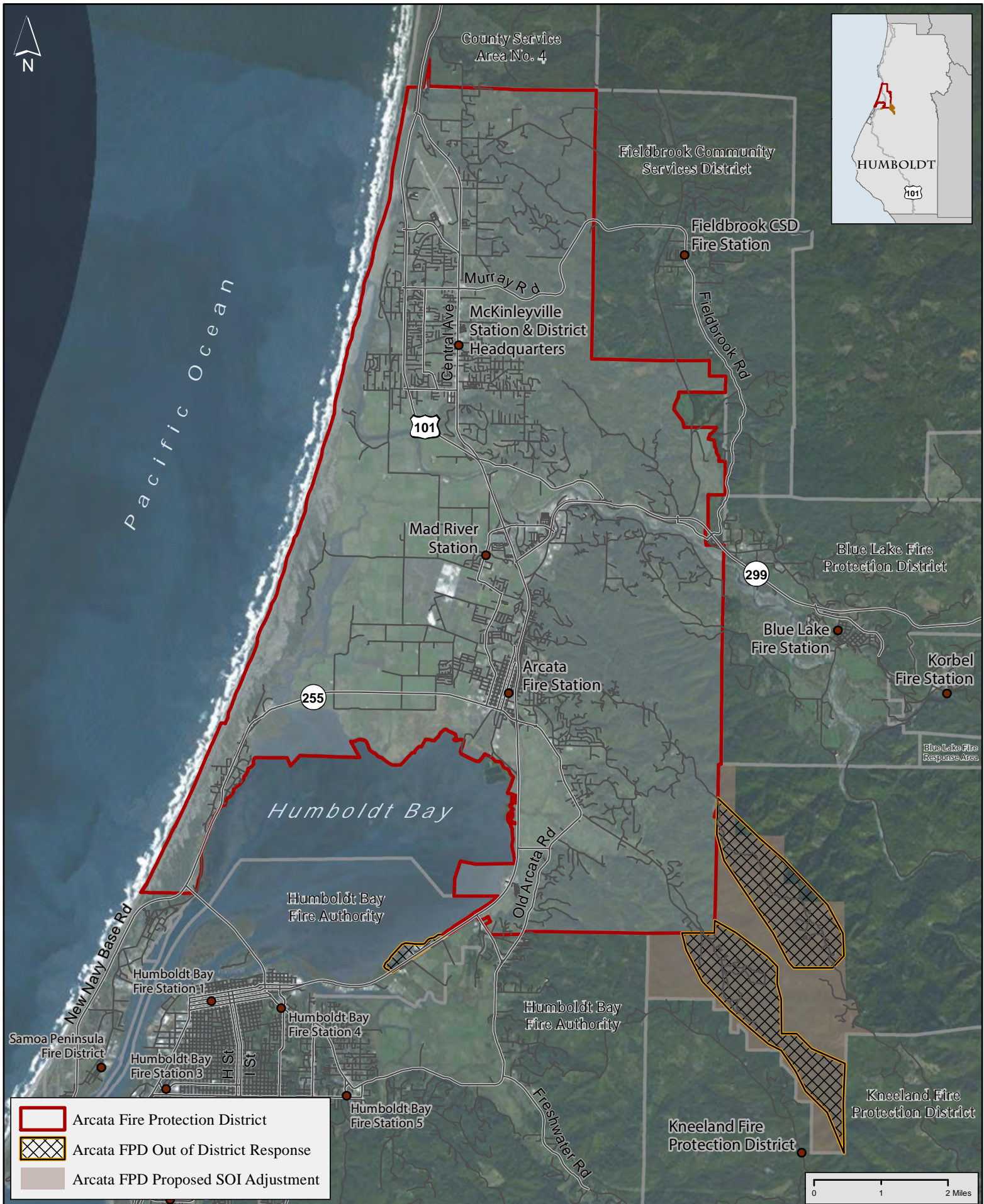
Jacoby Creek and Fickle Hill Response Areas

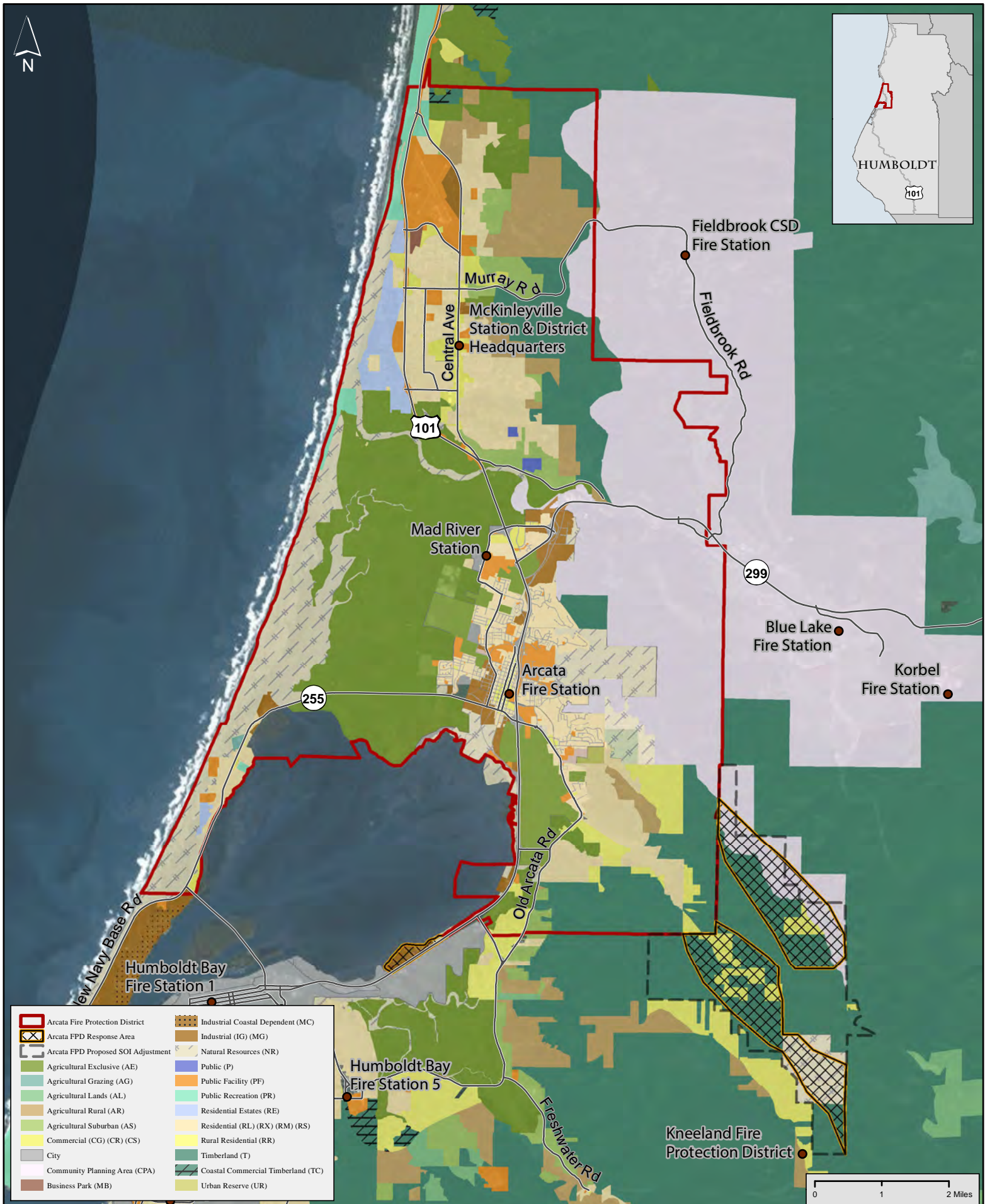
The Arcata FPD provides services for the Jacoby Creek and Fickle Hill areas, which are within the District's out of district response area. These areas were previously identified by amorphous shapes that captured the general areas along both Jacoby Creek Road and Fickle Hill Roads. These shapes did not follow parcel boundaries, nor other identifiable/logical boundary markers. The Response Area has been expanded herein to more appropriately capture the Jacoby creek and Fickle Hill communities, and utilize parcel lines. See Figure 21-1. Response times to these areas are generally longer than to those areas within the District, and the District usually only responds to major medical emergencies (such as a car accident) and fires in these areas. A separate ambulance responder is the primary response for less extreme medical emergencies in this area. This type of out of district service provided by Arcata FPD 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 no taxes are received. This practice can strain on already limited resources.

The District has reportedly explored annexing these areas into the District. Given station locations and current service levels, the District has determined that annexation would not improve the level of service already provided to these areas at this time. The other factor impacting annexation of these areas is the limited revenue expected to be generated from existing sources. It is uncertain whether a property tax exchange agreement for any base value could be negotiated for the annexation area, and whether existing special taxes or assessments could generate enough revenue based on the land unit values. Should annexation be considered, it is recommended that the District explore creating a service zone for this area that establishes varying levels of service and/or different levels of special taxation therein.

Brainard Response Area

The District contractually responds to a property along the US 101 in the Brainard area, colloquially known as Humboldt Redwood Company's Brainard redwood facility. See Figure 1.1-1 for facility location. The Brainard site once included the company's corporate offices, lumber drying yards, and a manufacturing facility but is now mostly vacant. The Arcata FPD is contracted to provide service to this area, should it need it. The contract includes an annual stand-by fee and pay per call. The District sub-contracts with Humboldt Bay Fire, allowing them to respond to the area if they are the more appropriate responder at the time of the call. This area is within the City of Eureka's Sphere of Influence. As of September 2017, the City of Eureka Planning Commission approved a resolution recommending annexation and rezoning of the Brainard site. Subsequent City Council action and application to LAFCo is expected during the fall/winter of 2017.





Growth and Population

The District estimates it serves a population of approximately 37,000. Within the District's boundary there are several distinct communities, whose demographics and growth rates individually vary. See below for individual community data. Based on the below estimates, the District can anticipate serving 48,700 residents by 2030.

City of Arcata

The U.S. Census identified 17,231 people living in Arcata in 2010. The Census Bureau's Population Estimates Program (PEP) projected a 2015 population of 17,843 for the City¹. Arcata's 2014 Housing Element estimates a similar number for that year and notes that Arcata's population is growing slowly and is likely to be around 18,529 in 2020². City staff have recently identified that they anticipate a growth rate of one percent a year³ for the near future (15- 20 years). Given current population estimations and a one-percent growth rate, Arcata is anticipated to have a population of approximately 20,720 in 2030.

McKinleyville

Based on the 2010 Census McKinleyville CDP boundary, there were a total of 6,565 housing units and 15,177 people in the McKinleyville Census Designated Place. The McKinleyville CSD analyzed population estimations for their service area (both the CSD and CDP include the developed areas of McKinleyville) in their 2013 Urban Water Management Plan. They anticipated a population of approximately 26,317 in 2030⁴.

Jacoby Creek

The Jacoby Creek County Water District encompasses the community of Jacoby Creek, both within and outside of Arcata FPD boundaries (all within District response area). The Jacoby Creek CWD serves approximately 326 existing connections⁵. Using the Humboldt County average household size of 2.4 persons per residential unit, it is estimated that the Jacoby Creek CWD currently serves a population of approximately 780. Based on the County's housing growth projections of between 0.5% and 2.5%, the Jacoby Creek area could have between 850 and 1,300 total residents by 2030.

Manila

The Arcata FPD encompasses all of Manila CSD. There was a total of 406 housing units and 784 people in the Manila CDP, based on the 2010 Census⁶. Based on the County's housing growth projections of between 0.5% and 2.5%, the Manila area could have between 850 and 1,300 total residents by 2030.

¹ Census Quickfacts. <https://www.census.gov/quickfacts/table/PST045215/0602476>

² Arcata 2014 Housing Element. Appendix A, page 37.

³ City Staff, public meeting, March 30, 2017

⁴McKinleyville Community Services District. 2010 Urban Water Management Plan, Modified April, 2013. Pg. 13. <http://mckinleyvillecsd.com/sites/mckinleyvillecsd.com/files/documents/MCSD%20APPROVED%20UWMP%202011%20%28modified%20April%202013%29.pdf>

⁵City of Arcata Urban Water Management Plan 2017. Completed May 2016. Pg. 7. <http://www.cityofarcata.org/DocumentCenter/View/4148>

⁶ US Census, American Factfinder. https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml?src=bkmk

Existing and Planned-Uses

The existing and planned land uses within the District vary among the four identified communities. McKinleyville is one of the centers of commerce for northern Humboldt and encompasses numerous schools and residential neighborhoods, two shopping centers, and the Arcata-Eureka Airport. Arcata's is also a center for commerce, composed of residential, commercial, industrial, public facilities, agricultural and natural resource/open space areas. The predominate land use is residential, followed by agriculture and natural resource. The Manila area is comprised largely of residential uses. The Manila Community Center, the Manila Market, and Redwood Coast Trucking are all a part of this community. Similarly, the Jacoby Creek area land uses are primarily rural residential, natural resources, and timberland. See Figure 2.1-2.

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. Arcata FPD provides one of these services, fire protection, and is therefore responsible for assuring that this service is adequately provided to the community.

As with the above sections, the economic demographics within the District vary by community area. See below for individual community data. Based on the below analysis, the Manila community qualifies as a DUC, and the Jacoby Creel area likely does also. Manila is already within District boundaries, but the Jacoby Creek community is partially outside district boundaries and experiences longer response times than those communities within the district. Should the District pursue annexation, DUC communities within the District's vicinity may be examined further.

City of Arcata

The City of Arcata is a Census Designated Place with a MHI of \$29,435, which is 48 percent of California's reported \$61,094 MHI, thereby qualifying the area as disadvantaged. Arcata 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.

McKinleyville

The McKinleyville CDP had a 2010 MHI of \$50,286, which is 82 percent of California's reported \$61,094 MHI, and therefore the community does not qualify as disadvantaged.

Jacoby Creek

No income data is specifically available for the Jacoby Creek community. However, as rural unincorporated community next to the City of Arcata, it stands to reason that the community may also qualify as disadvantaged.

Manila

The Manila CDP had a 2010 MHI of \$32,566, which is 53 percent of California's reported \$61,094 MHI, thereby qualifying the area as disadvantaged.

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

The Arcata FPD provides a full range of fire protection services, including fire suppression, rescue, basic life support, and fire prevention services. They are an active member of the fire service in Humboldt County, participating in the countywide fire protection mutual aid agreement, and automatic aid agreements with their surrounding fire departments including Humboldt Bay Fire, Samoa Peninsula Fire District, Fieldbrook-Glendale CSD, and Kneeland FPD.

The Arcata FPD responded to 2,930 calls for service in 2016, of which approximately 5 percent were fires of various types, and 49 percent were medical related. Other calls such as vehicle accidents, which comprise approximately two percent of total calls, may also involve the delivery of emergency medical services. Refer to Table 2.1-2 for an overview of service calls.

Table 2.1-2. Arcata FPD Department Numbers (2010-2016)

Year	2010	2011	2012	2013	2014	2015	2016
Incident Responses							
Vegetation Fires	-	-	26	58	43	38	30
Structure Fires	64	49	34	74	68	71	62
Other Fires	111	426	65	42	54	468	64
Vehicle Accidents	-	-	51	80	87	161	80
Medicals	1,167	1,839	1,095	1,217	1,276	1,607	1,438
Hazard/Menace	-	65	78	197	92	91	65
Public Assists	-	-	-	-	357	268	302
Others	918	268	1,066	952	656	293	889
Total Responses	2,260	2,647	2,415	2,620	2,633	2,997	2,930
% Medical	52%	69%	45%	46%	48%	54%	49%
% Fire Response	8%	18%	5%	7%	6%	19%	5%
Volunteer Hours							
Incident	13,656	13,750	5,074	833	1,204	1,250	6,257
Training	11,893	12,000	3,578	3,392	8,273	5,247	4,773
Maintenance	1,763	1,750	1,496	N/A	3,303	N/A	N/A
Fundraising	7,334	7,350	8,024	N/A	10,274	N/A	N/A
Total Hours	34,646	34,850	18,172	4,225	23,054	6,497	11,030
Personnel							
Volunteer	19	19	25	16	20	35	25
Career	28	28	22	21	21	21	25
Auxiliary	5	5	5	5	5	5	12
Total Personnel	52	52	52	42	46	61	62

Source: CAL FIRE-Fortuna Interagency Command Center, Humboldt County Fire Services Annual Reports (2010-2015, 2016 Draft)

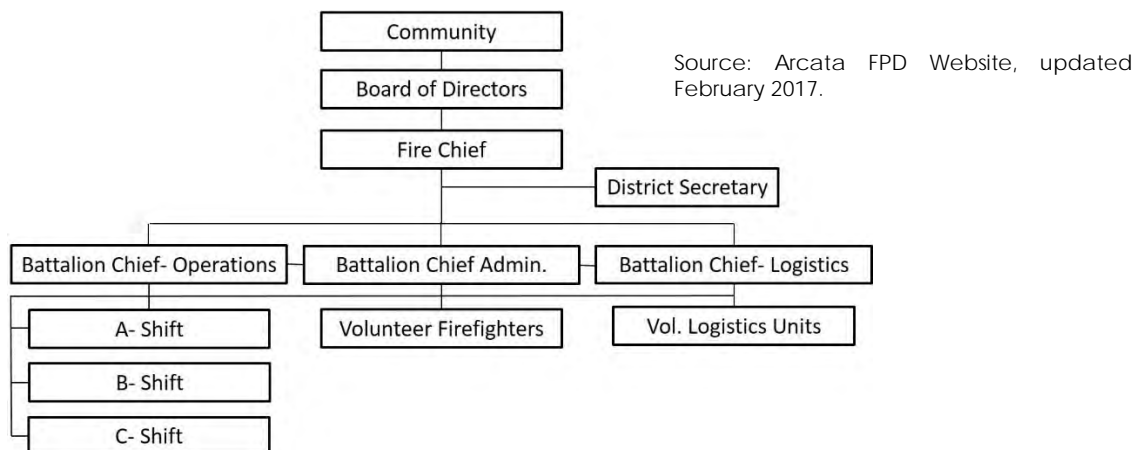
Personnel

From 2012 to September of 2017, the Arcata FPD successfully pursued a FEMA SAFER Grant that funded three additional career staff positions, allowing the District to maintain 7 on-duty personnel as well as Battalion Chief, 24 hours a day. The FEMA SAFER Grants program has recently changed its funding priorities/selection criteria, and Arcata FPD will likely not receive this grant to fund these additional staffing positions for the upcoming cycle. As a result, three paid positions will be eliminated at the end of September 2017. Beginning October 2017, the District will maintain 6 on-duty firefighters (2 at each station) as well as a Battalion Chief.

Residents of the Arcata FPD are protected by three engine companies. The District's Volunteer Logistics Unit and Volunteer Firefighter personnel supplement regular staffing. As of October 2017, the District will utilize 25 paid personnel, and 37 volunteers. See Figure 2.1-3 below for District organizational structure.

The Arcata FPD's Volunteer Logistics Unit (VLU) personnel are support personnel who are trained for a variety of support tasks, freeing up firefighters for more demanding and/or dangerous assignments. VLU members may be assigned to such duties as traffic control, assisting at a staging area or command post, refilling breathing apparatus bottles, providing working firefighters with behind-the scene "rehab" support, administrative and clerical tasks, prevention duties, and other duties as assigned.

Figure 2.1-3. Arcata FPD Organizational Chart



Facilities and Apparatus

The Arcata FPD operates from three fire stations. Each station is equipped with apparatus to respond to target hazards within its jurisdiction. Arcata Fire District's apparatus include engines, a ladder truck, a water tender, and command vehicles. See Table 2.1-3 for apparatuses utilized by the District at each station.

In response to tightening budgets and community feedback, the District noted that it has recently modified its response protocol for apparatus types. When appropriate, particularly in the case of non-life immediately threatening medical emergencies, the District may respond with a utility vehicle rather than engine. Doing so reduces wear and tear on the more expensive engines and helps to reduce costs.

The District has recently completed upgrades for both the Arcata Station and the McKinleyville Station/District Headquarters. Completed in 2015, the Arcata Station's upgrades included a new sprinkler system, additional crew quarters, administrative office modernization, and seismic and ADA upgrades. Completed in 2017, the McKinleyville Station upgrade included a seismic upgrade, a drive-thru apparatus room (so firefighters no longer have to back up a fire engine off Central Avenue), and a new diesel exhaust removal system. Crew quarter upgrades included a transition from bunk rooms to dorm-style rooms, and improvements to the living area, conference room, offices, and a laundry facility. Funding for both projects came chiefly from a 2010 \$1 million grant from the Orvamae Emmerson Fund, years of fundraisers, a donation from the Lilly Lucchesi Estate, and a \$1,250,000 loan through the Arcata Economic Development Corporation, in partnership with the Humboldt Area Foundation and the Headwaters Fund.

The Mad River station was constructed in 1975. The District reports that the station is in need of upgrades, notably, safety upgrades to address natural hazard threats such as seismic events and the failure of the nearby Ruth Dam. While such upgrades are a priority of the District, they noted that funding is not available at this time.

Table 2.1-3. Arcata FPD Facilities and Apparatus

Station	Address	Apparatus	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
Arcata Station	631 9th Street, Arcata CA 95521	8215	Frontline Engine	2011	I	1500	750
		8209	Utility Vehicle	2009	N/A	N/A	N/A
		8258	Water Tender	1998	N/A	1250	3000
McKinleyville Station & District Headquarters	2149 Central Avenue, McKinleyville CA 95519	8211	Frontline Engine	2007	I	1500	750
		8239	Reserve Engine	2007	I	1000	500
		8271	MCI Trailer	2009	N/A	N/A	N/A
		8206	Utility Vehicle	2008	N/A	N/A	N/A
		8207	Utility Vehicle	2008	N/A	N/A	N/A
		8208	Utility Vehicle	2010	N/A	N/A	N/A
Mad River Station	2149 Central Avenue, McKinleyville CA 95519	8217	Frontline Engine	2011	I	1500	750
		8216	Reserve Engine	2007	I	1500	750
		8291	Logistics		N/A	N/A	N/A
		8274	Rescue	2016	N/A	N/A	N/A
		8283	Ladder Truck-Quint	2001	N/A	2000	300
Fire Chief		8205	Chief's Truck	2010	N/A	N/A	N/A

Challenges and Needs

The Arcata FPD notes that staffing levels and tightening budgets are ongoing challenges. Without the renewal of the aforementioned SAFER grant to support staffing services, the District operates below the national standard of 4 firefighters on an engine. Aging equipment and apparatus are also an ongoing challenge. The District pursues grants and works to rehab equipment whenever possible. They also rent out an engine to CAL FIRE during the fire season, but this revenue varies depending on the severity of the fire season. While these activities have helped to cover budget shortfalls in previous years, none are reliable sources of income which can help sustainable services into the future. As with most fire providers within Humboldt County, the increasing costs of items such as training, salaries and wages, insurance,

apparatus and equipment, and general operation are far outpacing the revenue received from the community via taxes. The District noted that they are again exploring asking the community to help fill this gap by supporting/passing a special tax. See “Financing” section below for further discussion of the special tax.

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 Arcata FPD has an ISO PPC rating of 3/3Y (2016). Such a rating potentially provides the residents of the Arcata 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 “3” 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 “3Y” is applied to properties *within* 5 road miles of a fire station but *beyond* 1,000 feet of a creditable water supply.

FINANCING

Special Tax

The Arcata FPD’s main revenue sources are property taxes, a special assessment approved by district property owners in 2006, and a special tax approved by district voters in 1997 (Measure P)⁷. Both the assessment and special tax are levied annually and are apportioned based on the land unit value of property, with the assessment at \$22.00 per unit of benefit and the special tax at \$5 per unit of benefit. See Table 2.1-4.

Table 2.1-4. Arcata FPD Special Tax Allotment

Property Classification	Units Per Property Type	Total Assessment Amount (\$22/unit)	Total Special Tax Amount (\$5/unit)
Vacant Parcel	1	\$22	\$5
Single-Family Residential Parcel	4	\$88	\$20
Commercial – Store, Office or Medical Parcel	10	\$220	\$50
Commercial – Motel, Restaurant, Service Station, Theater or Miscellaneous Parcel	12	\$264	\$60
Public Utilities	12	\$264	\$60
Light Industrial Parcel	10	\$220	\$50
Heavy Industrial Parcel	20	\$440	\$100

The District reports that its revenue sources are not keeping pace with rising costs of insurance, audits, reporting requirements, and equipment repairs. As a part of the District’s efforts to increase revenue, the District put forth Measure A in 2015, proposing an additional special tax

⁷ California Tax Foundation. Accessed 5/16/17. <http://www.caltaxfoundation.org/arcata-fire-protection-district/>

at a rate of \$24.00 per unit per year. For a typical single-family residence, the total cost of the proposed and existing assessment and tax measures would have equated to \$204 per year (\$88+\$20+\$96). In November of 2015, the measure was unable to secure approval from two thirds of the voters.

According to the District, the primary reason for the 2015 Measure was in anticipation of losing the FEMA SAFER Grant. The 2012 and 2015 SAFER Grants funded six career positions, the latter set to expire in September 2017. The 2015 Measure was proposing to fund a total of nine career firefighters and two battalion chiefs. As reported above, the District is exploring going back to the community again, but instead of asking to increase staffing, it would instead focus on simply maintaining current levels of service, help replace aging safety equipment, and maintain staffing at all three stations.

Budget

The Arcata FPD Board of Directors will meet for the purpose of adopting the Fiscal Year 2017/2018 final budget on September 19, 2017. The below Table 2.1-5 reflects the proposed budget for adoption at this meeting.

Table 2.1-5. Arcata FPD Proposed Budget for Fiscal Year 2017-18

Expenditures	
Salaries & Employee Benefits	\$3,449,708
Services & Supplies	\$747,027
Capital Outlay	\$4,000
Debt Service	\$167,906
<i>Total Expenditures</i>	<i>\$4,368,641</i>
Revenues	
Property Tax (1%)	\$2,078,944
Special Tax	\$1,726,520
Use of Money and Property	\$23,500
Intergovernmental	\$392,467
Charges for Services	\$117,400
Other Revenue	\$20,000
<i>Total Revenue</i>	<i>\$4,358,831</i>
Surplus/(Deficit)	(\$9,810)

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

Debt Service

The Arcata FPD has several debt obligations for which they make payments. See Table 2.1-6 for loan details. The District reports that they successfully paid off their 2011 \$470,700 loan in January of 2017, and that they are on track to pay of their other 2011 loan by January of 2021. The loan from 1986 is not currently collected by the state.

More recently, the District received a substantial loan from AEDC in partnership with Humboldt Area Foundation and the Headwaters Fund to support the expansion of the McKinleyville fire station and refurbishing the Arcata fire station. The loan is collateralized by the fire house buildings and land. The rent income from the Fire District will support the repayment of the loan. The loan has a 4.5 percent interest rate and the first payment was made in June 2016⁸.

Table 2.1-6. Arcata FPD Debt Obligations

Principal Amount Still Owed (2017)	Year of Authorization	Principal Amount Issued	Purpose of Issue	Beginning Maturity Date	Ending Maturity Date	Nature of Revenue Pledged
-	2015	1,250,000	Fire Station Upgrades	2016	-	Rent income from District
\$29,952	1986	\$29,952	Fire Protection	1986	2020	Inventory tax revenue
\$588,755	2011	\$832,930	Purchase 2 New Fire Engines	2012	2021	Assessment revenue
Paid Off	2011	\$470,700	Refinance - 3 New Fire Engines	2012	2017	Assessment revenue

Source: Financial records as reported to the California State Controller's Office and District staff.

ACCOUNTABILITY AND GOVERNANCE

The Arcata FPD is governed by an elected 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 third Tuesday at 5:30pm at the Arcata Station. Meetings are open to the public, and notifications are posted on the website. Arcata FPD maintains a website (arcatafire.org) and a Facebook page (facebook.com/arcatafire) where it posts information about district activities, including documents, agendas, and minutes.

⁸ Humboldt Area Foundation 2016 Audit. Pg. 19.

<http://www.hafoundation.org/Portals/0/Uploads/Documents/HAF%20Issued%20Audited%20FS%206%2030%2016.pdf>

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 a population of approximately 37,000.
- b) The District may serve an estimated 48,700 residents by 2030.

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

- a) The Manila community qualifies as a DUC.
- b) 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 District's facilities, infrastructure, and services are sufficient to provide quality services to its residents.
- b) The Arcata FPD has an ISO PPC rating of 3/3Y, an indication that it provides a high level of fire protection services.

(4) Financing ability of agencies to provide services

- a) The District reports that the amount of tax revenue currently collected may not keep pace with future costs of operations. District service levels and tax revenue rates will need to be analyzed in the future.

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

- a) Arcata FPD is an active member of the fire service in Humboldt County, participating in the countywide fire protection mutual aid agreement, and automatic aid agreements with their surrounding fire departments including Humboldt Bay Fire, Samoa Peninsula Fire District, Fieldbrook-Glendale CSD, and Kneeland FPD.

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

- a) Arcata FPD maintains a website (arcatafire.org) and a Facebook page (facebook.com/arcatafire) where it posts information about district activities, including documents, agendas, and minutes.

- b) Arcata FPD is an independent district governed by a five-member Board of Directors. Board meetings are held regularly and noticed in accordance with the Brown Act.
- c) Arcata FPD supports the mutual social and economic interests of McKinleyville, Arcata, Jacoby Creek, and Bayside by sustaining community-based fire protection services and establishing local governance for such services.
- d) Arcata FPD 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 Arcata FPD's sphere of influence be updated to reflect the current out of District response areas of Jacoby Creek and Fickle Hill. These areas were included in the previous SOI, but have now been expanded into one shape to follow the appropriate parcel boundaries, which creates a logical, easily identifiable sphere boundary.



2.2 Humboldt Bay Fire Authority

INTRODUCTION

Table 2.2-1. Contact Information

Contact:	Bill Gillespie, Chief
Mailing Address:	533 C Street, Eureka CA 95501
Phone Number:	(707) 441-4000
Email:	bgillespie@hbfire.org
Website:	www.hbfire.org
Population Served:	54,000 residents
Size of Service Area:	55 square miles
Number of Staff:	64, 56 Career and 8 Volunteer

Background

The Humboldt Bay Fire Authority (HBF) was founded in 2011 through a joint power agreement (JPA), consolidating the functions of Humboldt No. 1 Fire Protection District (Humboldt No. 1 FPD or District) and the City of Eureka Fire Department. Located on Humboldt Bay, HBF serves the City of Eureka and the City's surrounding unincorporated territory. Eureka is the largest city in the County and the greater Eureka area is home to approximately 50,000 residents⁹.

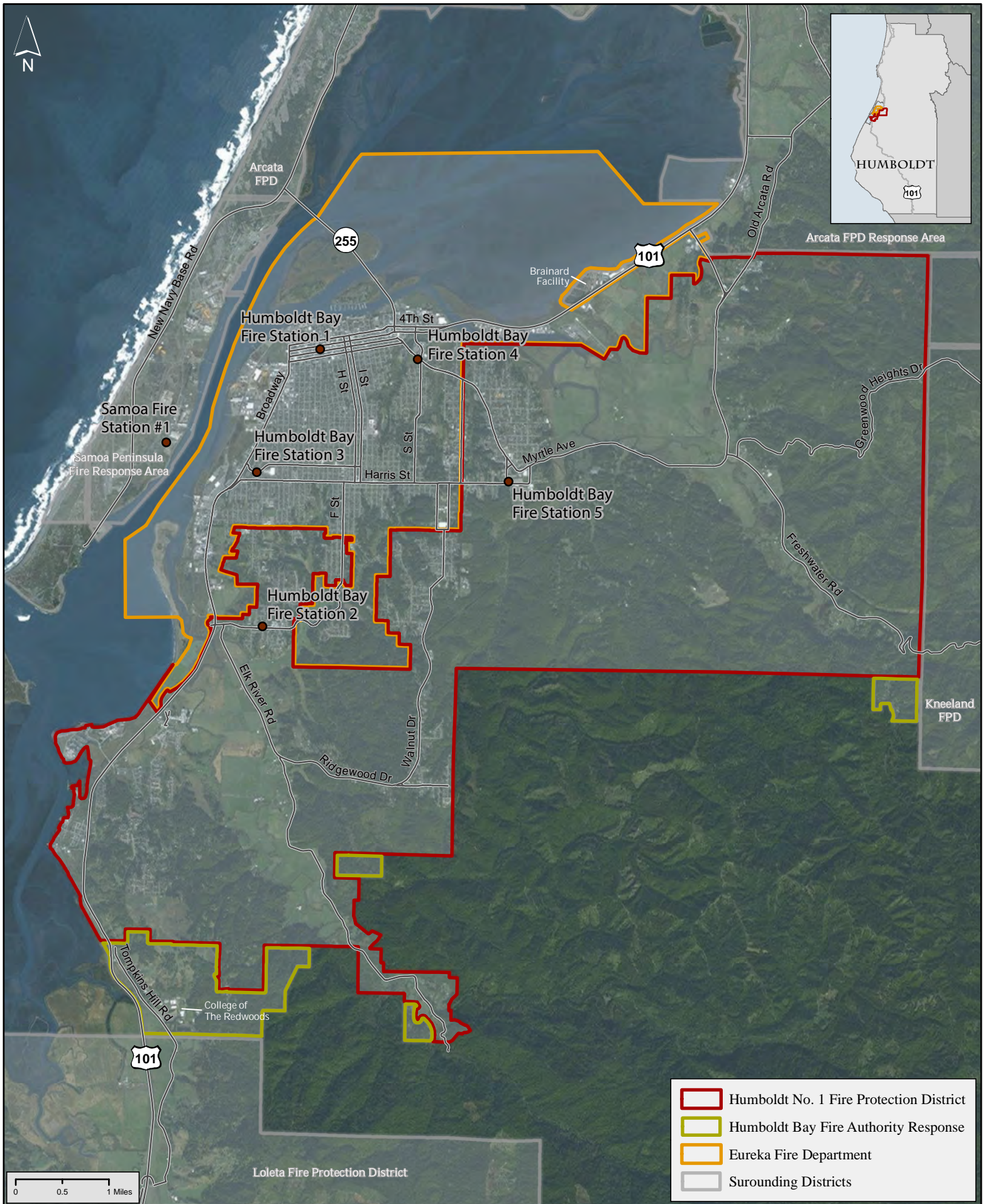
HBF responds to approximately 6,000 calls for service each year from five fire stations. A municipal service review (MSR) was previously conducted for Humboldt No. 1 FPD in 2011, prior to founding of HBF. A municipal service review for the City of Eureka was conducted in 2014. This document will entirely update Humboldt No. 1 FPD's previous MSR, and also update the review of fire-related service provided by the City of Eureka. A future MSR will review all other services provided by the City in a single City document.

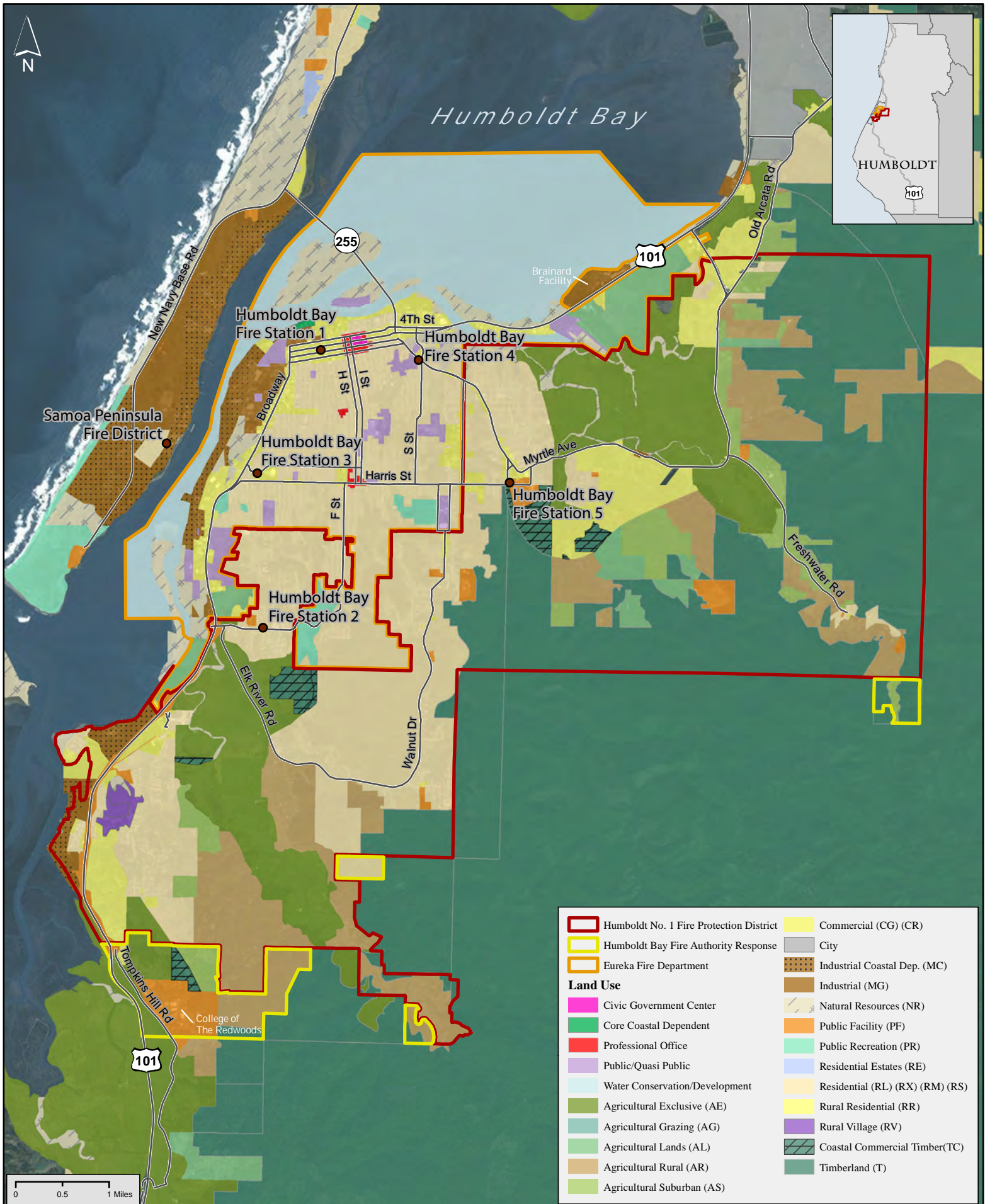
Formation

The Eureka Fire Department formed as a volunteer fire department in 1864. The department served all areas within city limits and eventually became a part of the City with paid staffing. As the City grew, unincorporated areas surrounding Eureka also developed. In 1929, the Humboldt No. 1 Fire Protection District (Humboldt No. 1 FPD) formed to provide a funding source with which to serve these outlying areas. When formed, the County of Humboldt purchased a fire engine and contracted with the City of Eureka to house and staff the district engine for responses within the District's territory. This arrangement continued until the District's need for service had increased and the District hired its own staffing in 1949. The fire engine was moved from the city to a horse barn at Redwood acres, which then became the District's first staffed fire station¹⁰. The two agencies operated as independent entities for the next several decades with little cooperation or coordination until the 1990's when they formed an automatic aid agreement whereby the closest apparatus would respond to an emergency regardless of jurisdiction. *Continued on page 23.*

⁹ Humboldt Bay Fire Authority Website. <http://www.hbfire.org>

¹⁰ HBF Website, Humboldt Fire District History. <http://www.hbfire.org/hfdhistory.html>





Additionally, in 2008, the two departments agreed to share the services of a joint Training Officer. These agreements heralded an era of greater coordination between the two departments. Beginning in 2010, both agencies began evaluating consolidation of administrative and operational functions¹¹. At that time, the City's Fire Chief retired, and in September 2011, the City contracted with the District for Fire Chief services with the goal being full consolidation of the two organizations. In connection with this goal, in November 2011 the City and District hired Citygate Associates to perform a consolidation study to determine the feasibility of merging the two fire organizations. Based on this study, it was recommended that consolidation be finalized utilizing a Joint Powers Agreement whereby both the City and District retain their own independent revenue sources but contract for fire services with a newly formed Joint Powers Authority that would serve both agency's service areas. It is important to note this arrangement in comparison to a full structural consolidation whereby two departments become a single legal entity with taxing authorities within a single boundary.

On December 22, 2012, the Joint Powers Agreement was officially signed by both the City and District thereby creating a public entity separate and independent from the parties to the agreement named "Humboldt Bay Fire" (see "purpose" statement below that is included in the Agreement). The Agreement provided for implementation in three phases; the first being a joint Fire Chief and Training Officer; the second consisting of consolidation of all administrative personnel; and the third consisting of full consolidation of all line staff. The crews began mixing and in January of 2013, old response lines were erased and full integration of the crews was completed. Also in 2013, the Arcata Fire Protection District Board considered becoming a party to the agreement; however, they ultimately decided to continue with existing automatic aid agreements rather than to functionally consolidate.

Joint Powers Agreement for Humboldt Bay Fire – "Purpose":

The purpose of the Authority is to improve effectiveness of fire service through standardization, uniform adoption of best practices, and shared capabilities that one jurisdiction could not afford or otherwise provide, and to enhance fiscal responsibility by eliminating duplication of capabilities, through the governance of a Joint Powers Authority. In furtherance of this purpose, the Authority may exercise the common powers of the Members as provided in this Agreement to manage, operate, and maintain the Joint Facilities and to implement the financing, acquiring and constructing of additions and improvements to the Joint Facilities to provide the Service Area with cost-effective and economical fire protection services, and, if necessary, to issue and repay Bonds of the Authority. The Authority's purpose is not to determine if, when, or how any of its Members approve development within their respective jurisdictions. Each of the Members is authorized to exercise all such powers (except the power to issue and repay revenue Bonds of the Authority) pursuant to its organic law and the Authority is authorized to issue and provide for the repayment of Bonds pursuant to the provisions of the Bond Law or other applicable law.

¹¹ <http://www.hbfire.org/history.html>

District Boundary

Humboldt Bay Fire's service area is 55 square miles and includes the jurisdictional boundaries of both the City of Eureka and the Humboldt No. 1 FPD. While this service area can generally be considered one aggregated area for purposes of activities and operations of the Authority, LAFCo maintains separate jurisdictional boundaries and spheres of influence for both member agencies. (See Figure 2.2-1). As such, each member agency can decide to modify its jurisdictional boundary through annexation or detachment, which would then change the combined aggregated service area of the Authority. Furthermore, should a member agency withdraw from the Authority or should the Authority otherwise dissolve, both the City and District departments would still exist, and each again would be responsible for the provision of fire-related services within their respective jurisdictional boundaries.

It is important to note that should a full structural consolidation ever be considered in the future, it would likely result in Humboldt No. 1 FPD annexing the city territory, thereby becoming the sole entity providing fire protection services within the single consolidated boundary. This is the case for Arcata FPD, which has the sole responsibility and obligation to provide fire protection services within the incorporated and unincorporated areas within its boundary.

Humboldt No. 1 FPD

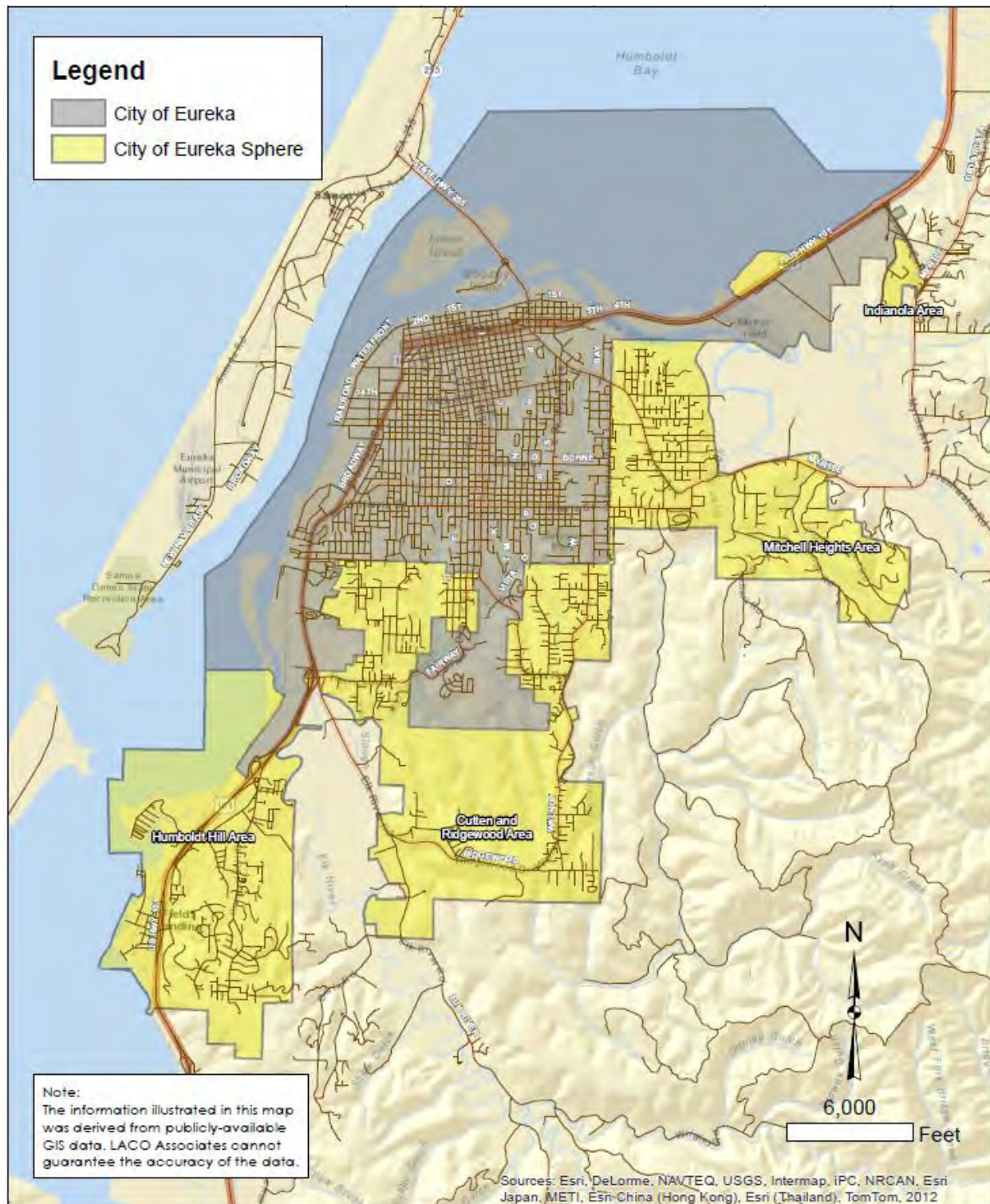
The Humboldt No. 1 FPD boundary encompasses nearly 40 square-miles including the unincorporated areas of Fields Landing, Humboldt Hill, King Salmon, Freshwater and Indianola, and an area east of Eureka to Elk River and south to Ridgewood Heights. The District currently has a district boundary and sphere of influence which are coterminous.

Humboldt No. 1 FPD has an existing service contract with College of the Redwoods, located just south of the District boundary. An out-of-district response area has been mapped to include the CR Campus and surrounding residentially-designated land uses. In addition, the Pacific Lumber Camp Road residential area located off Freshwater Road was included in the out-of-district response area. These mapped response areas should be included in the District's Sphere of Influence.

City of Eureka

Eureka is the Humboldt County seat and the largest city in the county, making it the Humboldt Bay Region's center for governmental, commercial, and industrial activity. The City of Eureka encompasses 16 square miles within its boundary. The City's sphere of influence extends south and east of the City limits to include the Humboldt Hill area, the Cutten and Ridgewood areas, the Mitchell Heights area, and a portion of the Indianola area. (See Figure 2.2-3.) All areas within the City's sphere of influence are also within Humboldt No. 1 FPD's District boundary.

Figure 2.2-3. City of Eureka Boundary and Sphere of Influence



Source: City of Eureka 2014 Municipal Service Review. Map created by LACO and Associates for document.

Growth and Population

Humboldt Bay Fire estimates that it serves 50,000¹² people. Based upon analysis included below in the “Disadvantaged Unincorporated Community” section, communities within HBF’s responsibility area may have a population closer to 54,000. Based on the below estimates, Humboldt Bay Fire can anticipate serving between 60,500 and 74,700 residents by 2030.

Eureka

The City is considered to be largely “built out” with much of its remaining undeveloped land within city limits primarily located in agricultural or natural areas, most of which are considered unsuitable for development. The majority of development in the Eureka area in recent years has been outside the City limits; the population of this area is nearly equal to that within the City boundaries. Future development is expected to occur in unincorporated neighborhoods surrounding the city.¹³

Over the last two decades the City’s population has remained relatively stable, experiencing a slight dip in population of 26,128 residents in the year 2000, followed by a comparable increase of 27,191 residents in 2010. This represents a 4 percent increase in population during this 10-year period, which may be related to the limited land available for new development¹⁴. The Census Bureau’s Population Estimates Program (PEP) projected a 2016 population of 27,226 for the City, using a one-percent growth rate¹⁵. Given current population estimations and a one-percent growth rate, Eureka is anticipated to have a population of approximately 31,300 in 2030.

Humboldt No. 1 FPD

Humboldt No. 1 FPD encompasses the majority of the above mentioned unincorporated development with growth potential. The majority of this growth can be expected to occur where water and wastewater services are provided.

The Humboldt No. 1 FPD covers an area of with a resident population of 26,500¹⁶. The City of Eureka notes that there is potential for additional development within the unincorporated County, just east and south of the City limits¹⁷. Based on the County’s housing growth projections of between 0.5% and 2.5%, the Humboldt No. 1 FPD could have between 29,279 and 43,423 residents by 2030.

¹² Humboldt Bay Fire Homepage, accessed September 2017. <http://www.hbfire.org/index.html>

¹³ City of Eureka MSR. Adopted 2014.

¹⁴ City of Eureka Adopted Housing Element 2014-2019. Pg. 56.

¹⁵ U.S Census, 2016. <https://www.census.gov/quickfacts/fact/table/eurekacitycalifornia/HSG030210>

¹⁶ See Table 3-9 for individual community CDP estimates.

¹⁷ ESA. City of Eureka Community Background Report. June 2015.

Existing and Planned Uses

The City's existing land uses can be characterized as residential, commercial, visitor serving, industrial, public, and agriculture/timberland. Agricultural/timberland uses are found within the southeastern and most northerly portions of the City. While the City of Eureka is mostly built out, vacant and underutilized lands do exist, primarily within the City's industrial and commercial areas¹⁸.

Portions of the City's SOI lie within or adjacent to the Humboldt Community Services District (HCSD). The county lands surrounding the City are planned primarily as low-density residential, agricultural, and timber. Commercial, industrial and public uses also exist, primarily in portions of Myrtle town, Cutten, King Salmon and Fields Landing¹⁹. See Figure 2.2-2 for land use designations.

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. Humboldt Bay Fire provides one of these services – fire protection – and is responsible for assuring that those services are adequately provided to the community.

The economic demographics within the Humboldt Bay Fire Authority vary by community area. See Table 2.2-2 for individual community data and Figure 2.2-4 for location and community boundary. Both the table and the figure were originally created of the 2014 City of Eureka Municipal Service Review. They have been updated and modified to reflect those areas relevant to Humboldt Bay Fire Authority. It should be noted that CDPs and Block Groups are determined using differing criteria. A single Block Group may include property within multiple CDP's. While the CDP data is a helpful tool in identifying DUCs, not all unincorporated areas are defined as CDPs that arguably should be defined as disadvantaged unincorporated communities.

Based on the below analysis, nine CDPs have been identified as disadvantaged unincorporated communities. Should the District or City pursue annexation, DUC communities within each agency's vicinity may be examined further.

¹⁸ ESA. City of Eureka Community Background Report. June 2015.

¹⁹ ESA. City of Eureka Community Background Report. June 2015.

Figure 2.2-4. Unincorporated Eureka Area Communities

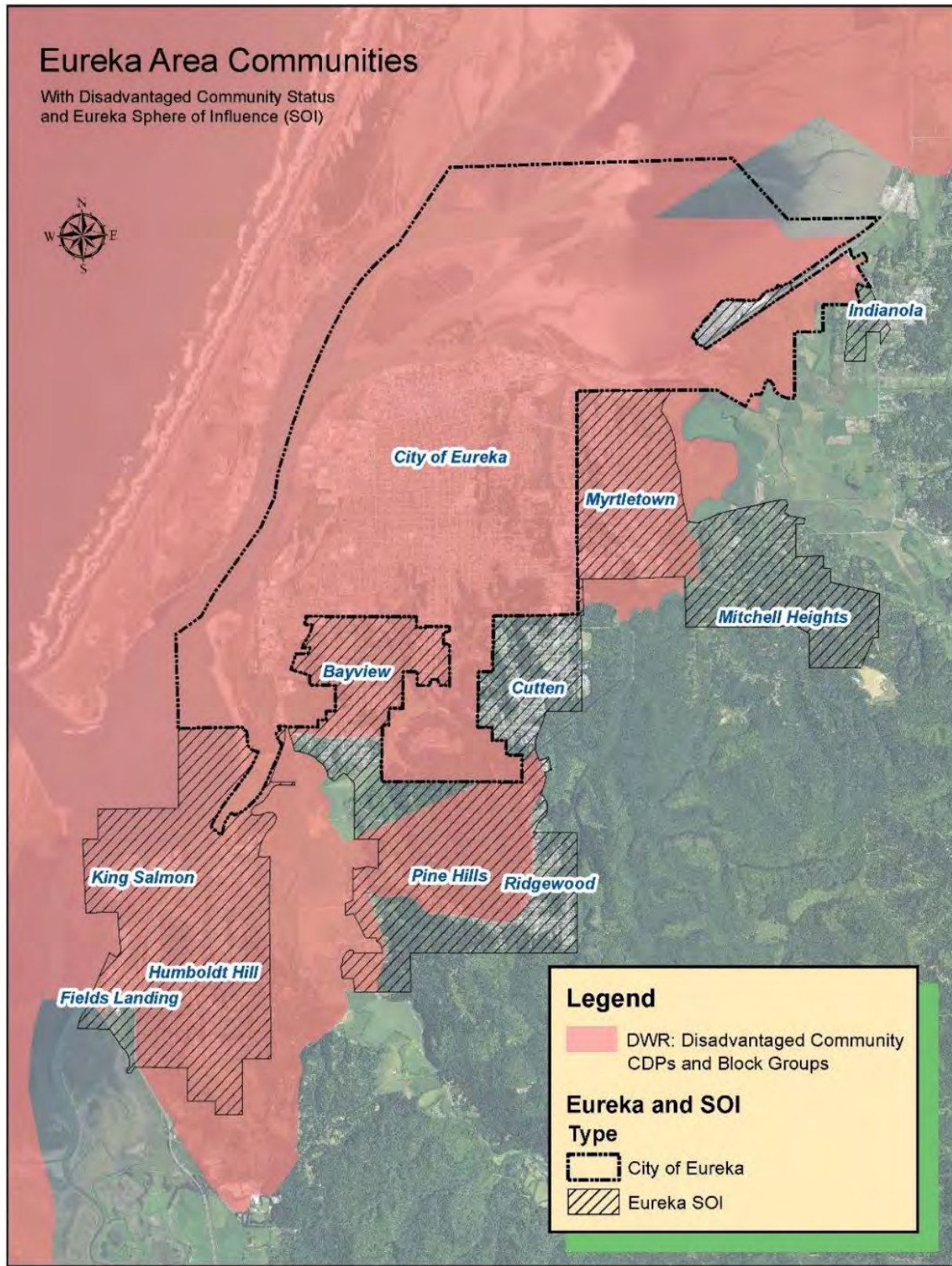


Table 2.2-2. Unincorporated Communities Analysis

COMMUNITY	DWR DUC?	INCORP- ORATED?	2010 POPULATION	LOCAL SERVICE PROVIDER		
				Fire	Water	Waste Water
City of Eureka	Yes	Yes	27,191	HBF	Eureka	Eureka
Indianola (Indianola CDP)	No	No	823	HBF	Eureka (Limited)	None
Myrtletown (Includes CDP, and Tract 8, Block Groups 1 & 2)	No	No	4,675	HBF	HCSD	HCSD
Mitchell Heights/Freshwater (Tract 106, Block Group 1)	No	No	1,205	HBF	HCSD	HCSD
Cutten (Cutten CDP)	No	No	3,108	HBF	HCSD	HCSD
Ridgewood/Elk River/Westgate Dr. (Pine Hills CDP)	No	No	3,131	HBF	HCSD	HCSD
Pine Hill (Bayview CDP)	Yes	No	2,510	HBF	HCSD	HCSD
Harris/Harrison Area (Tract 7, Block Group 1)	Yes	Partial	1,233	HBF	Eureka/ HCSD	Eureka/ HCSD
California Ave. Area , South of Harris (Tract 3, Block Group 4)	Yes	Partial	1,703	HBF	Eureka/ HCSD	Eureka/ HCSD
Rosewood/South of Henderson Center (Tract 3, Block Group 5)	Yes	Partial	1,401	HBF	Eureka/ HCSD	Eureka/ HCSD
Eureka Golf Course Area (Tract 4, Block Group 2)	Yes	Partial	1,158	HBF	Eureka/ HCSD	Eureka/ HCSD
Sea Avenue Area (Tract 4, Block Group 3)	Yes	Partial	1,619	HBF	Eureka/ HCSD	Eureka/ HCSD
Humboldt Hill (CDP & Tract 107, Block Group 3)	Yes	No	3,414	HBF	HCSD	HCSD
King Salmon (Tract 107, Block Group 4)	Yes	No	310	HBF	HCSD	HCSD
Fields Landing (Fields Landing CDP)	Yes	No	276	HBF	HCSD	HCSD
Total:			53,757			

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

Humboldt Bay Fire provides a full range of fire protection services, including fire suppression, rescue, basic life support, and fire prevention services. They are an active member of the fire service in Humboldt County, participating in the countywide fire protection mutual aid agreement, and automatic aid agreements with their surrounding fire departments including Arcata FPD, Samoa Peninsula Fire District, Loleta FPD, and Kneeland FPD.

HBF responded to 6,336 calls for service in 2016, of which approximately four percent were fires of various types, and 55 percent were medical related. Other calls such as vehicle accidents, which comprise approximately three percent of total calls, may also involve the delivery of emergency medical services. Refer to Table 2.2-3 for an overview of service calls.

Table 2.2-3. Humboldt Bay Fire Department Numbers (2010-2016)

Year	Eureka Fire Dept. 2010	Humboldt No. 1 FPD 2010	2011	2012	2013	2014	2015	2016
Incident Responses								
Vegetation Fires		9	53	38	96	55	52	50
Structure Fires	161	56	43	91	100	71	89	58
Other Fires		9	107	95	104	126	124	119
Vehicle Accidents	-	14	125	3,396	3,409	114	108	159
Medicals	2,051	974	2,895			3,407	3,454	3,503
Hazard/Menace	170	96	-	233	232	10	48	327
Public Assists	559	-	-	-	-	269	-	524
Others	517	458	1,630	1,611	1,447	1,527	2,129	1,596
Total Responses	3,458	1,616	4,853	5,464	5,388	5,579	6,004	6,336
% Medical	59%	60%	60%	62%	63%	61%	58%	55%
% Fire Response	5%	4%	3%	4%	6%	5%	4%	4%
Volunteer Hours								
Incident	13,500	2,879	8,077	500	487	434	500	118
Training	4,931	5,502	28,328	3,000	2,800	345	425	166
Maintenance	8,000	836	9,000	N/A	N/A	N/A	N/A	N/A
Fundraising	-	-	N/A	N/A	N/A	N/A	N/A	N/A
Total Hours	26,431	9,217	45,405	3,500	3,287	779	925	284
Personnel								
Volunteer	12	-	-	25	20	20	5	8
Auxiliary	38	-	-	0	0	0	0	0
Career	2.5	-	-	58	65	65	59	56
Total Personnel	53	0	0	83	85	85	64	64

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

Personnel

All of HBF's career firefighters and most of HFD's volunteers are trained to the level of Emergency Medical Technician (EMT)²⁰. Because of the nature of fire department operations, a fire engine with medically trained firefighters is often able to get to the scene quicker than an ambulance. Firefighter/EMT's are able to perform basic life support, administer oxygen, and use a defibrillator for patients in need. Some of HBF's Firefighters are trained as Advanced Life Support Paramedics and can perform advanced life saving techniques such as I.V. therapy, administration of life saving drugs, and advanced airway techniques.

HBF firefighters work a "48/96" schedule. Firefighters work a 48-hour shift (2 days). The on-duty crews eat and sleep at the fire stations during those shifts, responding to incidents as needed. After the firefighter's 48-hour shift, they are off duty for 96 hours (4 days). There are three "platoons" of firefighters to cover these shifts²¹. See Figure 2.2-5 for personnel organization chart. Humboldt Bay Fire Authority generally splits its operations into three divisions²².

Administrative

The Administrative Division is primarily responsible for budget development, grant management, administrative services, records management, data analysis, and information technology enhancements. This division also oversees strategic planning, department policy and procedures, and department rules and regulations. Staff considered a part of this division include the Fire Chief, the Executive Secretary, and an Administrative Assistant.

Operations

The Operations Division largely deals with fire suppression, eg. calls for service. Fire suppression is the largest program within Humboldt Bay Fire. Suppression personnel respond to fires, medical emergencies, water and land-based rescues, hazmat incidents, other related calls for service- both emergency and non-emergency. Suppression personnel also participate in the Fire Prevention program through code enforcement building inspections, and fire education efforts. Operations oversees the daily operations of all HBF stations and the reserve Volunteer Firefighter Program. Staff within this division include the Deputy Fire Chief and three shift Battalion Chiefs.

Volunteer Firefighter Program

The HBF career staff is supplemented by volunteer firefighters. The volunteers help supplement the paid staff by responding to large incidents and via shifts at the fire stations. Currently HBF has 8 volunteer personnel with four of those being firefighters while the other four are fire support volunteers charged with directing traffic, crowd control and other support activities²³. The volunteer firefighters undergo much of the same training as the career staff. All Volunteer firefighters are required to meet two Wednesday evenings per a month from 6 pm to 8 pm. Volunteer firefighters must meet a monthly ride-along requirement of 24 hours or more on an engine company. Additionally, all volunteer firefighters must attend 4 of the 6 drills scheduled on the 2nd and 4th Wednesday nights per quarter, complete 20 hours of training, and respond

²⁰ HBF Website, *Frequently Asked Questions* page. <http://www.hbfire.org/faq.html>

²¹ HBF Website, *Frequently Asked Questions* page. <http://www.hbfire.org/faq.html>

²² All information contained in this section comes from the Humboldt Bay Fire Website. <http://www.hbfire.org/fireprevention.html>

²³ Humboldt County Fire Services Annual Report, 2016 Draft.

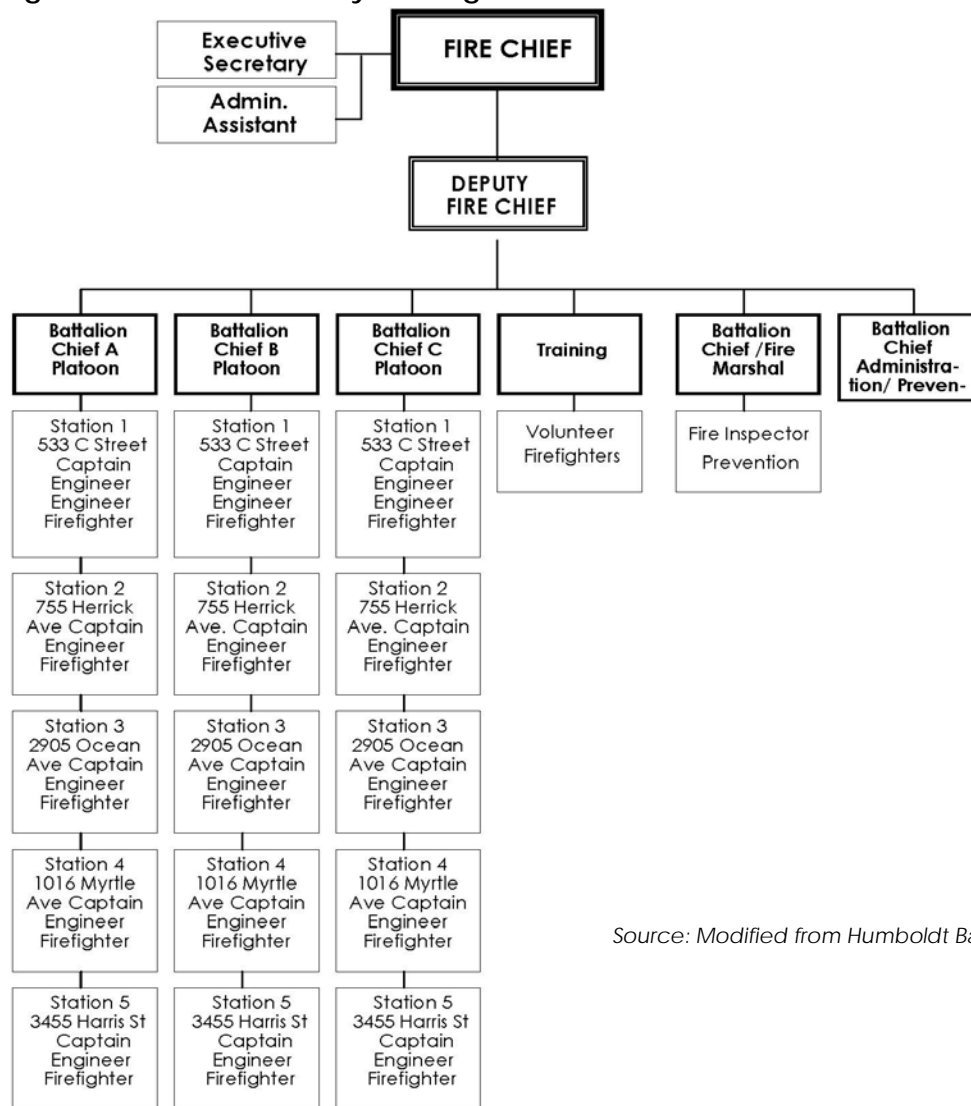
to at least 15% of fire calls per quarter. Finally, Humboldt Bay Fire asks volunteer firefighters to commit to at least two years of service to Humboldt Bay Fire. Volunteering earns employee preference points towards a professional firefighter career with HBF²⁴.

Fire Prevention

The Fire Prevention Division focuses on fire and injury prevention, as well as minimizing/deescalating fires and accidents. This is primarily done through education, engineering, and code enforcement. The division is led by the Battalion Chief-Fire Marshal.

Also assigned to the Prevention Division is the Special Projects/Administrative Battalion Chief and a civilian Fire Inspector. Beyond the standard duties of the civilian Fire Inspector, this position provides oversight to the weed and trash abatement program, which, by Eureka Municipal Code, is assigned to the Fire Department.

Figure 2.2-5. Humboldt Bay Fire Organizational Chart



Source: Modified from Humboldt Bay Fire Website-Updated in 2016

²⁴ HBF Website, *Humboldt Bay Fire Volunteer Program* page. <http://www.hbfire.org/volunteers.html>

Current Infrastructure and Facilities

Humboldt Bay Fire staffs five fire stations 24 hours a day, seven days a week. Three stations (2, 3, & 5) maintain an engine company apiece, each staffed with three Firefighters. Station 1 is staffed by a four-person ladder truck company and a Battalion Chief on shift. Fire Station 4 experiences variable staffing depending on personnel availability and funding. When possible, a three-person engine company is staffed here. On days where staffing is less, a two-person rescue squad is staffed²⁵. See Table 2.2-4 for apparatuses utilized by the District at each station.

HBF notes that the return of Fire Station 4 to full time staffing is a recent accomplishment. During 2015, the station was “browned out” (unstaffed) for a large portion of the year. Through cooperative efforts in the budgeting process, HBF was able to work within the existing budget to commit to staffing the station 24/7 with the minimum of the above-mentioned two-person squad²⁶.

Table 2.2-4. Humboldt Bay Fire Authority Facilities and Apparatus

Station	Apparatus	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
Station 1- Main Station 533 C St. Eureka	8117	Pierce Arrow Engine	1991	I	1500	500
	8170	Hazmat	-	-	-	-
	8171	International Rescue Truck	2000	N/A	N/A	N/A
	8181	Pierce Arrow Engine	1991	I	1500	500
	8182	Pierce Arrow 110 ft. Platform Ladder Truck	1994	N/A	1500	200
	8190	Ford C800	1986	N/	N/A	N/A
	-	Command Vehicle	2009	N/A	N/A	N/A
	RT-32	USAR Trailer	-	-	-	-
Fire Station 2 755 Herrick Ave.	8112	Crimson Gladiator Engine	2009	1	1500	500
	8137	International Engine	1991	III	500	500
Fire Station 3 2905 Ocean Ave.	8113	Pierce Dash Engine	2002	I	2000	500
	8163	Water Tender	1994	-	750	2000
Fire Station 4 1016 Myrtle Ave.	8114	Pierce Dash Engine	2002	I	2000	500
	8174	Rescue Squad	2002	N/A	N/A	N/A
Fire Station 5 3455 Harris St. Eureka	8115	Sutphen Shield Engine	2006	I	1500	500
	8119	Pierce Arrow Engine	1991	I	1500	500
	8136	Placer Fire Apparatus Engine	2009	III	1000	500

²⁵ <http://www.hbfire.org/stations.html>

²⁶ Humboldt County Fire Services Annual Report, 2016 Draft.

Challenges and Needs

HBF noted that for several years, funding has remained a constant challenge. With the rising cost of operations and other expenses, Humboldt Bay Fire endeavors to maintain a high level of service while receiving little to no additional funding. HBF pursues grant funding whenever possible to help address equipment needs, but grant funding generally is not considered a consistent source of revenue. The organization also reported that they struggle with recruitment and retention of personnel (both career and volunteer) for a wide variety of reasons. Recruitment for volunteers is ongoing.²⁷

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 Humboldt Bay Fire has an ISO PPC rating of 3/3X (2015). Such a rating potentially provides the residents of the Eureka 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 "3" 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 "3X" is applied to properties *within* 5 road miles of a fire station but *beyond* 1,000 feet of a creditable water supply.

FINANCING

Current Revenues and Expenditures

Humboldt Bay Fire Authority

As the fire-service providing agency for both Humboldt No. FPD and the City of Eureka, the Humboldt Bay Fire Authority oversees and executes its own budget. This budget utilizes both contributions from the JPA member agencies and revenues it generates as an operating fire provider, such as grants, contracted services, and inspection fees.

Contributions from the two member-agencies was originally determined as a part of the JPA agreement, laid out as such:

"The consolidation would be performed under a cost share formula based on population, number of incidents on a rolling three-year average, and minimum daily line staff in each member jurisdiction, with the number of incidents weighted twice as heavily as each of the other two factors. Using this formula, it was determined the City's share would be 67% and the District's 33% with each entity retaining their own facility and apparatus assets."

See Table 2.1-5 below for the Adopted 2017-18 Fiscal Year Budget and contributions amounts from each member- agency.

²⁷ Humboldt County Fire Services Annual Report, 2016 Draft.

Table 2.1-5. Humboldt Bay Fire Budget for Fiscal Year 2017-18

Expenditures	
Grounds	\$1,000
Clothing/Personnel Expense	\$51,900
Fitness Program	\$4,500
Food	\$2,900
Household Expense	\$12,500
Other (memberships, dues, AirMedCare Network, etc.)	\$60,620
Equipment/Apparatus Maintenance & Fuel	\$136,506
Facilities Maintenance	\$37,000
Life Support Supplies	\$66,000
Business Expenses (office supplies, CPR Ins. supplies, etc.)	\$11,300
Specialized Services (audits, legal services, etc.)	\$311,600
Small Tools/Instruments	\$36,500
Special JPA Expense (awards, open house, public relations, etc.)	\$22,600
Special Programs	\$41,200
Training and Travel	\$79,500
Utilities	\$1,000
Contributions to Other Agencies	\$1,000
Volunteer Program Expense	\$6,160
Salaries	\$4,074,592
Leave Paid	\$133,000
Retirement Expense	\$2,085,833
Employee Insurance Coverage	\$1,154,250
Overtime	\$343,736
<i>Total Expenditures</i>	<i>\$8,675,197</i>
Revenues	
Contracted Services Revenue	\$110,000
Investments	\$500
Other (inspections, CPR classes, etc)	\$42,600
City of Eureka Contribution	\$5,638,880
Humboldt FPD No. 1 Contribution	\$3,036,320
<i>Total Revenue</i>	<i>\$8,828,300</i>
Surplus/(Deficit)	\$153,103

City of Eureka

The City of Eureka adopts a fiscal budget annually. Revenues from fire-related activities go into the General Fund. Funding for fire-related items is apportioned annually from the General Fund as deemed appropriate by the City Council.

Table 2.1-6. Eureka Budget for FY 2017-18, Fire Admin. & Prevention & Suppression Only

Expenditures	
Professional and Technical Services	\$5,520,913
Fleet Lease	313,233
Pension Contr-Emplyr	322,895
Liability Insurance	101,313
Facility Maintenance Costs	75,471
<i>Total Expenditures</i>	<i>\$6,333,825</i>
Revenues	
Apportionment from General Fund	\$6,333,825
<i>Total Revenue</i>	<i>\$6,333,825</i>
Surplus/(Deficit)	\$0

Humboldt No. 1 FPD

Humboldt No. 1 receives special tax revenue from special assessments approved by district property owners in 2004, and 1985. Both the assessments are levied annually and are apportioned based on the land unit value of property, with the 2004 assessment at \$12.00 per unit of benefit and the 2004 assessment at \$6 per unit of benefit. An average single-family residence within the District contributes \$236 annually²⁸. The District also receives "ad valorem" property taxes. See Table 2.1-5 below for the Adopted 2017-18 Fiscal year Budget.

Table 2.1-5. Humboldt Bay Fire Budget for Fiscal Year 2017-18

Expenditures	
Operational Services (station repairs/maint., apparatus payments)	\$150,722
Operational Supplies	\$5,000
Personnel (health/retired insurance)	\$143,500
Professional/Special Services (bookkeeping, admin. services)	\$79,760
Transfer to Humboldt Bay Fire JPA	\$3,036,319
Transfer to Reserves	\$100,000
	<i>\$3,515,301</i>
Revenues	
Property Taxes (secured and unsecured)	\$2,428,500
Fire Assessments (1985 and 2004 benefits)	\$704,000
Interest Income	15,000.00
Homeowner's Tax Relief	35,865.00
Timber Yield Tax	3,300.00
Impact Fees	25,000.00
Proposition 172 Funds	\$130,000
<i>Total Revenue</i>	<i>\$3,341,665</i>
Surplus/(Deficit)	-\$173,636

²⁸ Notice of Public Hearing and Proposed Assessment Increase, July 2004. <http://www.caltaxfoundation.org/Center-for-Special-Taxes/Humboldt/HumboldtNo1FireProtectionDistrict/H1FPD2004-All.pdf>

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) Humboldt Bay Fire Authority currently serves a population approximately 54,000.
- b) Humboldt Bay Fire can anticipate serving between 60,500 and 74,700 residents by 2030.

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

- a) Nine CDPs have been identified as disadvantaged unincorporated communities in the above document.
- b) Should the District or City pursue annexation, DUC communities within each agency'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 Humboldt Bay Fire Authority's facilities, infrastructure, and services are sufficient to provide quality services to its residents.
- b) Humboldt Bay Fire Authority has an ISO PPC rating of 3/3X, an indication that it provides a high level of fire protection services.

4) Financing ability of agencies to provide services

- a) The Humboldt Bay Fire Authority oversees and executes its own budget. This budget utilizes both contributions from the JPA member agencies and revenues it generates as an operating fire provider.
- b) Contributions from the two member-agencies was originally determined as a part of the JPA agreement, determining the City's share would be 67% and the District's 33%, with each entity retaining their own facility and apparatus assets.

5) Status of and, opportunities for, shared facilities

- a) Humboldt Bay Fire Authority is a regional partner in the overall fire suppression and prevention effort in on and around Humboldt Bay.

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

- a) Humboldt Bay Fire maintains a website (hbfire.org) and a Facebook page (facebook.com/humboldtbayfire) where it posts information about Department activities, documents and updates. At the present time, minutes, and financial data are not posted for the organization.
- b) Humboldt Bay Fire is governed by a four-person Joint Powers Authority board made up of two members from the Eureka City Council and two members from the Humboldt Fire District Board of Directors. The JPA board meets on a monthly basis in open, public meetings.
- c) The Eureka City Council meets twice a month in open public session.
- d) The Humboldt Fire No. 1 FPD Board members may elected by members within the District, however, in recent years the District has opted to appoint seat vacancies rather than call an election.

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

- a) Humboldt No. 1 FPD has an existing service contract with College of the Redwoods, located just south of the District boundary. An out-of-district response area has been mapped to include the CR Campus and surrounding residentially-designated land uses. In addition, the Pacific Lumber Camp Road residential area located off Freshwater Road was included in the out-of-district response area. These mapped response areas should be included in the District's Sphere of Influence.

2.3 Fieldbrook-Glendale Community Services District



INTRODUCTION

Table 2.3-1. Fieldbrook-Glendale CSD Contact Information

Contact:	Jack Sheppard, Chief
Address	4584 Fieldbrook Rd. Fieldbrook, CA. 95519
Phone Number:	(707)839-0931
Email	fieldbrookfd@gmail.com
Website	https://sites.google.com/site/fieldbrookfireorg
Population Served:	1,600 residents
Size of Service Area:	9.4 sq. mi. Response Area
Number of Staff	29 volunteers

Background

The Fieldbrook-Glendale Community Services District (CSD or District) provides water, wastewater, and fire protection services to the unincorporated community of Fieldbrook. Fieldbrook is located in a valley along Lindsey Creek in central Humboldt County along Fieldbrook Road approximately 6 miles east of McKinleyville and approximately 7 miles northwest of Blue Lake²⁹. The community was originally settled around 1900. Fire protection services for the District are provided by the Fieldbrook VFD. A municipal service review (MSR) for the District was previously conducted in 2015 as a part of the District's 2015 annexation process, known as the "Annexation of Out of District Fire Service Response Areas and Areas Served by Water & Wastewater to the Fieldbrook-Glendale Community Services District". which evaluated all services provided by the District. This document will update the 2015 MSR and will only discuss the District's fire protection services. Fieldbrook-Glendale CSD's water and wastewater services will be addressed separately in a future regional water and wastewater MSR.

Formation

The Fieldbrook CSD was formed in 1962 pursuant to the provisions of Community Services District Law, Title 6, Division 2 of the Government Code, as amended, to provide water and fire protection services to residents living in the Fieldbrook and Glendale areas. In 1983, the Fieldbrook CSD approved Ordinance 83-1 which established zones inside the district within which certain services would be provided (fire and water, water and sewer, water only). The District name was later changed to the Fieldbrook-Glendale Community Services District

²⁹ Humboldt County 2014 Housing Element, Appendix J, *Infrastructure and Service Needs of Legacy Communities*. Pg. J-11.

District Boundary

Major developments within the District include the Fieldbrook Elementary School, the Fieldbrook General Store, and the Fieldbrook Winery. The Glendale area is also within the District boundaries, and includes the E&O Bowl, Murphy's Market, and various commercial and industrial-related uses.

The Fieldbrook-Glendale CSD SOI and district boundaries are currently coterminous. Figure 2.3-1 illustrates the districts boundary. The District provides water and fire protection services to the Fieldbrook area (9.4 square miles) and water and wastewater services to the Glendale area. The 9.4 square miles of the Fieldbrook area may be considered the Fire Response Area. The Blue Lake FPD boundary overlaps the Fieldbrook-Glendale CSD district boundary at the southeastern portion of the district and provides fire protection services to the remainder of the Glendale area.

Growth and Population

The District serves approximately 1,600 residents who live in 698 housing units³⁰. Based on the County's housing growth projections of between 0.5% and 2.5%, the Fieldbrook-Glendale CSD could have between 1,800 and 2,600 total residents by 2030.

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), and the Zoning Regulations (Humboldt County Code Title III, Division 1). Territory within the District is comprised predominantly of improved and unimproved rural residential, agriculture, and timber related uses. See Figure 2.3-2 for land use designations within Fieldbrook-Glendale CSD's service area.

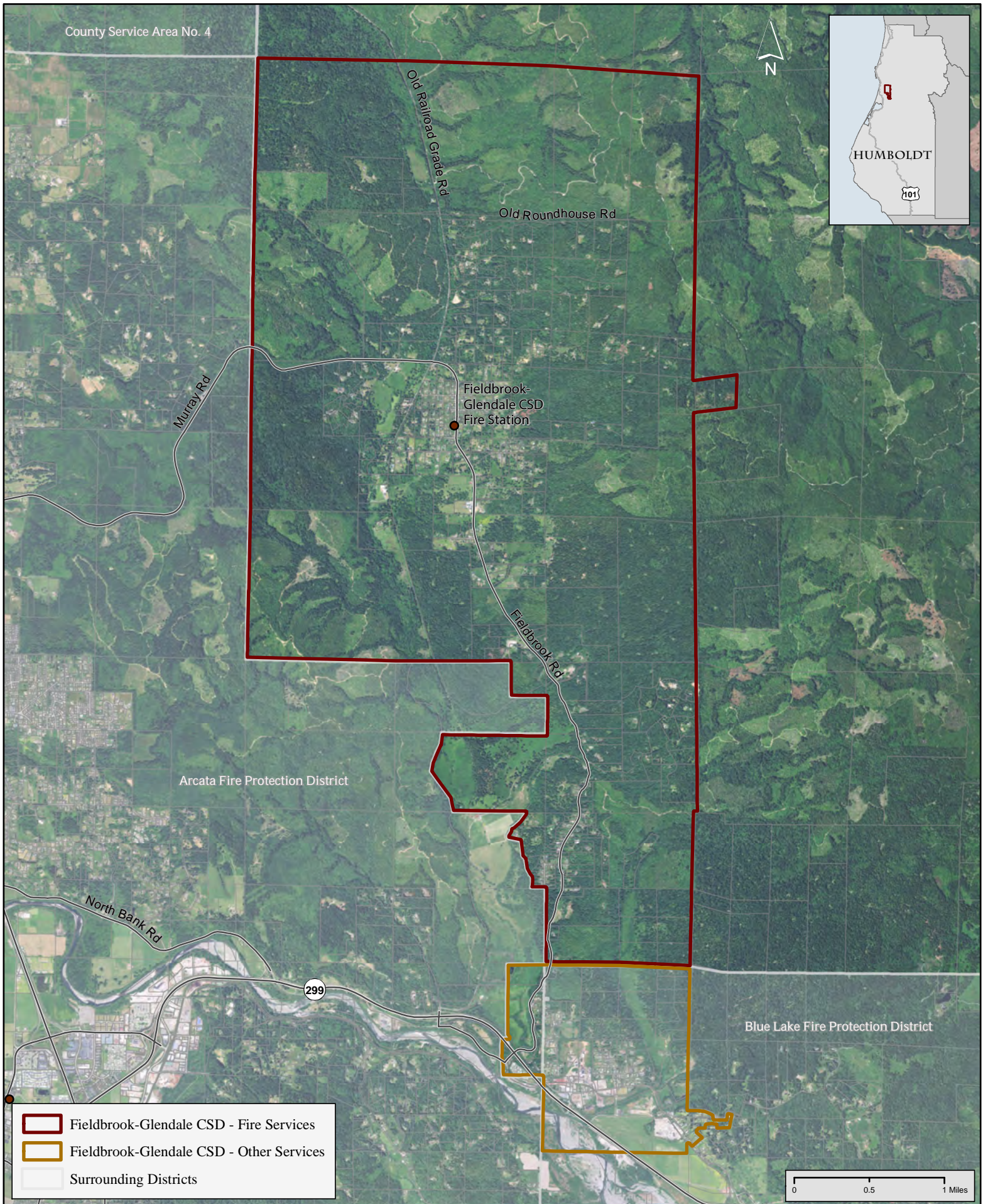
Disadvantaged Unincorporated Communities

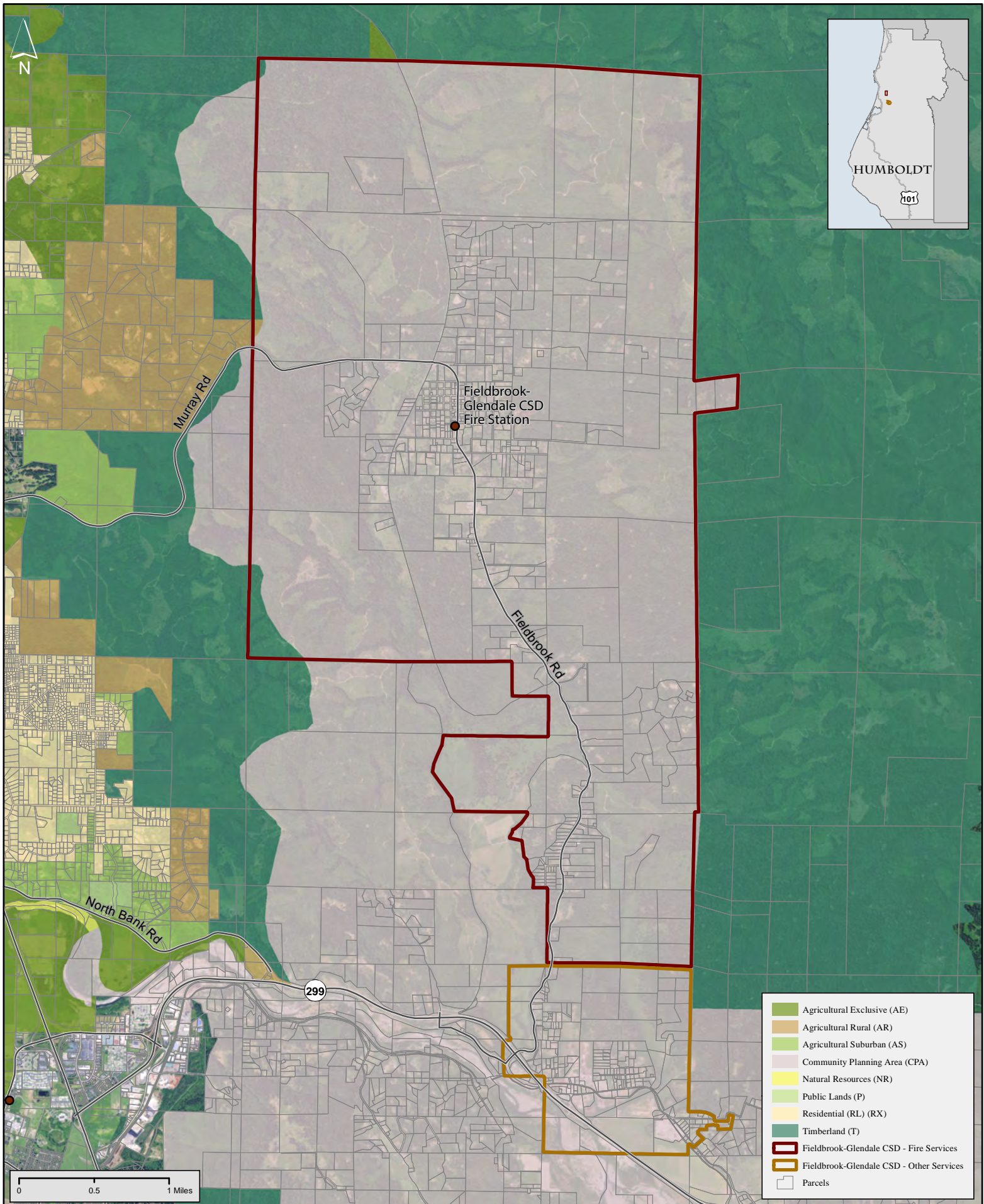
LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this municipal service review, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household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

The community of Fieldbrook is a CDP with an estimated MHI of \$64,750³¹, which is higher than California's reported \$61,094 average MHI and therefore the community does not qualify as disadvantaged.

³⁰ Humboldt LAFCo 2015 Municipal Service Review for Fieldbrook-Glendale CSD. Pg. 9.

³¹ U.S. Census, 2010. https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml?src=bkml





INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

The Fieldbrook VFD provides fire protection and emergency medical services on behalf of the Fieldbrook-Glendale CSD. They are an active member of the fire service in Humboldt County, participating in the countywide fire protection mutual aid agreement, and automatic aid agreements with their surrounding fire departments including Arcata FPD and Blue Lake FPD³².

The Fieldbrook VFD responded to 70 calls for service in 2016, of which approximately 36 percent were fires of various types, and 33 percent were medical related. Other calls such as vehicle accidents, which comprise approximately two percent of total calls, may also involve the delivery of emergency medical services. Refer to Table 2.3-2 for an overview of service calls. The Fieldbrook VFD regularly “covers” (deploys an engine and personnel) to the Arcata FPD McKinleyville Fire Station when Arcata engines are out of position responding to fires.

Table 2.3-2. Ferndale VFD Department Numbers (2010-2016)

Year	2010	2011	2012	2013	2014	2015	2016
Incident Responses							
Vegetation Fires		0	2	2	2	3	3
Structure Fires	161	4	9	4	3	9	12
Other Fires		4	2	6	6	2	10
Vehicle Accidents	-	1	5	8	7	2	3
Medicals	2,051	20	35	37	31	36	23
Hazard/Menace	170	3	2	2	-	3	0
Public Assists	-	0	0	1	4	4	3
Others	1,076	9	6	3	4	21	16
Total Responses	3,458	41	61	63	57	80	70
% Medical	59%	49%	57%	59%	54%	45%	33%
% Fire Response	5%	20%	21%	19%	19%	18%	36%
Volunteer Hours							
Incident	13,500	-	209	262	400	400	1,623
Training	4,931	-	1,805	1,472	1,125	1,200	1,200
Maintenance	8,000	-	462	2,833	528	600	1,695
Fundraising	-	-	196	314	145	150	450
Total Hours	26,431	0	2,672	4,881	2,198	2,350	4,968
Personnel							
Volunteer	12	22	22	19	22	20	23
Career	38	-	0	0	0	0	0
Auxiliary	2.5	-	13	5	2	6	6
Total Personnel	53	22	35	24	24	26	29

Source: CAL FIRE-Fortuna Interagency Command Center, Humboldt County Fire Services Annual Reports (2010-2015, 2016 Draft)

Personnel

The department is headed by a Chief, an Assistant Chief, two Captains, two Lieutenants, 17 Firefighters, many of whom are EMTs. In 2016, Fieldbrook VFD and Blue Lake FPD co-hosted a Volunteer Fire Academy, an 80-hour basic firefighting course to accomplish entry level firefighter training for new members. This was supported by the Fortuna FPD as part of the Eel River Valley Fire Academy training curriculum.

Current Infrastructure and Facilities

The Fieldbrook VFD operates out of one fire station at 4584 Fieldbrook Road. The District has two engines, one water tender, and a quick-attack rescue vehicle. In 2013, the District was able to significantly remodel its firehouse after the successfully passing a special tax measure. The station upgrades included construction of a new 2,500 square foot apparatus bay. The new apparatus addition has pull-through bays for all four of the Fire Department's trucks. Some features of the new fire house include the use of reclaimed old growth redwood, a sprinkler system, LED lighting, a new septic system, custom made turn-out gear lockers, a standby propane generator, metal roofing, and a flag pole made from an old repeater antenna. The old fire house has been refashioned into an office and classroom area, along with a new kitchen. Besides the new special tax, the project was funded by funds, labor, and materials donated by the community³³.

Table 2.3-3. Fieldbrook VFD Facilities and Apparatus

Address	Apparatus	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
4584 Fieldbrook Road, Fieldbrook	E-8717	Engine	1990	I	1250	600
	E-8715	Engine	1996	I	1250	1000
	A-8747	Attack Vehicle	2006	VII	120	400
	WT-8756	Water Tender	1976	VI	200	2500

Challenges and Needs

The District noted that aging equipment needs replacing. In their effort to maintain firefighter safety and NFPA & OSHA compliance, the Department is actively seeking both a turnout gear laundry system and an integrated breathing air cylinder recharging system³⁴.

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 Fieldbrook-Glendale CSD

³³ Humboldt County Fire Services Annual Report, 2013.

³⁴ Humboldt County Fire Services Annual Report, 2016 Draft.

has an ISO PPC rating of 5/8Y³⁵ (2005). Such a rating potentially provides the residents of Fieldbrook 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 "5" 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 "8Y" is applied to properties within 5 road miles of a fire station but beyond 1,000 feet of a creditable water supply.

FINANCING

Current Revenues and Expenditures

The District's revenue to support water and wastewater services comes from service charges and connection fees, and revenue to support fire protection comes from property taxes and a special tax on property. The special tax was approved by voters in 2013 (Measure K) and generates approximately \$60,000 annually. The tax is levied annually and apportioned at \$75 per a parcel³⁶. The District also receives property tax revenue in the amount of approximately \$45,000 per year. The District also generates interest revenue and has other smaller revenue sources³⁷.

Prior to 2015, the deficit between the costs of the providing fire-related services within its response area and the amount of money available to the Department was substantial and the resulting deferred purchases, maintenance, and training expenses was growing each year³⁸. The approval of the 2015 annexation enabled the district to extend its current funding sources into all areas receiving service from the department.

ACCOUNTABILITY AND GOVERNANCE

The Fieldbrook-Glendale CSD is governed by an elected five-member Board of Commissioners that are responsible for overseeing the fiscal responsibility of the fire district. A General Manager oversees the day-to-day operations of the District. The Board members are elected by District residents and hold a four-year terms of office. The District's Board of Directors meets on the fourth Tuesday of every month at the District office. Meeting agendas are posted at the District office prior to the monthly meeting. Special Board meetings (i.e., meetings held in addition to the regularly scheduled monthly meeting) are noticed in the local newspaper.

³⁵ Humboldt LAFCo 2015 Municipal Service Review for Fieldbrook-Glendale CSD. Pg. 11.

³⁶ California Tax Foundation. <http://www.caltaxfoundation.org/fieldbrook-glendale-community-services-district>

³⁷ Humboldt LAFCo 2015 Municipal Service Review for Fieldbrook-Glendale CSD. Pg. 15.

³⁸ Humboldt LAFCo 2015 Municipal Service Review for Fieldbrook-Glendale CSD. Pg. 15.

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 Fieldbrook-Glendale CSD serves approximately 1,603 residents living in 698 housing units.
- b) The District could have between 1,800 and 2,600 total residents by 2030.

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

- a) The Fieldbrook-Glendale CSD provides water, wastewater, and fire-related services and is responsible for assuring that those services are adequately provided to the community.
- b) The Fieldbrook CDP does not qualify as a disadvantaged unincorporated community.

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

- a) The level of service provided by the Fieldbrook VFD on behalf of the District is described in "Services" above and largely characterized by the ISO rating of 5/8B, an indication that it provides an adequate level of fire protection services.

(4) Financing ability of agencies to provide services

- a) The District's revenue to support water and wastewater services comes from service charges and connection fees, and revenue to support fire protection comes from property tax and a special tax for fire protection purposes.
- b) Special tax revenues are apportioned at \$75 per parcel.
- c) The approval of the 2015 annexation enabled the district to extend its current funding sources (property tax throughout and a special tax to fire service areas) into all areas receiving service from the department, establishing revenue that the District can rely upon into the future.
- d) The District Board of Directors adopts an annual budget and administers its funds consistent with budgeting, accounting, and reporting procedures for special districts in California.

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

- a) The Blue Lake Fire Protection District provides fire protection services to 794 acres to the Fieldbrook-Glendale CSD boundaries comprised of the Glendale area.

- b) The Fieldbrook-Glendale CSD has mutual and automatic aid agreements with surrounding fire departments including the Blue Lake FPD and the Arcata FPD.
- c) Fieldbrook-Glendale CSD regularly "covers" (deploys an engine and personnel) to the Arcata FPD McKinleyville Fire Station when Arcata engines are out of position responding to fires.
- d) The Fieldbrook-Glendale CSD provides resources to surrounding departments and utilizes available resources when necessary.

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

- a) A five-member Board of Directors oversees the business of the District. The Board members are elected by District residents and hold a four year term of office.
- b) The District maintains a visible presence in the community, and participates in community activities and events.

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

- a) It is recommended that Fieldbrook-Glendale CSD's sphere of influence be maintained to be coterminous with its District boundary.

2.4 Samoa Peninsula Fire Protection District



INTRODUCTION

Table 2.4-1. Samoa Peninsula FPD Contact Information

Contact:	Dale Unea, Chief
Address:	1982 Gass Street, Samoa, CA 95564
Phone Number:	(707) 443-9042
Email	samoafire@gmail.com
Website	www.samoafire.org
Population Served:	720 Residents
Size of Service Area:	2.8 square miles

Background

The Samoa Peninsula Fire Protection District (Samoa Peninsula FPD or District) is an independent special district that provides fire and rescue services to the Samoa Peninsula, which includes the communities of Fairhaven, Finntown, and Samoa. The District's boundary extends north to the Samoa Bridge crossing (State Route 255) and south to the Samoa Field Airport. The main fire station is located at 1982 Gass Street in Fairhaven. A municipal service review for the District was previously conducted in 2009. This document will update the previous MSR and build upon information provided therein.

Reorganization

Recent efforts to address service needs on the Peninsula culminated in an application to LAFCo in 2015 to reorganize the Samoa Peninsula FPD into the Peninsula Community Services District (CSD) in order to add water, wastewater, streets, parks and recreation, landscape maintenance, and storm drainage as authorized services. Various work has been completed for the reorganization, including the following existing studies:

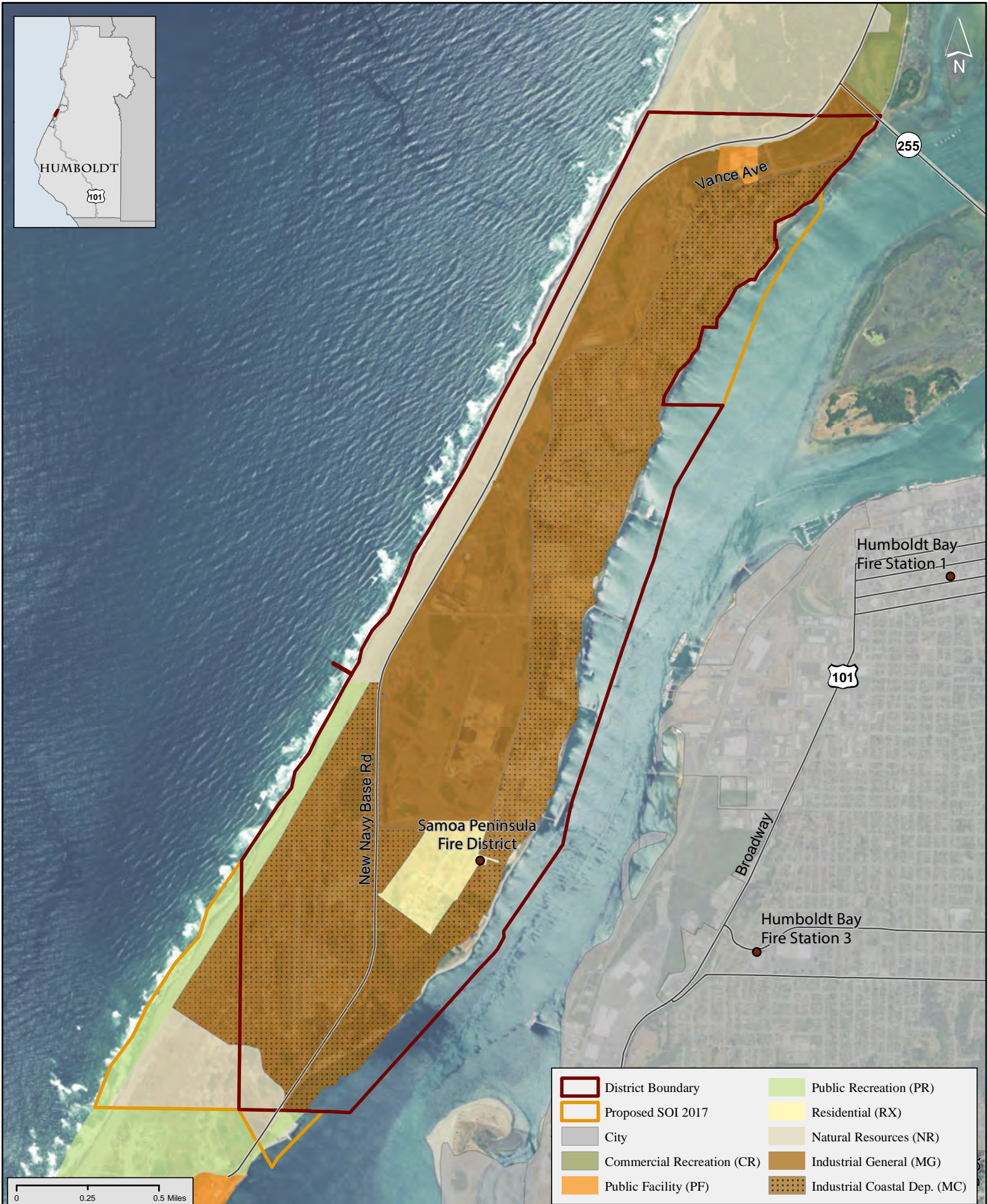
- Peninsula CSD Formation Management Plan, SHN, March 2017
- Plan for Services for Reorganization of the Samoa Fire Peninsula Fire Protection District, California Engineering Company, July 2015
- Tentative Subdivision Map for Samoa Pacific Group, LLC, Kelly-O'Hern Associates, August 2016

LAFCo approved the Samoa Peninsula FPD's proposal to reorganize into the Peninsula CSD with terms and conditions on May 15, 2017. The LAFCo action has allowed the Peninsula CSD formation to proceed to a vote, as Measure Z in November 2017. Additional discussion of the reorganization is provided throughout this profile.

Formation

The Samoa Peninsula FPD is governed by the Fire Protection District Law of 1987 (Health and Safety Code Section 13800 et seq.), which supersedes prior fire protection district laws. In 1993, the Samoa Volunteer Fire Department (VFD) was annexed into the Fairhaven FPD and the name of the expanded district was changed to Samoa Peninsula FPD. The Fairhaven FPD was originally formed by Resolution No. 1564 of the Humboldt County Board of Supervisors on February 15, 1961.





District Boundary

The Samoa Peninsula FPD is located on the southern portion of the Samoa Peninsula, which forms a land barrier between the Pacific Ocean and Humboldt Bay. The district extends north to the Samoa Bridge crossing (State Route 255) and south to the Samoa Field Airport. The current fire district boundary excludes Federal land surrounding the North Jetty, including the BLM-managed Samoa Dunes Recreation Area and the US Coast Guard Station. Non-residential uses within the District include the Samoa Cookhouse, Samoa Pulp Mill (operated by Evergreen Pulp), the Fairhaven Biomass Power Plant, the Fairhaven Business Park, the Samoa Dragstrip, the Eureka Municipal Airport, and the Redwood Dock. The District presently has a boundary of 2.8 square miles.

The proposed CSD boundary would generally be consistent with the current Samoa Peninsula FPD boundary and sphere of influence, with minor adjustments to account for public lands and tax rate areas. This includes the Samoa Boat Launch facility and other non-federal land on the Peninsula. These areas are identified in Figure 2.4-1.

Growth and Population

The District estimates it serves a population of approximately 720³⁹. Based on the County's housing growth projections of between 0.5% and 2.5%, the District could serve between 770 and 1,000 total residents by 2030.

Existing and Planned Uses

Existing uses within the Samoa Peninsula FPD boundaries include a mix of low density residential, commercial, industrial, coastal dependent industrial, public facilities, and recreational uses. The Peninsula contains three small distinct communities: Samoa, Finntown, and Fairhaven. The Town of Samoa is a historic lumber company town established in the late 1800s, and is now owned by the Samoa Pacific Group, LLC ("SPG"), which purchased it at auction in 2001. The SPG has prepared a master plan for the town and is in the process of implementing a multi-phase subdivision. The original project consists of subdividing and developing the former mill town, lumber storage and processing area to provide a diverse mix of land uses: residential, commercial, light industrial/business park, and public while protecting environmentally sensitive areas and resources. Key elements of the Samoa Town Master Plan ("STMP") include:

- A commercial area at Vance Avenue and Cutten Street;
- A business park along the south portion of Vance Avenue;
- The Samoa Cookhouse area which includes the existing Samoa Cookhouse, a Maritime Museum, the existing gymnasium, baseball field and the elementary school, and a new small RV park;
- A total of 198 new residential units are proposed, including a residential district west of Vance Avenue;
- Live/work studios along Cadman Court;
- Multi-family housing (80 units) east of Vance Avenue and north of Soule Street;
- Coastal dependent industrial land east of the NCRA railroad tracks;
- Open space and natural areas east of New Navy Base Road and at other locations;

³⁹ Samoa FPD Reorganization Application. April 12, 2016. Pg. 3.

- Roads, trails and pathways;
- A central park and town square; and
- Public facilities, including a wastewater treatment plant, corporation yard and utility substation.

After certification of the STMP MEIR in 2009, an amendment of the Humboldt County General Plan (Humboldt Bay Area Plan (HBAP)) was approved by the County of Humboldt on December 6, 2011. The HBAP amendment incorporates the adopted findings of the California Coastal Commission (LCP Amendment HUM-MAJ-01-08, March 10, 2011). The LCP amendment conditionally approved the land uses and associated zone reclassifications for the STMP site. On February 10, 2015 the Board of Supervisors approved a proposed LCP Amendment consisting of the following:

1. Modify the development timing provisions of the STMP to allow the Wastewater Treatment Facility (WWTF), Vance Avenue Improvements and Multi-Family housing development to be created by merger and re-subdivision by parcel map as an additional Master Parcel (Master Parcel 2) prior to the development of other STMP lands (Master Parcel 3); and
2. Establish submittal requirements for three STMP development phases (Phase 1 – WWTP and Vance Avenue Improvements, Phase 2 - multi-family housing development, and Phase 3 – comprehensive division of Master Parcel 3); and
3. Establish modified development requirements for each development phase.

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.

The Samoa Peninsula FPD currently provides fire protection services throughout the district and is proposing to reorganize into the Peninsula CSD to provide both water and sewer services to the Town of Samoa. Currently, the Fairhaven/Finntown area receives community water services from the Humboldt Bay Municipal Water District (HBMWD), and all wastewater is provided by on-site disposal systems. The HBMWD has expressed willingness to negotiate the transfer of its ownership of domestic water infrastructure within the proposed boundaries of the Peninsula CSD. In addition, there is ongoing planning and analysis of wastewater treatment and disposal options for the Peninsula. This broader planning effort is proceeding independently of the proposed Peninsula CSD formation.

The community of Samoa is a Census Designated Place with a MHI of \$ 39,583⁴⁰, which is 65 percent of California's reported \$61,094 MHI, thereby qualifying the area as a Disadvantaged Unincorporated Community. While no specific income data is available for both Fairhaven and Finntown, it stands to reason that both may also qualify as Disadvantaged.

⁴⁰ U.S Census, 2010. https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml?src=bkmk

INFRASTRUCTURE AND SERVICES

Service Demand and Service Levels

The Samoa Peninsula FPD provides a full range of fire protection services, including fire suppression, rescue, basic life support, and fire prevention services. They are an active member of the fire service in Humboldt County, participating in the countywide fire protection mutual aid agreement, and automatic aid agreements with their surrounding fire departments including Humboldt Bay Fire and Arcata FPD.

The Samoa Peninsula FPD responds to approximately 100 emergency calls annually. Approximately 40 of those are calls within the district and 60 are mutual-aid calls⁴¹. The District responded to 88 calls for service in 2016, of which 34 percent were fires of various types and 48 percent were medical related. Other calls such as vehicle accidents may also involve the delivery of emergency medical services. Refer to Table 2.4-2 for an overview of service calls.

Table 2.4-2. Samoa Peninsula FPD Calls for Service (2010-2016)

Year	2010	2011	2012	2013	2014	2015	2016
Incident Responses							
Vegetation Fires	1	0	0	3	3	9	11
Structure Fires	0	3	3	6	3	3	4
Other Fires	12	25	12	18	16	25	15
Vehicle Accidents	7	5	3	1	2	6	1
Medicals	54	27	32	35	38	58	42
Hazard/Menace	8	2	3	9	4	8	-
Public Assists	-	-	-	2	4	5	-
Others	2	4	3	2	7	22	15
Total Responses	82	66	56	76	77	136	88
% Medical	64%	41%	57%	46%	49%	43%	48%
% Fire Response	1%	42%	27%	36%	29%	27%	34%
Volunteer Hours							
Incident	400	40	90	110	101	213	
Training	250	1,800	1,890	2,872	1,596	3,245	
Maintenance	120	1,000	1,000	1,000	1,000	1,000	
Fundraising	3,000	240	1,100	1,350	1,350	2,260	
Total Hours	3,770	3,080	4,080	5,332	4,047	6,091	
Personnel							
Volunteer	13	12	18	19	19	16	19
Career	0	0	0	0	0	0	0
Auxiliary	5	0	0	0	1	1	3
Total Personnel	18	12	18	19	20	17	22

Source: CAL FIRE-Fortuna Interagency Command Center, Humboldt County Fire Services Annual Reports (2010-2015, 2016 Draft)

⁴¹ Peninsula CSD Management Plan, March 2017. Prepared by SHN Engineers & Geologists. Pg. 3.

Personnel

The staff of the Samoa Peninsula FPD is made up of 16 local residents, all volunteers. Of the volunteer firefighters, six are emergency medical technicians(EMTs), and the rest are first responders or are certified in basic first aid⁴². The fire district reports that it struggles to provide day-time response due to volunteers working or attending class outside the area. As part of the proposed Peninsula CSD formation, it is envisioned that paid staff will be cross-trained to respond to calls during daytime hours and also to work as water/wastewater system operators.

Current Infrastructure and Facilities

The Samoa Peninsula FPD currently operates with three primary and one reserve engine. In addition, the Fire District has a Chief Officer vehicle and a beach rescue vehicle (both four-wheel drive pickups). The pickup trucks are used as emergency response vehicles and are equipped with defibrillators and general medical equipment. See Table 2.4-3 for apparatuses utilized by the District at each station.

The main fire station is located at 1982 Gass Street in Fairhaven. The Fairhaven Fire Station was originally built in 1908 and serves as the District's headquarters⁴³. The station was originally known as Rolph School until it became a fire station in the 1950's. The station is home to 7 Resident Firefighters who live full-time at the station. While station upgrades are needed, there are no improvement plans for this facility in the near future unless grants are obtained for this purpose.

There is a secondary station located in the Town of Samoa on Cutten Street, known as the Samoa Fire Station. This station is housed in what is known as the Samoa Block and is used primarily for equipment storage. The Samoa Block is owned by the SPG and is expected to lease the facility to the new Peninsula CSD.

Table 2.4-3. Samoa Peninsula FPD Facilities and Apparatus-

Station	Address	Apparatus (seats)	Common Name	Year	Type	Pump (GPM)	Tank (Gal)
Fairhaven Fire Station (Headquarters)	1982 Gass Street, Fairhaven	8614	Pierce Engine	2004	I	-	-
		8632	International Engine	1989	III	-	-
		8671	Toyota 4x4 Beach Rescue	1996	N/A	N/A	N/A
Samoa Fire Station	Cutten Street, Samoa	8646	Ford F350	2002			
		8623	Ford C8000 Engine	1981	II	-	-

⁴² Peninsula CSD Management Plan, March 2017. Prepared by SHN Engineers & Geologists. Pg. 3.

⁴³ Samoa Peninsula FPD Website, *Facilities* page. <https://www.samoafire.org/facilities>

Challenges and Needs

As a part of the Samoa Peninsula FPD reorganization proposal, the following challenges were identified⁴⁴:

- *Current expenses exceed revenues:*
 - Reduced property taxes from mill closures
 - Former staff retirement costs
 - Current fire assessment paid by residents is too low
 - Providing services to residents not within district boundary (goodwill service)
 - Would need to start selling fixed assets in 3-5 years
- *Transition to predominantly residential (bedroom) community:*
 - People used to work and live on the Peninsula, now they just live there.
 - Persistent challenge: responding to 911 calls during work week
 - Volunteers work off the peninsula
 - Calls during the work week from:
 - Samoa Dunes recreation area (out of district)
 - County beach recreation areas
 - Elderly
 - New Navy Base Road
 - Industrial sites
 - Families
 - Airport

As proposed, the Samoa Peninsula FPD reorganization into the Peninsula CSD would provide the necessary governance structure to retain the existing volunteer fire department and expand the range of services peninsula residents may receive.

FINANCING

Current Revenues and Expenditures

The Samoa Peninsula FPD has been struggling financially in recent years due to a combination of factors including reductions in property taxes and remaining PERS obligations for the prior fire chief.

With regard to property taxes, the base property tax year (AB8 factor) was in 1979 when the mills were operating at their prime. Starting in the late 90s, the assessed value on the Peninsula began to drop, and by 2009 it had dropped to the point where the AB8 factor slipped below zero. Whereas the Samoa Peninsula FPD was once taking in \$150,000 per year in secured 1% rate tax, a decade or more later it had sank to zero. This has happened in other Northern California towns that were heavily dependent on the timber industry after their mills closed. It is hoped that the reassessment of parcels associated with the Samoa Subdivision will help accelerate the repayment of AB8 loans and move the district to positive tax receipts. According to the Auditor, in past years the unitary 1% rate revenue has been provided to the fire district rather than applying it to the AB8 loans. This could be used to pay the loans down more quickly.

⁴⁴ LAFCo Staff Report "8A" for Reorganization Public Hearing, held May 15, 2017.

As part of the Samoa Peninsula FPD reorganization into the Peninsula CSD, all existing tax-related revenue that currently supports fire protection services would be transferred to the Peninsula CSD to support the continued operation of the volunteer fire department. This includes a special tax that generates approximately 55,000 per year. As identified below, current expenditures exceed available revenue for fire protection services. The District has identified the need to increase the existing special tax for fire.

Any new services to be provided by the Peninsula CSD would require new sources of revenue, such as benefit assessments and user fees, which require landowner approval in accordance with Proposition 218 requirements.

Table 2.4-4. Samoa Peninsula FPD Financial Data for Fiscal Year 2015

Expenditures	
Employee Benefits	\$72,642
Services & Supplies	\$70,057
Fixed Assets	\$4,000
<i>Total Expenditures</i>	<i>\$146,669</i>
Revenues	
Property Taxes (1%)	\$2,886
Prior Year Taxes	\$303
Property Assessments (Special Tax)	\$55,192
Licenses & Permits	\$6
Rents	\$12,603
Other Federal	\$25,637
Other Revenues	\$10,195
Interest Income	\$1,191
<i>Total Revenue</i>	<i>\$108,013</i>
Total Revenues	\$108,013
Total Expenditures	\$146,669
Revenues Over (Under) Expenditures	(\$38,686)

Source: State Controller's Reports

ACCOUNTABILITY AND GOVERNANCE

The Samoa Peninsula FPD is governed by a five-member Board of Directors. The Board holds regular meetings on the third Thursday of each month at the Fairhaven Fire Station. Meetings are open to the public. As part of the proposed reorganization, the current Samoa Peninsula FPD Board would serve as the initial Peninsula CSD Board. For this initial board, the terms of three members would be four years, and the terms of two members would be two years.

Thereafter, Board members would be elected at-large for four-year terms by registered voters residing within the district.

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 Samoa Peninsula FPD serves an estimated population of 720 within its boundaries.
- b) The population within the District is expected to grow between 770 and 1,000 total residents by 2030.

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

- a) The community of Samoa is a Census Designated Place and qualifies as a Disadvantaged Unincorporated Community. Additionally, the communities of Fairhaven and Finntown likely qualify as Disadvantaged.
- b) The Samoa Peninsula FPD currently provides fire protection services throughout the district and is proposing to reorganize into the Peninsula CSD to provide both water and sewer services to the Town of Samoa.
- c) Expanded services may be provided in the future to Fairhaven and Finntown as appropriate.

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

- a) The District's facilities, infrastructure, and services are sufficient to continue to provide fire protection services to the community.
- b) The District has been working to develop a solution to 1) address the long-term financial viability of fire-related service provision on the Samoa Peninsula, and 2) prepare for anticipated future needs of the community.
- c) Recent efforts to address service needs on the Peninsula culminated in an application to LAFCo in 2015 to reorganize the Samoa Peninsula FPD into the Peninsula Community Services District. LAFCo approved the Samoa Peninsula FPD's proposal to reorganize into the Peninsula CSD with terms and conditions on May 15, 2017. The LAFCo action has allowed the Peninsula CSD formation to proceed to a vote, as Measure Z in November 2017.

(4) Financing ability of agencies to provide services

- a) The Samoa Peninsula FPD has been struggling financially in recent years due to a combination of factors including reductions in property taxes and remaining PERS obligations.
- b) As part of the Samoa Peninsula FPD reorganization, all existing tax-related revenue that currently supports fire protection services would be transferred to the Peninsula CSD to support the continued operation of the volunteer fire department. A special tax increase for fire has been identified as a priority need.
- c) Any new services to be provided by the Peninsula CSD would require new sources of revenue, such as benefit assessments and user fees, which require landowner approval in accordance with Proposition 218 requirements.

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

- a) The Samoa Peninsula FPD works closely and cooperatively with neighboring fire departments, and has existing mutual and automatic aid agreements with them.
- b) The fire district reports that it struggles to provide day-time response due to volunteers working or attending class outside the area. As part of the proposed Peninsula CSD formation, it is envisioned that paid staff will be cross-trained to respond to calls during daytime hours and also to work as water/wastewater system operators.

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

- a) The Samoa Peninsula FPD is an independent district governed by a five-member Board of Directors. Board meetings are held on the third Thursday of each month at the Fairhaven Fire Station. As part of the proposed reorganization, the current Samoa Peninsula FPD Board would serve as the initial Peninsula CSD Board. For this initial board, the terms of three members would be four years, and the terms of two members would be two years. Thereafter, Board members would be elected at-large for four-year terms by registered voters residing within the district.
- b) The District maintains a website where it posts information about District activities, facilities, and contact information. At the present time, agendas, minutes and financial data are not regularly posted on the website.
- c) The District supports the mutual social and economic interests of the Fairhaven and Samoa communities 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 the Samoa Peninsula's Sphere of Influence be updated to match the boundary of the proposed Peninsula CSD, approved by LAFCo in May of 2017.

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.

3.1 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

3.2 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)

3.3 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 resident or 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. The resident program provided by the Samoa Peninsula FPD has been very successful in recent years and continues to attract students from HSU and others interested in building a career in fire service.

3.4 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.

4.1 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.

4.2 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).

4.3 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).

4.4 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.

4.5 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. 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, on-going funding sources to support fire protection into the future.



RESOLUTION NO. 17-11

APPROVING THE HUMBOLDT BAY REGIONAL FIRE SERVICES MUNICIPAL SERVICE REVIEW AND UPDATING THE SPHERES OF INFLUENCE FOR THE ARCATA FPD, HUMBOLDT NO. 1 FPD (HUMBOLDT BAY FIRE), FIELDBROOK-GLENDALE CSD, AND SAMOA PENINSULA FPD

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 Humboldt Bay 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 Humboldt Bay 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 September 20, 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 Humboldt Bay 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 sphere of influence for the Fieldbrook-Glendale CSD, and expanding the spheres of influence to match non-district response areas for Arcata FPD, Humboldt No. 1 FPD (Humboldt Bay Fire), and Samoa Peninsula 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 20th day of September 2017, by the following roll call vote:

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

Estelle Fennell, Chair
Humboldt LAFCo

Attest:

George Williamson, Executive Officer
Humboldt LAFCo

**EXHIBIT B
STATEMENT OF DETERMINATIONS**

**ARCATA FPD, HUMBOLDT NO. 1 FPD (HUMBOLDT BAY FIRE AUTHORITY),
FIELDBROOK-GLENDALE CSD, AND SAMOA PENINSULA FPD
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 Fieldbrook-Glendale Community Plan, Arcata Community Plan, Jacoby Creek Community Plan, Freshwater Community Plan, Eureka Community Plan, and Humboldt Bay Area 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.