

**ADOPTED FINAL**

# **MULTI-DISTRICT FIRE PROTECTION SERVICES**

## **Sphere of Influence Update**

Prepared for:

**MENDOCINO LAFCO**

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# 1 INTRODUCTION

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## 1.1 LOCAL AGENCY FORMATION COMMISSION

Local Agency Formation Commissions (LAFCo) are quasi-legislative, independent local agencies that were established by State legislation in 1963 to oversee the logical and orderly formation and development of local government agencies including cities and special districts. There is one LAFCo for each county in California.

LAFCo is responsible for implementing the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (California Government Code Section 56000 et. seq.) in order to promote orderly growth, prevent urban sprawl, preserve agricultural and open space lands, and oversee efficient provision of municipal services.

LAFCo has the authority to establish and reorganize cities and special districts, change their boundaries and authorized services, allow the extension of public services, perform municipal service reviews, and establish spheres of influence. Some of LAFCo's duties include regulating boundary changes through annexations or detachments and forming, consolidating, or dissolving local agencies.

## 1.2 MENDOCINO LAFCO

The CKH Act provides for flexibility in addressing State regulations to allow for adaptation to local needs. Mendocino LAFCo has adopted policies, procedures and principles that guide its operations. These policies and procedures can be found on Mendocino LAFCo's website at the following location: <http://www.mendolafco.org/policies.html>.

Mendocino LAFCo has a public Commission with seven regular Commissioners and four alternate Commissioners. The Commission is composed of two members of the Mendocino County Board of Supervisors, two City Council members, two Special District Representatives, and one Public Member-At-Large. The Commission also includes one alternate member for each represented category.

## 1.3 MUNICIPAL SERVICE REVIEW

The CKH Act (GC §56430) requires LAFCo to prepare a Municipal Service Review (MSR) for all local agencies within its jurisdiction. MSRs are required prior to and in conjunction with the update of a Sphere of Influence (SOI).

An MSR is a comprehensive analysis of the services provided by a local government agency to evaluate the capabilities of that agency to meet the public service needs of their current and future service area.

An MSR must address the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial

water, and structural fire protection in any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

MSRs include written statements or determinations with respect to each of the seven mandated areas of evaluation outlined above. These determinations provide the basis for LAFCo to consider the appropriateness of a service provider's existing and future service area boundary.

## 1.4 SPHERE OF INFLUENCE

The CKH Act requires LAFCo to adopt a Sphere of Influence (SOI) for all local agencies within its jurisdiction. A SOI is "a plan for the probable physical boundary and service area of a local agency or municipality as determined by the Commission" (GC §56076).

When reviewing an SOI for a municipal service provider, LAFCo will consider the following five factors:

1. The present and planned land uses in the area, including agricultural and open space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

SOI Updates include written statements or determinations with respect to each of the five mandated areas of evaluation outlined above. These determinations provide the basis for LAFCo to consider the appropriateness of establishing or modifying a service provider's sphere of influence or probable future boundary.

## 1.5 MENDOCINO LAFCO POLICIES

In addition to making the necessary determinations for establishing or modifying a Sphere of Influence consistent with the CKH Act, the appropriateness of an agency's SOI is also based on an evaluation of consistency with local LAFCo policies. The following Sphere of Influence policies are from the Mendocino LAFCo Policies and Procedures Manual, adopted January 4, 2016, under Chapter 9 (Spheres of Influence, MSRs, and Special Studies) and Sections 1.4 through 1.10 (LAFCo, 2016b).

## Reduced Spheres

The Commission shall endeavor to maintain and expand, as needed, spheres of influence to accommodate planned and orderly urban development. The Commission shall, however, consider removal of land from an agency's sphere of influence if either of the following two conditions apply:

- a. The land is outside the affected agency's jurisdictional boundary but has been within the sphere of influence for 10 or more years; or
- b. The land is inside the affected agency's jurisdictional boundary but is not expected to be developed for urban uses or require urban-type services within the next 10 years.

## Zero Spheres

LAFCo may adopt a "zero" sphere of influence encompassing no territory for an agency. This occurs if LAFCo determines that the public service functions of an agency are either nonexistent, no longer needed, or should be reallocated to some other agency (e.g., mergers, consolidations). A local agency that has been assigned a zero sphere should ultimately be dissolved.

## Service Specific Spheres

If territory within the proposed sphere boundary of a local agency does not need all of the services of the agency, a "service specific" sphere of influence may be designated.

## Agriculture and Open Space Lands

Territory not in need of urban services, including open space, agriculture, recreational, rural lands, or residential rural areas shall not be assigned to an agency's sphere of influence unless the area's exclusion would impede the planned, orderly and efficient development of the area. In addition, LAFCo may adopt a sphere of influence that excludes territory currently within that agency's boundaries. This may occur when LAFCo determines that the territory consists of agricultural lands, open space lands, or agricultural preserves whose preservation would be jeopardized by inclusion within an agency's sphere. Exclusion of these areas from an agency's sphere of influence indicates that detachment is appropriate.

## Annexations are not Mandatory

Before territory can be annexed to a city or district, it must be within the agency's sphere of influence (G.G. §56375.5). However, territory within an agency's sphere will not necessarily be annexed. A sphere is only one of several factors that are considered by LAFCo when evaluating changes of organization or reorganization.

## Islands or Corridors

Sphere of influence boundaries shall not create islands or corridors unless it can be demonstrated that the irregular boundaries represent the most logical and orderly service area of an agency.

## Overlapping Spheres

LAFCo encourages the reduction of overlapping spheres of influence to avoid unnecessary and inefficient duplication of services or facilities. In deciding which of two or more equally capable agencies shall include an area within its sphere of influence, LAFCo shall consider the agencies' service and financial capabilities, social and economic interdependencies, topographic factors, and the effect that eventual service

extension will have on adjacent agencies. Where an area could be assigned to the sphere of influence of more than one agency, the following hierarchy typically applies:

- a. Inclusion within a city's sphere.
- b. Inclusion within a multi-purpose district's sphere.
- c. Inclusion within a single-purpose district's sphere.

Territory placed within a city's sphere indicates that the city is the most logical provider of urban services. LAFCo encourages annexation of developing territory (i.e., area not currently receiving services) that is currently within a city's sphere to that city rather than to one or more single-purpose special districts. LAFCo discourages the formation of special districts within a city's sphere. To promote efficient and coordinated planning among the county's various agencies, districts that provide the same type of service shall not have overlapping spheres.

## 1.6 FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

The following general information is provided as background regarding municipal fire service operations and issues. Fire districts are formed and regulated pursuant to Health and Safety Code Section 13801 et seq. This enabling legislation authorizes fire districts to provide services relating to the protection of lives and property.

The range of services provided by special districts providing fire protection services vary depending on the level of financial and staff resources available, but generally entails serving as first responders to incidents related to structure fires, rescue and extrication, medical emergencies, hazardous materials (HAZMAT), public assistance, and any other emergency condition for which the agency is dispatched. Some special districts providing fire protection services also provide advanced life support and ambulance or medical transport services. In general, special districts providing fire protection services play an integral role in addressing the emergency medical needs of the greater community.

Most fire districts are affiliated with a volunteer fire department or firefighters association. The relationship between the district and the volunteer organization is structured in various ways related to finances, equipment and facility ownership, and firefighting personnel. However, in general, the volunteer organization augments or supports the activities of the district and can accept charitable funds on behalf of the district if formed as a 501(c)(3) non-profit organization. It is common for the volunteer organization to host fundraisers and capital campaigns that support donations to the district for purposes of purchasing equipment and making facility improvements.

### 1.6.1 NON-DISTRICT FIRE PROTECTION SERVICES

There are a variety of public and private entities that provide some level of fire protection services in Mendocino County that are not under the purview of LAFCo and are not addressed by this SOI Update.

Public agencies providing fire protection services are organized by responsibility areas (Figure 1-1): Federal Responsibility Areas (FRA) for US Forest Service (USFS), Bureau of Land Management (BLM), Tribal lands, and other federally owned public lands; State Responsibility Areas (SRA) for public lands owned by the State; and Local Responsibility Areas (LRA) for areas covered by a local fire agency. LRAs in Mendocino County are generally designated for the inland areas of the County with more urbanized development patterns and located within the core of a special district boundary. Special districts providing fire protection services are focused on structural fire protection and medical emergency response. Wildland

fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in SRAs during the wildfire season and secondarily by a fire district; although, districts are often the first to respond to such incidents, particularly during non-fire season months.

In addition to the public agencies providing fire protection services described above, there are numerous community-based volunteer fire companies throughout the County, such as the Westport Volunteer Fire Company, Whale Gulch Volunteer Fire Company, Bell Springs Volunteer Fire Department, Ridgewood Ranch Volunteer Fire Crew, and Turtle Creek Fire Brigade. These local organizations are not affiliated with a fire district, although they coordinate at various levels with nearby fire districts and help to address gaps in service between district boundaries. These fire companies receive no tax revenue and depend solely on revenue generated from community donations, fundraisers, and grants.

## **1.6.2 MENDOCINO COUNTY FIRE DISTRICTS**

### **1.6.2.1 EMS SYSTEM**

The Emergency Medical Services (EMS) system consists of first responder service providers including local fire agencies, advanced life support and medical transport services provided by qualified local public agencies and private ambulance companies, and area hospitals that provide medical intervention and emergency receiving facilities. By state law, the EMS system is a county government function. Coastal Valleys EMS Agency (CVEMSA) has been designated as the Local Emergency Medical Services Agency (LEMSA) for Mendocino County and is responsible for managing the EMS system and regulating and monitoring out-of-hospital emergency medical services providers. This includes the licensing and/or permitting of ambulance provider companies and hospitals, coordination and monitoring of air and ground ambulances, certification and/or accreditation of pre-hospital care personnel (EMT and paramedics), policy development and implementation, medical control, quality improvement, and disaster medical response preparedness. Mendocino County is currently assessing a variety of options for its LEMSA, including a continuation with Coastal Valleys EMS Agency.

Mendocino County has also been developing a Request for Proposals (RFP) to create an Exclusive Operating Area (EOA) for emergency medical services in the inland portion of the County to establish a contract with a single provider. It is anticipated that the RFP will be released shortly. It is unknown how fire districts with ambulance operations will be impacted by this potential change.

### **1.6.2.2 MUTUAL AND AUTOMATIC AID**

While fire protection and emergency medical service providers primarily serve residents and property within their jurisdictional boundary, due to the critical need for rapid response in emergency situations, when a call for service is received, the nearest available response unit is dispatched regardless of jurisdictional boundary.

There are large areas in Mendocino County that are located outside the boundaries of any fire protection service provider. These areas are located within County Service Area (CSA) #3 by default, although this entity does not provide fire protection or emergency medical services. In order to meet the urgent needs of those located outside district boundaries, most fire protection agencies have mutual and automatic aid agreements with adjacent service providers to cover the areas in between jurisdictions.

Mutual aid refers to reciprocal service and support provided to another agency upon request under a mutual aid agreement between one or more agencies. Automatic aid differs in that no request for aid is necessary in order for reciprocal service and support between agencies within the automatic aid

agreement. These types of pre-arrangements allow for the dispatch and use of additional equipment and personnel that a single jurisdiction cannot provide on its own and also entails a reciprocal return of resources when needed.

### **1.6.2.3 DISPATCH**

In Mendocino County, Fire and EMS dispatch services are provided by the CAL FIRE Emergency Communications Command Center (ECC) at the Howard Forest Station near Willits. In addition, the City of Willits provides dispatch services to the Little Lake Fire Protection District. The emergency medical system consists of the initial medical response and ambulance transport to the appropriate medical facility. Due to the dynamic and unpredictable nature of emergency medical services, more than one public agency could be dispatched to an emergency. In responding to emergencies, local fire and ambulance service providers are often dispatched to medical calls simultaneously. In most cases, fire service providers arrive on scene prior to the ambulance and provide first aid and basic life support such as gathering vital signs, stabilizing the patient, and preparing the patient for transport to the hospital.

### **1.6.2.4 RESPONSE TIMES**

Response time relates to the time elapsed between the dispatch of personnel and the arrival of the first responder on the scene of an incident. There are different response time expectations and first responder capabilities in serving urban, suburban, and rural areas. For fire and paramedic service, there are national service standards relating to response times. In general, the faster the response time the higher the likelihood of a positive outcome related to managing and addressing the incident. A fast response time for medical care is especially important for incidents involving patients who are suffering from a life threatening condition. Further, a fast response time for fire suppression is important to prevent a structure fire from rapidly spreading to other structures and/or wildland interface areas.

### **1.6.2.5 ISO RATING**

Fire services in communities are classified by the Insurance Service Office (ISO), which is an advisory organization depended on by insurance companies for establishing the availability and costs for fire insurance. The ISO classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire protection facilities, systems for water distribution, fire alarms, communications, equipment, and personnel receive a rating of 1. Primary factors assessed in establishing ISO ratings are maintaining more than one fire station within a district boundary to meet the 5-mile radius requirements, ensuring appropriate facility maintenance and upgrades are made, and sufficient personnel and volunteers exist to respond to each station.

### **1.6.2.6 FUNDING**

Fire districts generate revenue primarily from a share of Mendocino County's ad valorem property tax, special assessments, fees for services, and fundraising. With the passage of Proposition 13 in 1978, property taxes were greatly reduced, thereby reducing tax share funding for fire protection districts. The reduction in the underlying revenue base for fire protection districts became more challenging as a result of the state-mandated Educational Revenue Augmentation Fund (ERAF) property tax re-alignment, which was enacted in 1992.

In response, some fire protection districts have increased their revenue base by gaining voter support through Proposition 218 for special assessments and taxes. Mendocino County also contributes funding when possible to support local fire districts. In 2017, the County of Mendocino disbursed a share of

Proposition 172 funds to eligible fire agencies within the County. The formula for funding allocations was developed by the Mendocino County Association of Fire Districts and incorporates a minimum distribution per district, plus a population-based proportional allocation. In 2018, an alternate funding formula was adopted that includes the population of the incorporated cities. These allocations are discretionary and reviewed annually based on availability of funding. Since Fiscal Year 2015-16, the County also provides \$66,000 in ALS Enhancement Funding annually to the Long Valley Fire Protection District and the Anderson Valley Community Services District to provide advanced life support ambulance services outside their District boundary. The County also provided this funding to the Covelo Fire Protection District; however they are no longer able to participate.

In general, fire protection districts operate with limited resources and are very resourceful in using volunteers, surplus and donated equipment, and by working cooperatively with other fire agencies to deliver services. Long-range financial planning is needed to sustain fire protection services in the future as these districts face higher costs for providing existing levels of service due to more complex regulations and increasing employee benefit contributions, in addition to meeting future demand for services from new development and growth.

### 1.6.3 COMMON CONCERNS

In the summer of 2015, the Mendocino County Fire Safe Council circulated a detailed questionnaire in which local fire chiefs expressed the needs of their agencies. The main issues facing local fire districts were identified as follows and amended by LAFCo for clarification:

- Diminishing numbers of younger, able-bodied volunteer firefighters available in rural areas due to two main causes: a) high housing costs which prohibit younger families from purchasing or even renting homes in rural areas, and b) lack of employment in the same areas. A case in point is the Leggett and Piercy area, many of whose younger adults commute north to Humboldt County to work and are not available to respond in northern Mendocino County during the daytime. Although most departments report being able to cover tuition for training, they cannot cover travel or lost time from the trainee's regular job.
- Laws and regulations imposed upon local fire departments by the state legislature and other governmental entities. The heightened requirements and liability resulting from such unfunded mandates are expensive and difficult for small rural volunteer departments.
- Lack of funds to replace aging and obsolete equipment necessary for both firefighter safety and effective fire suppression. Many departments are dependent on gifts of equipment from larger departments or on grants from the federal Assistance to Firefighters program for the purchase of fire engines, protective gear, and other costly equipment. Departments fortunate enough to receive grants for fire engines still face the requirement to raise 10% to 25% of the total amount as a "match."
- A large number of emergency calls for which costs are not recovered, including the following:
  - Traffic collisions involving non-residents. Highways 101, 20, 253, 128, and Highway 1 on the coast all see numerous traffic accidents per month. As these roads are major arteries for tourists, a good percentage of their accidents involve persons from out of county, and response costs of local fire agencies may not be recoverable.

Calls to fires and medical aids outside of taxing districts. Local fire personnel routinely respond to emergency calls outside of their districts – and outside of any district – from a sense of duty. Such services are essentially provided free of charge.



- The State mandated requirement to complete municipal service reviews has imposed an administrative burden on rural fire districts.

(MCFCA, 2015)

## 1.7 DISADVANTAGED UNINCORPORATED COMMUNITIES

Senate Bill (SB) 244, which became effective in January 2012, requires LAFCo to evaluate any Disadvantaged Unincorporated Communities (DUCs), including the location and characteristics of any such communities, when preparing an MSR that addresses agencies that provide water, wastewater or structural fire protection services. A DUC is an unincorporated geographic area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the statewide MHI. This State legislation is intended to ensure that the needs of these communities are met when considering service extensions and/or annexations in unincorporated areas. The evaluation of DUCs was addressed in the 2016 MSR prepared for these special districts providing fire protection services and is also addressed in the SOI Determinations section of this report.

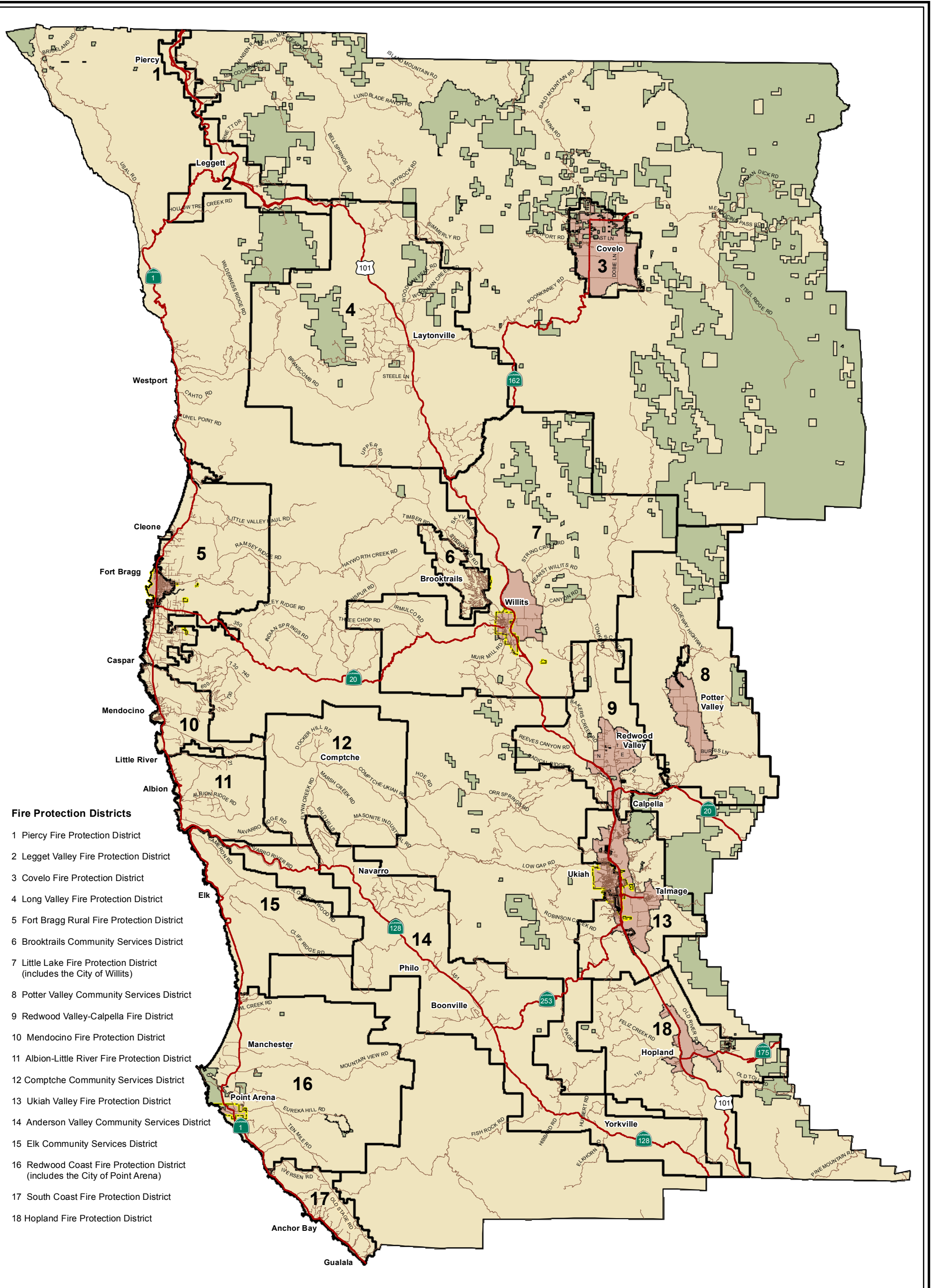
## 1.8 SENATE BILL 215

Senate Bill 375 (Sustainable Communities and Climate Protection Act) requires each metropolitan planning organization (MPO) to address regional greenhouse gas (GHG) emission reduction targets for passenger vehicles in their Regional Transportation Plan (RTP) by integrating planning for transportation, land-use, and housing in a sustainable communities strategy. Senate Bill 215 (Wiggins) requires LAFCo to consider regional transportation plans and sustainable community strategies developed pursuant to SB 375 before making boundary decisions.

Mendocino County is not located within an MPO boundary and therefore is not subject to the provisions of SB 375. However, the Mendocino Council of Governments (MCOG) supports and coordinates the local planning efforts of Mendocino County and the Cities of Fort Bragg, Point Arena, Ukiah, and Willits to address regional housing and transportation needs and helps provide a framework for sustainable regional growth patterns through the Vision Mendocino 2030 Blueprint Plan. MCOG is also responsible for allocating regional transportation funding to transportation improvement projects consistent with the 2010 RTP for Mendocino County.

Mendocino County and the Cities of Fort Bragg, Point Arena, Ukiah, and Willits are the local agencies primarily responsible for planning regional growth patterns through adoption and implementation of general plan and zoning regulations. The fire districts in Mendocino County were established to provide fire protection services and do not have the legal authority to make land use policy decisions that would impact growth in Mendocino County. Therefore, there will be no further discussion of the requirements of SB 375 or SB 215 in this SOI Update.





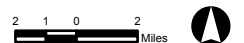
**Fire Protection Districts**

- 1 Piercy Fire Protection District
- 2 Leggett Valley Fire Protection District
- 3 Covelo Fire Protection District
- 4 Long Valley Fire Protection District
- 5 Fort Bragg Rural Fire Protection District
- 6 Brooktrails Community Services District
- 7 Little Lake Fire Protection District (includes the City of Willits)
- 8 Potter Valley Community Services District
- 9 Redwood Valley-Calpella Fire District
- 10 Mendocino Fire Protection District
- 11 Albion-Little River Fire Protection District
- 12 Comptche Community Services District
- 13 Ukiah Valley Fire Protection District
- 14 Anderson Valley Community Services District
- 15 Elk Community Services District
- 16 Redwood Coast Fire Protection District (includes the City of Point Arena)
- 17 South Coast Fire Protection District
- 18 Hopland Fire Protection District

**Mendocino County  
Fire Protection Districts**

- Fire Protection Districts
- Incorporated Cities
- Federal Responsibility Areas
- State Responsibility Areas
- Local Responsibility Areas
- Highways
- Roads

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, April 2018.  
 Note: This map is not a survey product.



## 2 SPHERE OF INFLUENCE UPDATE

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### 2.1 OVERVIEW

LAFCo prepares a Municipal Service Review (MSR) prior to or in conjunction with the Sphere of Influence (SOI) Update process. The SOI Update considers whether a change to a district sphere, or probable future boundary, is warranted to plan the logical and orderly development of a district in a manner that supports Cortese-Knox-Hertzberg (CKH) Law and the Policies of the Commission. This SOI Update and associated determinations is prepared pursuant to California Government Code (GC) §56425(e).

The Commission approved the Multi-District Fire Protection Services Municipal Service Review on April 4, 2016 (LAFCo Resolution No. 15-16-18), which provides the analysis for the thirteen special districts providing fire protection services addressed by this SOI Update. The 2016 MSR and associated determinations form the basis of information for this SOI Update. To ensure the Commission has the most updated information for consideration, the MSR determinations were reviewed and updates provided in the relevant sections, as appropriate.

The following districts providing fire protection services are addressed in this SOI Update:

Albion-Little River Fire Protection District	Long Valley Fire Protection District
Comptche Community Services District	Mendocino Fire Protection District
Covelo Fire Protection District	Piercy Fire Protection District
Elk Community Services District	Potter Valley Community Services District
Hopland Fire Protection District	Redwood Valley-Calpella Fire District
Leggett Valley Fire Protection District	South Coast Fire Protection District
Little Lake Fire Protection District	

The Redwood Coast Fire Protection District, the Fort Bragg Rural Fire Protection District, and the Ukiah Valley Fire Protection District are addressed in separate MSR/SOI Update documents.

## 2.2 ALBION-LITTLE RIVER FIRE PROTECTION DISTRICT

### 2.2.1 BACKGROUND

#### 2.2.1.1 District Services

The Albion-Little River Fire Protection District (ALRFPD or District) was formed by the Mendocino County Board of Supervisors on April 24, 1962, and is the governing agency for the Albion-Little River Fire Department. The Albion-Little River FPD provides structural fire protection, first responder for emergency medical services and hazardous materials incidents, vehicle rescue and extrication, cliff and ocean rescue, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months. More information regarding the District is available at the following website: <https://www.alrfpd.com/>.

#### 2.2.1.2 District Boundary

The Albion-Little River FPD boundary comprises 37 square miles and encompasses the unincorporated coastal communities of Albion and Little River (Figure 2-1). The District is located along the Pacific Ocean, approximately 11 miles south of Fort Bragg, and is bisected in a north-south direction by 7 miles of State Highway 1, the primary transportation route in the area. The District extends from Little River Airport Road on the north to State Highway 128 on the south. The District extends inland for approximately six miles. Fire protection providers in proximity to the District include the Mendocino Fire Protection District to the north, the Elk Community Services District to the south, and the Comptche and Anderson Valley Community Services Districts to the east. The District is entirely within the SRA.

#### 2.2.1.3 Out-of-Area Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. Although the Albion-Little River FPD boundary area is approximately 37 square miles, the District response area, based on mutual aid services and dispatched service calls, is approximately 50 square miles. The District relies on and participates in mutual aid services with adjacent fire districts but no formal agreements are in place. CAL FIRE provides seasonal fire response in the District when resources are available for wildland fire incidents because the District is entirely within the SRA; however, no formal agreement is in place. Similar to all fire protection agencies and EMS providers within Mendocino County, the Albion-Little River FPD responds to service calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan, Albion-Little River FPD is within Mutual Aid/Planning Zone 4, which includes Comptche Community Services District, Fort Bragg Rural Fire Protection District, Mendocino Fire Protection District, and Westport Volunteer Fire Department (MCFCA, 2015).

### 2.2.2 SPHERE OF INFLUENCE

#### 2.2.2.1 Existing Sphere of Influence

The Sphere of Influence (SOI) for Albion-Little River FPD is coterminous with the District boundary and was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4).

### **2.2.2.2 Areas of Interest**

The majority of land in proximity to the District boundary is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are within the SRA and are primarily in public ownership with some areas owned by a timber production company. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There is a large unserved area, approximately 9-miles in length, along the State Highway 128 corridor located south of the District.

There is a small unserved area at Van Damme State Park, which is between the District and the Mendocino Fire Protection District boundary.

### **2.2.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to or removed from the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District has confirmed the adequacy of their existing District boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. In addition, there is a legal challenge by a timber production company related to the District's new benefit assessment, Measure M, which has not been resolved to date. There are no proposed SOI changes for the Albion-Little River FPD.

### **2.2.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

## **2.2.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

### **2.2.3.1 Financial Information**

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations.

The following table (Table 2.1) provides year-end (not budget) financial information for the District. This table summarizes the Statement of Activities prepared by a Certified Public Accountant (CPA) and represents the long-term financial standing of the District based on reporting capital asset activity using the full accrual basis of accounting. This involves depreciation, which is a method of spreading the cost of a capital asset over its estimated useful life, as opposed to recognizing the cost of a capital asset as an expenditure at the date of acquisition. Capitalization policies commonly define a capital asset as a fixed asset (land, buildings and improvements, equipment and vehicles) with an initial cost of \$5,000 or greater

with an estimated useful life in excess of one year. Also, refer to Figure 2-2 for the most recent Statement of Net Position, which represents the difference between the District’s assets and liabilities.

<b>Table 2.1 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>			
	\$0	\$0	\$0
<b>Ending Fund Balance</b>	\$329,779	\$395,964	\$525,400
<b>Committed Fund Balance</b>	\$10,633	\$10,638	\$10,643
<b>Revenues</b>			
Special Tax	\$81,880	\$82,880	\$191,133
Taxes & Intergovernmental	\$76,673	\$77,871	\$81,304
Other Revenue	\$78,044	\$43,731	\$47,442
Interest Income	\$928	\$703	\$1,035
<b>Total Revenue</b>	<b>\$237,525</b>	<b>\$205,185</b>	<b>\$320,914</b>
<b>Expenses</b>			
Salaries & Employee Benefits	\$6,046	\$9,342	\$10,323
Professional Services	\$9,904	\$7,409	\$14,842
Transportation & Travel	\$20,463	\$17,244	\$12,363
Depreciation	\$40,626	\$55,555	\$55,555
Maintenance & Capital Outlay	\$55,555	\$57,719	\$98,757
Services, Supplies, & Refunds	\$64,792	\$47,287	\$55,193
<b>Total Expenses</b>	<b>\$197,386</b>	<b>\$194,556</b>	<b>\$247,033</b>
<b>Net Income/Loss</b>	<b>\$40,139</b>	<b>\$10,629</b>	<b>\$73,881</b>
Fixed Assets Expenditures	\$112,802	\$26,597	\$54,198

Source: Pehling: 2015, 2016.

According to the financial information in the table above, the District generally operates at a net income and maintains a sufficient fund balance or reserve.

Measure M is a new benefit assessment fee structure for the District that was approved by the voters on the November 2014 ballot. This measure increased the per unit special tax from \$40 to \$75 and added timber and forest land to the assessment at 30-acres per unit. A timber production company has legally challenged the parcel tax established by Measure M as unlawful because commercial timber properties fall under the jurisdiction of CAL FIRE, not local fire authorities; although, the District is the first responder to service calls for fire and medical emergencies for injured timber workers on commercial timberland properties. This legal challenge has not been resolved to date. Revenues from Measure M began to accrue in Fiscal Year 2015-16. The District collected an additional \$108,000 in Fiscal Years 2015-16 and 2016-17 as a result of Measure M. (LAFCo, 2016a; ALRFPD, November 2017)

Mendocino County disbursed a share of Proposition 172 funds to Albion-Little River FPD as follows: \$13,154 in FY 2016-17 and \$14,482 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District does not participate in Strike Team assignments and therefore does not receive reimbursement for responding to wildland fire incidents



throughout the State. The Albion-Little River Fire Auxiliary raises approximately \$13,000 annually from fundraising activities and holds charitable funds for the benefit of the District. (ALRFPD, November 2017)

### 2.2.3.2 MSR Determinations

The following table (Table 2.2) summarizes the MSR Determinations contained in the 2016 MSR and includes updated information shown as underlined text for additions and strikethrough text for deletions.

<b>Table 2.2 MSR Determination Updates</b>	
Growth and population projections for the affected area	
1.	There are approximately <del>2,000</del> <u>2,250 (Department of Finance, 2016)</u> residents within, <u>and 3,600 visitors to</u> , the Albion-Little River Fire Protection District boundary, based on District estimates. There are 168 people residing in Albion, and 117 in Little River.
2.	The population of the District has not increased over the past few years, and is not expected to increase in the foreseeable future.
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence	
3.	Both Albion and Little River are <del>Disadvantaged</del> <u>Unincorporated Communities (DUCs)</u> within the District Sphere of Influence. However, the Fire District provides satisfactory service to these two areas and fire protection is not an issue.
Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies	
4.	The District's current facilities are not adequate, and new facilities need to be constructed. There is the possibility of upgrading stations as funding becomes available under Measure M; however, this will deplete the District's reserve funds and will not allow for replacement of apparatus and equipment.
5.	<del>The Fire Department does not have the capacity to adequately serve current demand within the 37 square mile District boundary. The existing structure engine is over 40 years old, and along with other aging apparatus needs to be replaced.</del> <u>Since the 2016 MSR, and with the implementation of Measure M that increased the District's per unit special tax, the District's current financing levels are adequate to deliver services, but not to fund needed facility improvements. Over time, Measure M funds will help improve the District's capacity to adequately serve current demand within the District boundary. The District has been able to achieve enough financial stability to acquire lease-purchase agreements for three new built-to-order apparatus. The new apparatus includes a Water Tender, Type I Engine, and rescue vehicle.</u>
6.	<del>Water supply for fire fighting is available from fill tanks, but the outlying areas rely on tanker trucks. Additional water tanks at strategic locations would be beneficial.</del> <u>Additional water storage tanks have been added by private property owners in various strategic locations since the 2016 MSR. Further, fire-fighting water supply needs are being addressed by the addition of compressed air foam system (CAFS) capacity to an existing pumper and specifying CAFS capacity in the new Type I Engine being built for the District.</u>
Financial ability of agencies to provide services	
7.	<del>ALRFPD reported that current financing levels are barely adequate to deliver services.</del> <u>With the implementation of Measure M, current financing levels are adequate to deliver services.</u>
8.	<del>The District utilizes its reserves to balance expenditures with revenues from year to year.</del> <u>Current annual operating revenues are sufficient to cover annual operating expenditures without the use of reserve funds.</u>

Status of, and opportunities for, shared facilities
9. <del>The District collaborates with other fire service providers through state and county mutual aid agreements.</del> <u>The District relies on and participates in mutual aid services with adjacent districts but no formal agreements are in place. CALFIRE provides seasonal fire response in the District when resources are available for wildland fire incidents because the District is entirely within the SRA; however, no formal agreement is in place.</u>
Accountability for community service needs, including governmental structure and operational efficiencies
10. ALRFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors or the Fire District Board of Directors. The District should renew its efforts to identify more than one candidate for each Board position during an election year cycle so that voters within the District will be afforded a choice and an opportunity to vote. <u>Candidates were found to fill current Board vacancies and were appointed by the Mendocino County Board of Supervisors in lieu of election.</u>
11. <del>The Volunteer Fire Department maintains a website at <a href="http://albionfire.com/">http://albionfire.com/</a>, and District information such as Board agendas, audio recordings of meetings, and a calendar is posted. No district financial information is posted.</del> <u>The following information is posted on the District website: Board meeting notices, agendas, packets, and meeting minutes, contact information, bylaws, district map, calendar of events, current fiscal year revenue and expenses, and adopted ordinances, resolutions, and policies.</u>
12. The District maintains a visible presence in the community, and participates in community activities and events.
13. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

Source: LAFCo 2016; ALRFPD: August 2017, November 2017.

## 2.2.4 SOI DETERMINATIONS

It is recommended that the Commission affirm an SOI for the Albion-Little River FPD that is coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

### 2.2.4.1 Land Uses

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Albion-Little River FPD boundary contains a variety of land uses including residential and commercial development in the communities of Albion and Little River, transitioning to rural residential, public recreation areas, large tracts of forest and range lands, and cliffs and rocky shores of the Pacific Ocean. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.

### 2.2.4.2 Need for Facilities and Services

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Albion-Little River Fire Protection District provides the following services with the assistance of the all-volunteer Albion-Little River Fire Department: structural fire protection, first responder for emergency

medical services and hazardous materials incidents, vehicle rescue and extrication, cliff and ocean rescue, fire prevention, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Albion-Little River FPD, the District serves approximately 2,250 residents, including 168 people in Albion and 117 in Little River, and 3,600 visitors during the summer tourism and fishing season. Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

### **2.2.4.3 Capacity of Facilities and Adequacy of Services**

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As described in the 2016 MSR prepared for the Albion-Little River FPD, the District's ISO rating was re-evaluated in 2014 and received a rating of 6, an improvement over the previous rating of 8, which is attributed to the District maintaining a fire station within five miles of all affected areas. The District operates five fire stations. The main station, located at 32600 Albion Ridge Road, is in good condition and has a two-bay structure with an upstairs training and storage room, and on-site water storage but no on-site septic system to support a bathroom or to wash turnouts after an incident. One of the other four fire stations has bathroom, shower, and laundry facilities. All of these are too small to house new apparatus and are in critical need of basic improvements or replacement. The District has three Rescue vehicles, one Type I Engine, one Type II Engine, three Type III Engines, two 2,000-gallon Water Tenders, one ocean/river boat, and two jet skis. Water for fire protection is adequate and provided from engines with on-board water tanks, re-supply water tanks at three fire stations, and other available water supplies such as ponds, swimming pools, and cisterns.

At the time of the 2016 MSR prepared for Albion-Little River FPD, it was determined that the District did not have the capacity to adequately serve current demand within the District boundary and the District's current financing levels were barely adequate to deliver services. In addition, the 2016 MSR determined that the District needed funding in the near future for construction of a modern main fire station, increased water supplies, and replacement of aged apparatus and equipment.

Since the 2016 MSR, and with the implementation of Measure M that increased the District's per unit special tax, the District's current financing levels are adequate to deliver services, but not to fund needed facility improvements. Over time, Measure M funds will help improve the District's capacity to adequately serve current demand within the District boundary. The District has been able to achieve enough financial stability to acquire lease-purchase agreements for three new built-to-order apparatus. The new apparatus includes a Water Tender, Type I Engine, and rescue vehicle. Additional water storage tanks have been added by private property owners in various strategic locations since the 2016 MSR. Further, fire-fighting water supply needs are being addressed by the addition of compressed air foam system (CAFS) capacity to an existing pumper and specifying CAFS capacity in the new Type I Engine being built for the District.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those



capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources.

#### **2.2.4.4 Communities of Interest**

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The Van Damme State Park and the Navarro River Redwoods State Park and surrounding areas along the State Highway 128 corridor will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

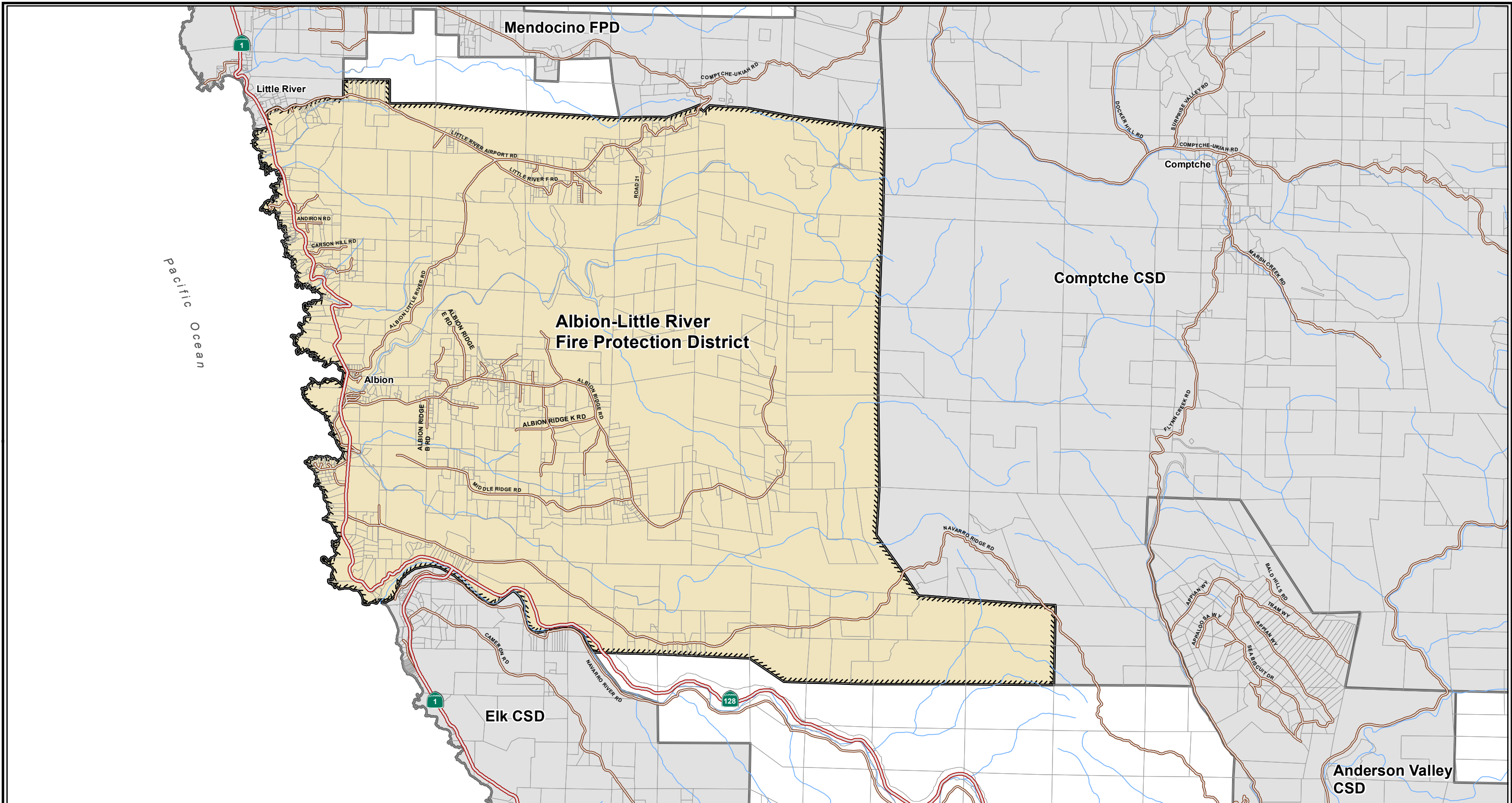
No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

#### **2.2.4.5 Disadvantaged Unincorporated Communities**

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.





A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. The unincorporated communities of Albion and Little River are Census Designated Places (CDPs) and are the population centers within the District. Albion has a median household income of \$12,394 and therefore qualifies as a DUC (LAFCo, 2016). Little River is too small to generate economic data, but it is assumed that Little River is also a DUC. The areas surrounding Albion and Little River might also qualify as a DUC.

All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.




# Albion-Little River Fire Protection District SOI

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, March 2018.  
 Note: This map is not a survey product.

	Albion-Little River FPD SOI		Highways
	Albion-Little River FPD		Roads
	Adjacent Districts with Fire Protection Services		Streams
	Parcels		

0.5 0.25 0 0.5  
 Miles



## Albion-Little River Fire Protection Dist

### Statement of Net Position

	<u>June 30, 2016</u>	<u>June 30, 2015</u>
<b><u>ASSETS</u></b>		
<u>Current Assets:</u>		
Cash	514,756	391,131
Reserved Cash	10,643	10,638
Accounts Receivable	-	-
Total Current Assets	<u>525,400</u>	<u>401,769</u>
<u>Fixed Assets:</u>		
Land	125,683	125,683
Buildings & Improvements	322,400	322,400
Firefighting Equipment	503,254	503,254
Construction-in-Progress	81,152	81,152
Less: Accumulated Depreciation	<u>(723,000)</u>	<u>(667,445)</u>
Total Fixed Assets	<u>309,489</u>	<u>365,044</u>
<b>TOTAL ASSETS</b>	<u>834,889</u>	<u>766,813</u>
<b><u>LIABILITIES</u></b>		
<u>Current Liabilities:</u>		
Accounts Payable	-	-
Other Current Liabilities	-	5,806
<b>TOTAL LIABILITIES</b>	<u>-</u>	<u>5,806</u>
<b><u>NET POSITION</u></b>		
Net Investment in Capital Assets	309,489	365,044
Restricted	-	-
Unrestricted	<u>525,400</u>	<u>395,964</u>
<b>TOTAL NET POSITION</b>	<u>\$ 834,889</u>	<u>\$ 761,008</u>

The accompanying notes are an integral part of these financial statements.

## 2.3 COMPTCHE COMMUNITY SERVICES DISTRICT

### 2.3.1 BACKGROUND

#### 2.3.1.1 District Services

The Comptche Community Services District (Comptche CSD, CCSD, or District) was formed in 1989 and is the governing agency for the 501(c)(3) Comptche Volunteer Fire Department. The Comptche CSD provides the following services: structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, rescue and extrication, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months.

#### 2.3.1.2 District Boundary

The Comptche CSD boundary comprises 86.6 square miles and encompasses the unincorporated community of Comptche (Figure 2-3). The District is located approximately 6-miles inland of the Pacific Ocean and serves along Comptche-Ukiah Road, Flynn Creek Road, Marsh Creek Road, Bald Hills Road, Docker Hill Road, and Surprise Valley Road. The District is also responsible for the area along Masonite Industrial Road located in the southern portion of the District, which is difficult to serve due to limited access from Flynn Creek Road and State Highway 128 near Navarro. Fire protection providers in proximity to the District include the Mendocino Fire Protection District to the northwest, the Albion-Little River Fire Protection District to the west, the Elk Community Services District to the south, and the Anderson Valley Community Services District to the southeast. The District is entirely within the SRA.

#### 2.3.1.3 Out-of-Area Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District response area is larger than the District boundary area due to mutual aid responses and dispatched service calls. The District maintains Mutual Aid Agreements with Mendocino Fire Protection District, Albion-Little River Fire Protection District, and Anderson Valley Community Services District. Additionally, the District maintains an agreement with CAL FIRE for wildland fire incidents. Similar to all fire districts and EMS providers within the County, the Comptche CSD responds to calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan, Comptche CSD is within Mutual Aid/Planning Zone 4, which includes Fort Bragg Rural Fire Protection District, Mendocino Fire Protection District, Albion-Little River Fire Protection District, and Westport Volunteer Fire Department (MCFCA, 2015).

### 2.3.2 SPHERE OF INFLUENCE

#### 2.3.2.1 Existing Sphere of Influence

The Sphere of Influence (SOI) for Comptche CSD is coterminous with the District boundary and was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4).

### **2.3.2.2 Areas of Interest**

The majority of land in proximity to the District boundary is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are within the SRA and are primarily in public ownership with some areas owned by a timber production company. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There is a large unserved area, approximately 9-miles in length, along the State Highway 128 corridor located southwest of the District.

### **2.3.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to or removed from the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District has confirmed the adequacy of their existing boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. There are no proposed SOI changes for the Comptche CSD.

### **2.3.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

## **2.3.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

### **2.3.3.1 Financial Information**

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations.

The following table (Table 2.3) provides year-end (not budget) financial information for the District. This table summarizes the District's annual revenues, expenditures, and changes in fund balances based on data from the State Controller's Office (CSCO). This financial data represents the actual flow of cash resources for a given year. The Capital Outlay expenditure category shown in the table represents the cost of acquiring capital assets (land, buildings and improvements, equipment and vehicles) at the time of acquisition and does not account for depreciation of capital assets. If financial audit information was available for the District, this table would represent the long-term financial standing of the District based on depreciation expense reporting.



<b>Table 2.3 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>	\$0	\$0	\$0
<b>Ending Fund Balance</b>	\$31,414	\$31,087	\$72,935
<b>Revenues</b>			
Property Tax	\$11,746	\$11,958	\$12,339
Special Tax/Assessment	\$15,520	\$15,710	\$15,930
Charges for Services	\$0	\$0	\$0
Other State	\$7,722	\$778	\$36,425
Rents	\$0	\$0	\$0
Property Owner Contributions	\$250	\$790	\$435
Interest Income	\$16	\$9	\$21
Other Revenue	\$0	\$0	\$0
<b>Total Revenues</b>	<b>\$35,254</b>	<b>\$29,245</b>	<b>\$65,150</b>
<b>Expenses</b>			
Salaries & Employee Benefits	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Services & Supplies	\$17,701	\$19,750	\$16,849
Capital Outlay	\$20,267	\$0	\$0
Interest Expense	\$0	\$0	\$0
Other Expenses	\$8,719	\$9,822	\$6,453
<b>Total Expenses</b>	<b>\$46,687</b>	<b>\$29,572</b>	<b>\$23,302</b>
<b>Revenues Over/Under Expenditures</b>	<b>-\$11,433</b>	<b>-\$327</b>	<b>\$41,848</b>

Source: CSCO, 2017.

According to the financial information in the table above, the District annual operations fluctuate between revenue gain and loss and the District maintains a limited fund balance or reserve. In 2016, the Mendocino County Board of Supervisors authorized a five-year audit cycle for the Comptche CSD; the most recent audit was prepared for Fiscal Year 2013-14 (CCSD, 2017). Mendocino County disbursed a share of Proposition 172 funds to Comptche CSD as follows: \$9,830 in FY 2016-17 and \$11,613 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District occasionally participates in and receives reimbursement from CAL FIRE for Strike Team assignments for wildland fire incidents throughout the State. The Comptche Volunteer Fire Department and the Comptche Fire Auxiliary host annual fundraising activities and hold charitable funds for the benefit of the District. (LAFCo, 2016a)

### 2.3.3.2 MSR Determinations

The following table (Table 2.4) summarizes the MSR Determinations contained in the 2016 MSR and includes updated information shown as underlined text for additions and strikethrough text for deletions.

<b>Table 2.4 MSR Determination Updates</b>	
Growth and population projections for the affected area	
1.	There are approximately 600 residents within the Comptche Community Services District boundary, based on District estimates. There are 159 people residing in the hamlet of Comptche.
2.	The population of the District has increased somewhat over the past few years, and is marginally expected to increase in the foreseeable future.
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence	
3.	There are no Disadvantaged Unincorporated Communities (DUCs) within the District Sphere of Influence.
Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies	
4.	The District's current facilities are adequate, but are operating at capacity.
5.	The Fire Department has the capacity to adequately serve current demand within the 87 square mile District boundary, and is able to assist adjoining fire districts through mutual aid as long as volunteer firefighter membership can be maintained.
6.	Water supply for fire fighting is limited to apparatus with water tank capability. Additional water tanks at strategic locations throughout the District would be beneficial.
Financial ability of agencies to provide services	
7.	CCSD reported that current financing levels are barely adequate to deliver services.
8.	If lack of revenue becomes an issue, the District would consider a new property assessment (special tax) ballot measure, which requires a two-thirds approval. <del>However, options for a new special tax are not good because of recent State mandated fees for 'fire prevention.'</del> <u>The SRA fire prevention fee has been suspended and replaced by new cap-and-trade climate program revenue earmarked for rural wildfire prevention created through AB 398 and signed into law by the Governor on July 25, 2017.</u> The District is looking to the County of Mendocino for a share of Proposition 172 funds to cover basic needs.
Status of, and opportunities for, shared facilities	
9.	The Department collaborates with other fire service providers through state and county mutual aid agreements.
Accountability for community service needs, including governmental structure and operational efficiencies	
10.	CCSD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. All Board vacancies are publically posted in advance and public participation is always welcome.
11.	The District and the Volunteer Fire Department do not have a website.
12.	The District maintains a community presence at its Main Fire Station.
13.	The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

Source: LAFCo, 2016a.

**2.3.4 SOI DETERMINATIONS**

It is recommended that the Commission affirm the existing Sphere of Influence for the Comptche CSD that is coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

#### **2.3.4.1 Land Uses**

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Comptche CSD boundary includes the unincorporated community of Comptche. Comptche has residences and limited commercial development including the Comptche Community Hall, Comptche Store, Post Office, Comptche Primary School (KG-3), and a church. The District contains a variety of land uses including rural residential, ranchettes, agricultural lands including orchards, vineyards, row crops, and large tracts of forest and range land in outlying areas. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.

#### **2.3.4.2 Need for Facilities and Services**

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Comptche CSD provides the following services: structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, rescue and extrication, fire prevention, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Comptche CSD, the District serves approximately 600 residents, including 159 people in Comptche, which is a Census Designated Place. Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

#### **2.3.4.3 Capacity of Facilities and Adequacy of Services**

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for Comptche CSD, the District has an ISO rating of 6Y and most areas of the District are within 5-miles of the fire station. The District operates one fire station located at 8491 Flynn Creek Road, which is a 7,500-square foot facility originally constructed in 1976 with three apparatus bays (two engines each), a meeting/training room, kitchen, bathroom, shop, and storage area. The District's fire station is in good condition but is operating at capacity. The District has four Type 1 Engines, two Type 3 Engines, one Type 1 Truck Company with a 75-foot ladder, one Heavy Rescue Vehicle equipped with the jaws of life, one Type 1 Haz-Mat Trailer, two 1,800-gallon Water Tenders, two Utility Vehicles, two Quick Attack Vehicles, one Swift Water Rescue Trailer with Boats, one Command Vehicle, and one California Office of Emergency Services (OES) Engine purchased in 2015. Water for fire protection is provided by two 1,800-gallon water tenders, on-board tanks on each engine, a 2,500-gallon portable water tank, and other available water supplies such as ponds, creeks, swimming pools, and cisterns.

As determined in the 2016 MSR prepared for Comptche CSD and updated based on this SOI Update, the District's current facilities are adequate, but operating at capacity, to serve current demand for fire protection services and to assist adjoining fire districts through mutual aid. The District's current financing levels are barely adequate to deliver services. If needed, the District could consider options for increasing



revenue such as establishing a fee schedule to charge out-of-District residents for services provided and a ballot measure to create a special tax or property assessment.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources. Finally, it is suggested that the District create an agency website which can be a helpful communication tool to enhance government transparency and accountability.

#### **2.3.4.4 Communities of Interest**

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The large unserved area, approximately 9-miles in length, along the State Highway 128 corridor located southwest of the District's southern boundary line will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

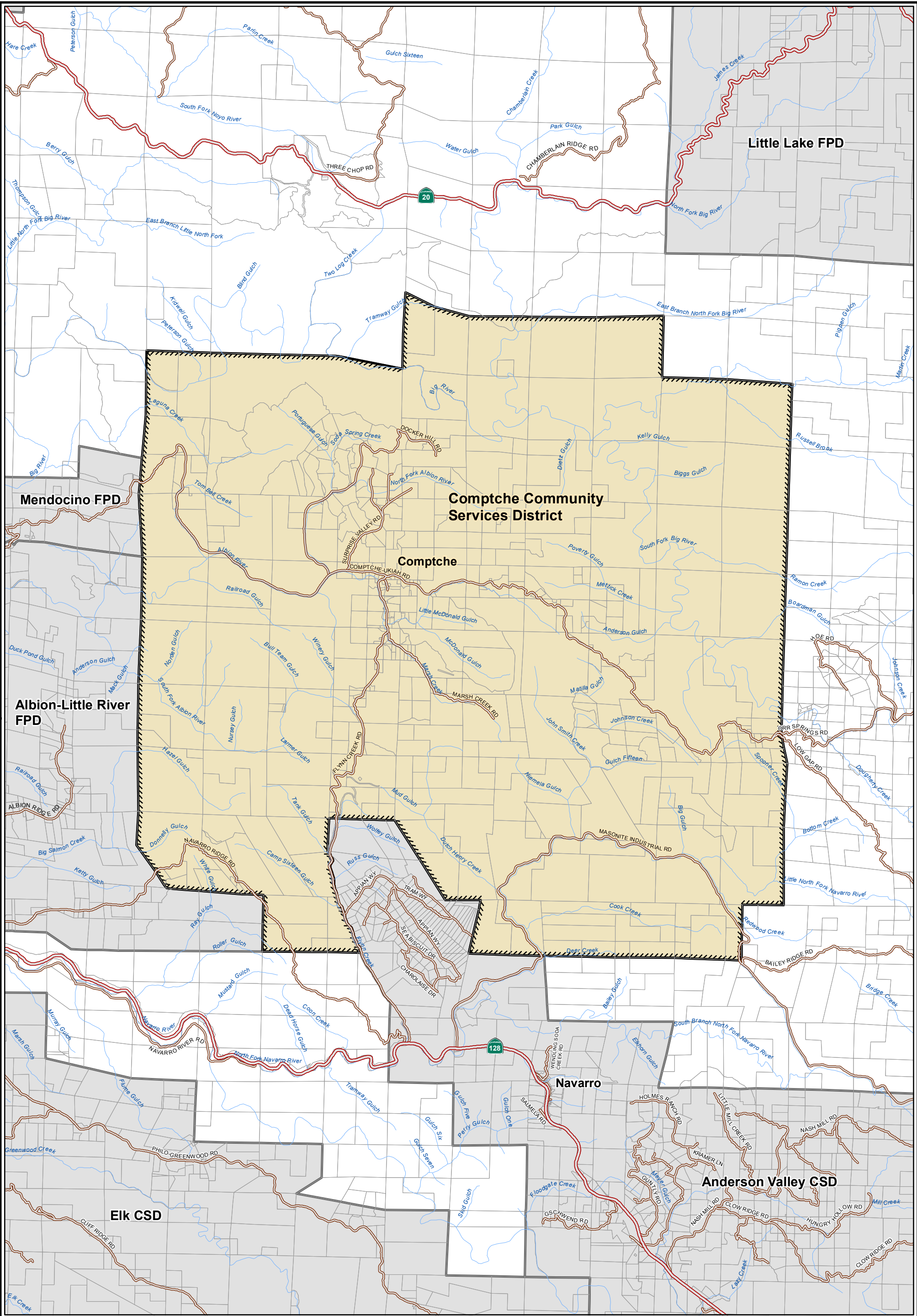
No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

#### **2.3.4.5 Disadvantaged Unincorporated Communities**

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a Median Household Income (MHI) that is less than 80% of the State MHI of \$61,632. Comptche is the population center within the District. Comptche does not qualify as a DUC because this area has a MHI of \$83,750 which is 135.9% of the State MHI (LAFCo, 2016a). The areas surrounding Comptche might qualify as a DUC.

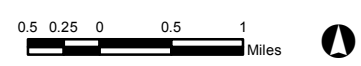
All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.



# Comptche Community Service District SOI

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, March 2018.  
 Note: This map is not a survey product.

- Comptche CSD
- Comptche CSD SOI
- Adjacent Fire Protection Districts
- Parcels
- Highways
- Roads
- Streams



## 2.4 COVELO FIRE PROTECTION DISTRICT

### 2.4.1 BACKGROUND

#### 2.4.1.1 District Services

The Covelo Fire Protection District (Covelo FPD, CCFD, or District) was formed in 1961 and is the governing agency for the Covelo Volunteer Fire Department. The District added ambulance service in 1975. The Covelo FPD provides the following services: structural fire protection, emergency medical and ambulance services including 24-hour Basic Life Support (BLS), rescue and extrication, first responder for hazardous materials incidents, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months when the Covelo CAL FIRE station is not staffed.

Due to the isolated location of the District, ambulance service is critical and is provided through collaborative efforts. The District provides emergency medical response to a Basic Life Support (BLS) level and transfers patients via State Highway 162 to Willits, Ukiah, or Laytonville for Advanced Life Support (ALS). Air ambulance services are also provided via the Round Valley Airport (AirNav O09) by CALSTAR (Willits) and Enloe (Chico). In 2016, CALSTAR and REACH merged under REACH Medical Holdings and continues to operate under CALSTAR (REACH, 2016). CALSTAR (California Shock Trauma Air Rescue), a nonprofit regional air medical services company serving California and northern Nevada, provides an affordable service to the Round Valley community and other remote areas from which ground transport would exceed an hour for people in critical need of hospital care. More than 600 Round Valley residents are CALSTAR subscribers, paying \$65 per year to be eligible for helicopter transport services for no cost beyond their insurance coverage. (LAFCo, 2016a)

#### 2.4.1.2 District Boundary

The Covelo FPD boundary comprises 25.7 square miles and encompasses the unincorporated community of Covelo and the Round Valley area (Figure 2-4). The District is located in the northeast portion of Mendocino County along 3.5-miles of the State Highway 162 corridor and is situated approximately halfway between the Mendocino National Forest to the east and the Eel River to the west. Covelo is located approximately 14 air-miles northeast of Laytonville and the District boundary and the Long Valley FPD boundary line are approximately 7-miles apart. Access to the District is from State Highway 162, which traverses east from US Highway 101 for approximately 29-miles. The average travel time between Covelo and the City of Ukiah is roughly 90 minutes. Fire protection providers in proximity to the District include the Long Valley Fire Protection District to the west and the Little Lake Fire Protection District to the southwest. The District is primarily within the Local Responsibility Area (LRA), but there are also areas of the District within the SRA and the Federal Responsibility Area (FRA).

#### 2.4.1.3 Out-of-Area Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District response area is larger than the District boundary area based on mutual aid services and dispatched service calls, especially for ambulance services. The District responds to medical calls in the following areas located outside the District boundary: from Dos Rios on State Highway 162, to the Tehama County line, to the Trinity County line, and to the top of Forest Highway 7 in the National Forest

and Wilderness Area. The District also responds to calls from the Round Valley Indian Tribes of the Round Valley Reservation.

The District relies heavily on and participates in mutual aid services with adjacent fire districts through the Countywide Mutual Aid System. The District maintains Mutual Aid Agreements for ambulance service with the Little Lake, Ukiah Valley, and Long Valley Fire Protection Districts. The District also participates in Mutual Aid Agreements for wildland fire incidents with CAL FIRE, the U.S. Forest Service, and the Bureau of Indian Affairs. Similar to all fire districts and EMS providers within the County, the Covelo FPD responds to calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan, Covelo FPD is within Mutual Aid/Planning Zone 1, which includes Brooktrails Township Community Services District, Little Lake Fire Protection District, Long Valley Fire Protection District, Leggett Valley Fire Protection District, Piercy Fire Protection District, and Whale Gulch Volunteer Fire Company (MCFCA, 2015).

## **2.4.2 SPHERE OF INFLUENCE**

### **2.4.2.1 Existing Sphere of Influence**

The Sphere of Influence (SOI) for Covelo FPD is coterminous with the District boundary and was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4).

### **2.4.2.2 Areas of Interest**

The majority of land in proximity to the District boundary is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are primarily within the SRA; although, there are also large unserved areas that are owned by the Federal Government and are within the FRA. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There are large unserved areas between the District and the Long Valley Fire Protection District and the Little Lake Fire Protection District boundaries.

### **2.4.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District has confirmed the adequacy of their existing District boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. There are no proposed SOI changes for the Covelo FPD.

### **2.4.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.



### 2.4.3 MSR UPDATES

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

#### 2.4.3.1 Financial Information

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations.

The following table (Table 2.5) provides year-end (not budget) financial information for the District. This table summarizes the District’s annual revenues, expenditures, and changes in fund balances based on data from the State Controller’s Office (CSCO). This financial data represents the actual flow of cash resources for a given year. The Capital Outlay expenditure category shown in the table represents the cost of acquiring capital assets (land, buildings and improvements, equipment and vehicles) at the time of acquisition and does not account for depreciation of capital assets. If financial audit information was available for the District, this table would represent the long-term financial standing of the District based on depreciation expense reporting.

<b>Table 2.5 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>	\$0	\$0	\$13,057
<b>Beginning Fund Balance</b>	\$648,979	\$588,764	\$561,846
<b>Ending Fund Balance</b>	\$588,764	\$561,846	\$527,554
<b>Revenues</b>			
Property Tax	\$53,560	\$54,229	\$55,489
Special Tax/Assessment	\$0	\$0	\$0
Charges for Services	\$119,277	\$61,198	\$28,106
Rents	\$0	\$0	\$0
Property Owner Contributions	\$23,255	\$23,405	\$14,164
Interest Income	\$535	\$500	\$35,666
Other Revenue	\$3,122	\$0	\$0
<b>Total Revenues</b>	<b>\$199,749</b>	<b>\$139,332</b>	<b>\$133,425</b>
<b>Expenses</b>			
Salaries & Employee Benefits	\$34,573	\$35,008	\$32,526
Debt Service	\$0	\$0	\$0
Services & Supplies	\$156,251	\$107,842	\$148,248
Capital Outlay	\$69,140	\$23,400	\$0
Interest Expense	\$0	\$0	\$0
Other Expenses	\$0	\$0	\$0
<b>Total Expenses</b>	<b>\$259,964</b>	<b>\$166,250</b>	<b>\$180,774</b>
<b>Revenues Over/Under Expenditures</b>	<b>-\$60,215</b>	<b>-\$26,918</b>	<b>-\$47,349</b>

Source: CSCO, 2017.

According to the financial information in the table above, the District generally operates at a revenue loss and maintains a significant fund balance or reserve. Mendocino County disbursed a share of Proposition 172 funds to Covelo FPD as follows: \$17,832 in FY 2016-17 and \$18,517 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District does not participate in Strike Team assignments and therefore does not receive reimbursement for responding to wildland fire incidents throughout the State. The Covelo Fire Auxiliary hosts annual fundraising activities and holds charitable funds for the benefit of the District. (Doreen Freeman, personal communication, March 13, 2018)

### 2.4.3.2 MSR Determinations

The following table (Table 2.6) summarizes the MSR Determinations contained in the 2016 MSR and includes updated information shown as underlined text for additions and strikethrough text for deletions.

<b>Table 2.6 MSR Determination Updates</b>
Growth and population projections for the affected area
<ol style="list-style-type: none"> <li>1. There are approximately 3,400 residents within the District according to the 2010 Census.</li> <li>2. The population of the District has seen very limited growth increases over the last few years, and expects very little growth to occur in the future.</li> </ol>
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence
<ol style="list-style-type: none"> <li>3. <del>Two DUCs are identified within the RVCWD: the unincorporated community of Covelo and the Round Valley Indian Tribe.</del> Covelo, a census designated place, had a 2010 population of 1,255 and a median <u>household</u> income of <u>\$24,750</u> <del>\$28,114</del> (U.S. Census Bureau, 2011, pp. Covelo, CA). The median income for Covelo residents is less than 80 percent of the statewide annual median, and is therefore considered a DUC.</li> </ol>
Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies
<ol style="list-style-type: none"> <li>4. The District's current facilities are limited but they do have the capacity to adequately serve current demand in the 26 square mile area and limited future growth for fire protection; medical response services are extremely thin due to the size of the area and its remoteness. However, the CFPD relies heavily on mutual aid with the U.S. Forest Service and CALFIRE.</li> <li>5. The District reported that the SR 162 Station is 75% complete with renovations and remodeling.</li> <li>6. Capital improvement needs for the District are generally planned in the budget.</li> </ol>
Financial ability of agencies to provide services
<ol style="list-style-type: none"> <li>7. CFPD reported that current financing levels are barely adequate to deliver services.</li> <li>8. The fire department receives income from a property tax assessment which varies depending on the type of parcel and square footage. In FY 11-12, the CFPD received \$52,194 in property tax. The District's strike team gets reimbursed for responding to wild fires when the fire event lasts longer than four hours. The Covelo Fire Protection District also charges emergency fire response fees for providing services to non-residents who do not have a contract with the District.</li> <li>9. In FY 11-12, total expenditures exceeded total revenues by \$36,538. The District maintains a Fund Equity Account to account for years in which expenditures exceed revenues.</li> </ol>
Status of, and opportunities for, shared facilities
<ol style="list-style-type: none"> <li>10. The District collaborates with other fire service providers through federal, state and county mutual aid agreements. CFPD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe</li> </ol>

Council, Mendocino County Fire Chief's Association, and Mendocino County Association of Fire Districts.

11. ~~On January 18, 2015, paramedics from verihealth, Inc. began utilizing District facilities and ambulances in partnership with the District.~~ Since Fiscal Year 2015-16, the County has provided \$66,000 in ALS Enhancement Funding annually to the District to provide advanced life support ambulance services outside the District boundary. As of fall 2017, the paramedics from verihealth, Inc. discontinued its partnership with the District to provide private sector ambulance service to the Round Valley community. Therefore, the District no longer receives the County ALS Enhancement Funding. Emergency medical transport services are still provided by the District within the District boundary and surrounding areas and by air medical services providers.

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

12. CFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.

13. In addition to the required agendas and minutes, CFPD tries to inform its constituents through multiple outreach activities.

14. The District maintains a community presence at its SR 162 fire station where it posts information about district activities, documents and updates. The fire station is a gathering place for the community. The Covelo Volunteer Fire Department is regularly recognized and used by residents as a first-aid station.

15. There is a need to negotiate with the Round Valley Indian Tribes (RVIT) for a reimbursement formula for medical and fire calls and responses.

16. The agency demonstrated accountability in its cooperation with the Mendocino LAFCo information requests.

Source: LAFCo, 2016a; UDJ, 2017.

#### 2.4.4 SOI DETERMINATIONS

It is recommended that the Commission affirm the existing Sphere of Influence for the Covelo FPD that is coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

##### 2.4.4.1 Land Uses

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Covelo FPD boundary includes the unincorporated community of Covelo, which is the hub of the Round Valley area, and consists of a range of commercial enterprises, churches, a lodging establishment, restaurants, grocery stores, gas stations, Post Office, Round Valley Airport, Round Valley Public Library, Round Valley Elementary School (K-8), Round Valley High School (9-12), Eel River Charter School (K-8), and residential areas interspersed throughout the community. The Hidden Oaks Casino and the Round Valley Indian Health Center are located within the District and the Round Valley Indian Reservation is located in the northwest portion of Round Valley. A majority of the land within the District consists of a mixture of commercial and residential uses, agricultural and grazing lands, and large tracts of forest and timber production lands in outlying areas. Mendocino County has land use authority over privately-owned

lands within the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.

#### **2.4.4.2 Need for Facilities and Services**

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Covelo FPD provides the following services: structural fire protection, emergency medical and ambulance services including 24-hour Basic Life Support (BLS), rescue and extrication, first responder for hazardous materials incidents, fire prevention, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Covelo FPD, the District serves approximately 3,400 residents, including 1,255 in Covelo. Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

#### **2.4.4.3 Capacity of Facilities and Adequacy of Services**

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for Covelo FPD, the District has an ISO rating of 9 for residential structures and 10 for commercial structures. Of special concern is the closure of a critical fire access road by the Department of Fish and Wildlife. The District operates one fire station located at 75900 State Highway 162 in Covelo, which is a four-bay structure that was renovated in 2016 and is adequate. The District has one 2,500-gallon Water Tender, two Type 2 Structure Engines, two Type 3 Wildland Engines, three Type 3 Ambulances, two light-duty trucks for the Fire Chief's squad, and one SUV for the Ambulance Director. There is a limited hydrant system within Covelo and the District has two water wells at a depth of 250-feet located on fire station property and reserved for filling water tenders. Water for fire protection in the District is provided by on-board tanks on each engine, one water tender, and other available water supplies such as ponds, swimming pools, and cisterns.

As determined in the 2016 MSR prepared for Covelo FPD and updated based on this SOI Update, the District's current facilities are limited but they do have the capacity to adequately serve current demand in the District boundary and limited future growth for fire protection services. Medical response resources are spread extremely thin due to the size of the response area and the remoteness of Round Valley and adjacent areas. The District relies heavily on mutual aid with the U.S. Forest Service and CAL FIRE. The District's current financing levels are barely adequate to deliver services. The District should consider options for increasing revenue, such as negotiating with the Round Valley Indian Tribes to establish a reimbursement formula for District medical and fire services, and a ballot measure to increase the existing benefit assessment.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District create an agency website, which can be a helpful communication tool to enhance government transparency and accountability.



#### **2.4.4.4 Communities of Interest**

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The large unserved areas between the District and the Long Valley Fire Protection District and the Little Lake Fire Protection District boundaries will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

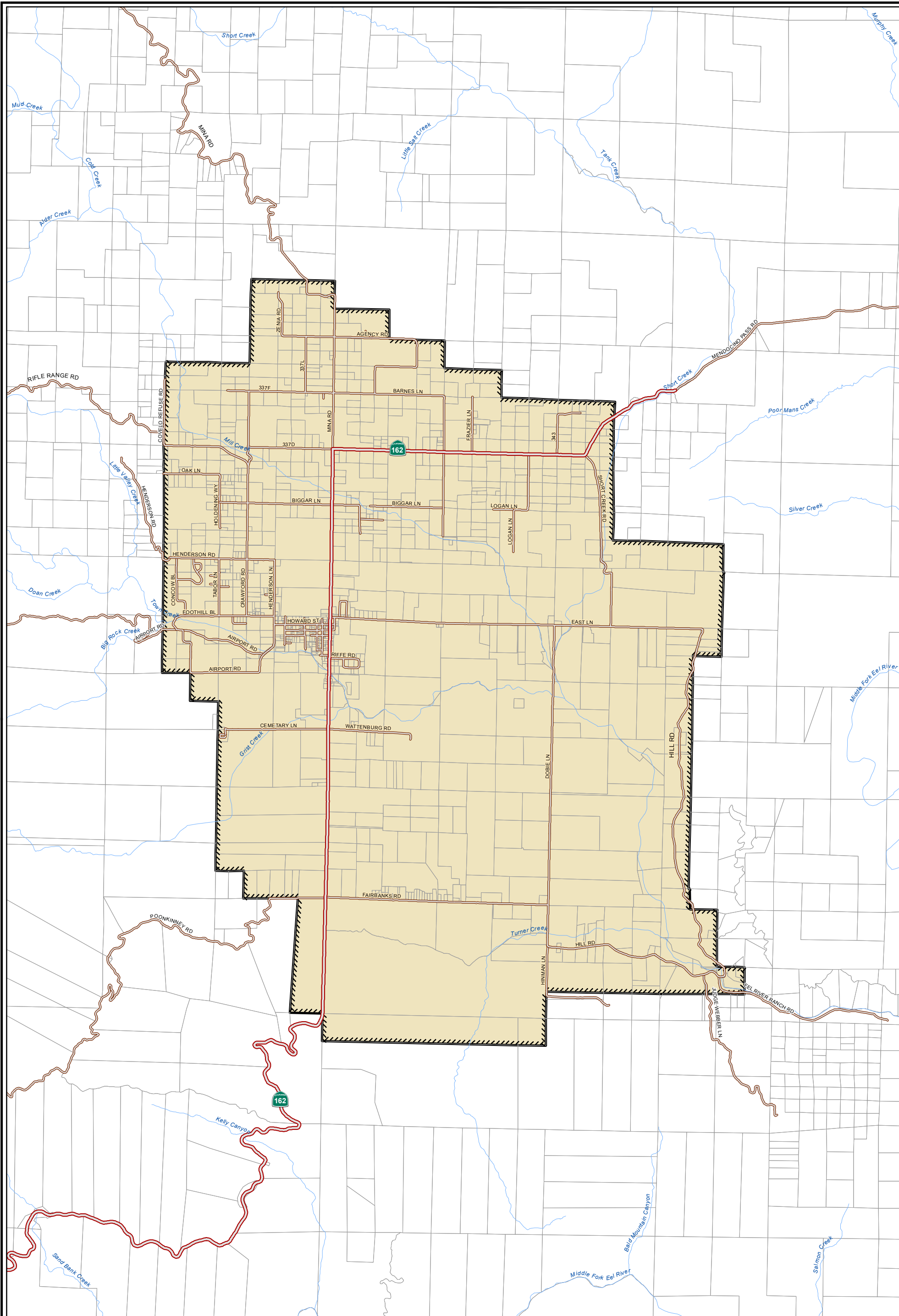
No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

#### **2.4.4.5 Disadvantaged Unincorporated Communities**

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. The unincorporated community of Covelo is the population center within the District. Covelo qualifies as a DUC with a MHI of \$24,750 which is 40% of the State MHI (LAFCo, 2016a). The areas surrounding Covelo might also qualify as a DUC.

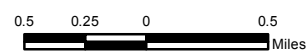
All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.



# Covelo Fire Protection District SOI

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, February 2018.  
 Note: This map is not a survey product.

- Covelo FPD
- Sphere of Influence
- Parcels
- Highways
- Roads
- Streams



## 2.5 ELK COMMUNITY SERVICES DISTRICT

### 2.5.1 BACKGROUND

#### 2.5.1.1 District Services

The Elk Community Services District (Elk CSD, ECSD, or District) was formed in 1990 and is the governing agency for the 501(c)(3) Elk Volunteer Fire Department. The Elk CSD provides the following services: structural fire protection, emergency medical services, Basic Life Support (BLS) ambulance services, rescue and extrication, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months. More information regarding the District is available at the following website: <http://www.elkcsd.org/>.

The Elk CSD operates one BLS ambulance from the main fire station for first responder and emergency medical calls. Ambulance transport is coordinated with the Mendocino Coast Healthcare District. The community of Elk and District territory north of Elk are within the Primary Service Area for the Mendocino Coast Healthcare District. Areas south of Elk along the coast are within the Secondary Service Area for the Mendocino Coast Healthcare District. Inland areas of the District are not within the Mendocino Coast Healthcare District service area. Due to a decline in volunteers available to staff the engines and ambulance during daylight hours, the District cannot reliably provide a BLS ambulance response within the District boundary or beyond. CAL FIRE Dispatch and Coastal Valley EMS have been notified of this capacity limitation (ECSD, 2018).

#### 2.5.1.2 District Boundary

The Elk CSD boundary comprises 57 square miles and encompasses the unincorporated community of Elk, once known as Greenwood (Figure 2-5). The District is located along the Pacific Ocean between State Highway 128 and the Navarro River to the north and the community of Irish Beach to the south. State Highway 1 traverses the District in a north-south direction for approximately 15-miles, and is the primary transportation route in the area. The District serves the Cameron Road and Philo-Greenwood Road area, Cliff Ridge Road, Greenwood State Beach, and portions of the Navarro River Redwoods State Park. Fire protection providers in proximity to the District include the Albion-Little River Fire Protection District to the north, Comptche Community Services District to the northeast, Anderson Valley Community Services District to the east, and Redwood Coast Fire Protection District to the south. The District is entirely within the SRA.

#### 2.5.1.3 Out-of-Area Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District response area is larger than the District boundary area due to mutual aid responses and dispatched service calls. The District maintains Mutual Aid Agreements with Mendocino Fire Protection District, Albion-Little River Fire Protection District, Comptche Community Services District, Anderson Valley Community Services District, and Redwood Coast Fire Protection District. Additionally, the District maintains an agreement with CAL FIRE for wildland fire incidents. Similar to all fire districts and EMS providers within the County, the Elk CSD responds to calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan,

Elk CSD is within Mutual Aid/Planning Zone 3, which includes Anderson Valley Community Services District, Redwood Coast Fire Protection District, and South Coast Fire Protection District (MCFCA, 2015).

## 2.5.2 SPHERE OF INFLUENCE

### 2.5.2.1 Existing Sphere of Influence

The Sphere of Influence (SOI) for Elk CSD is coterminous with the District boundary and was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4).

### 2.5.2.2 Areas of Interest

The majority of land in proximity to the District boundary is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are within the SRA and are primarily in public ownership with some areas owned by a timber production company. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There is a large unserved area, approximately 9-miles in length, along the State Highway 128 corridor located northeast of the District.

There is a large unserved area accessible from Cliff Ridge Road between the District and the Redwood Coast Fire Protection District boundary.

The areas of interest are not proposed to be added to or removed from the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

### 2.5.2.3 Proposed SOI Changes

The District has identified two areas to be added to their existing District SOI, and eventually the District boundaries (Figure 2-5). The parcels are located south of the Navarro River and directly adjacent to the District's boundaries. The District is the first responder to these areas, which are only accessible from the Elk CSD side of the river.

Area A: This area consists of 10 parcels and is located off of Cameron Road, directly adjacent to the northern boundary of the District. Based on property assessments, it appears that one of the ten parcels is currently developed.

129-070-01	129-070-06 (developed)
129-070-02	129-070-07
129-070-03	129-070-08
129-070-04	129-070-10
129-070-05	129-070-11

Area B: This area consists of three parcels with access via private roads off of Philo-Greenwood Road. This area also is directly adjacent to the northern boundary of the District. Based on property assessments, all three parcels are developed.

130-220-02	130-220-04
130-220-03	

These two areas containing 13 parcels are recommended to be added to the District SOI at this time.

#### **2.5.2.4 Consistency with LAFCo Policies**

The 13 parcels proposed to be added to the District SOI are zoned Timberland Production (TP) and Forest Land (FL) by Mendocino County and are 40-acres or less in size; parcels adjacent to these areas greatly exceed 40-acres in size. These parcels are small enough in size that they could be purchased by individual property owners and structures could be developed based on the land uses allowed by the County. The provision of fire protection services alone does not jeopardize the preservation of these open space/resource lands and the addition of these areas does not create any irregular boundaries. The addition of Areas A and B to the District SOI is not anticipated to affect the District's current operating level and is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

### **2.5.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

#### **2.5.3.1 Financial Information**

The 2016 MSR for the District included financial information for Fiscal Years 2010-11, 2011-12, and 2012-13. This section includes updated financial information for Fiscal Years 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations. The following table provides year-end (not budget) financial information for the District. Also, refer to Figure 2-6 for the most recent Balance Sheet which represents the difference between the District's assets and liabilities.

For Fiscal Year 2013-14, this table (Table 2.7) summarizes the Statement of Activities prepared by a Certified Public Accountant (CPA) and represents the long-term financial standing of the District based on reporting capital asset activity using the full accrual basis of accounting. This involves depreciation which is a method of spreading the cost of a capital asset over its estimated useful life as opposed to recognizing the cost of a capital asset as an expenditure at the date of acquisition. Capitalization policies commonly define a capital asset as a fixed asset (land, buildings and improvements, equipment and vehicles) with an initial cost of \$5,000 or greater with an estimated useful life in excess of one year.

For Fiscal Years (FY) 2014-15 and 2015-16, this table summarizes the District's annual revenues, expenditures, and changes in fund balances based on data from the State Controller's Office. This financial data represents the actual flow of cash resources for a given year. The Capital Outlay expenditure category shown in the table represents the cost of acquiring capital assets (land, buildings and improvements, equipment and vehicles) at the time of acquisition and does not account for depreciation of capital assets. If financial audit information was available for FY 2014-15 and 2015-16, this table would represent the long-term financial standing of the District based on depreciation expense reporting.

<b>Table 2.7 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>	\$0	\$17,732	\$0
<b>Ending Unassigned Fund Balance</b>	\$143,503	\$135,534	\$153,964
<b>Revenues</b>			
Property Tax	\$62,414	\$37,229	\$37,540
Special Tax/Assessment		\$34,177	\$31,912
Charges for Services	\$77,568	\$3,672	\$44,878
Rents	-	\$0	\$0
Property Owner Contributions	-	\$4,128	\$10,701
Interest Income	\$187	\$170	\$169
Other Revenue	\$2,622	\$36	\$899
Contributions	\$39,005	-	-
Grant Income	\$2,305	-	-
<b>Total Revenues</b>	<b>\$184,101</b>	<b>\$79,412</b>	<b>\$126,099</b>
<b>Expenses</b>			
Salaries & Wages	\$47,739	-	-
Payroll Tax Expense	\$3,784	-	-
Operating Expenses	\$21,780	-	-
General & Administration	\$22,103	-	-
Interest Expense	\$2,888	-	-
Depreciation	\$27,000	-	-
Salaries & Employee Benefits	-	\$0	\$24,327
Debt Service	-	\$13,871	\$14,512
Services & Supplies	-	\$50,061	\$56,743
Capital Outlay	-	\$21,229	\$10,507
Interest Expense	-	\$2,220	\$1,580
Other Expenses	-	\$0	\$0
<b>Total Expenses</b>	<b>\$125,294</b>	<b>\$87,381</b>	<b>\$107,669</b>
<b>Net Income/Loss</b>	<b>\$58,807</b>	<b>-\$7,969</b>	<b>\$18,430</b>

Source: Bowers, 2015; CSCO, 2017.

According to the financial information in the table above, the District generally operates at a net income and maintains a sufficient fund balance or reserve. Mendocino County disbursed a share of Proposition 172 funds to Elk CSD as follows: \$9,360 in FY 2016-17 and \$11,208 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. Due to declining volunteer availability, the District is no longer able to participate in out-of-county California Fire Assistance Agreement (CFAA) Strike Team assignments for wildland fire incidents; this has been a significant source of financial assistance to the District in the past (ECSD, 2016). For example, in FY 2015-16 the District received \$43,591 (ECSD, 2018). The Elk Volunteer Fire Department (EVFD) hosts annual fundraising

activities for the benefit of the District. In FY 2016-17 the EVFD provided the District \$3,963 in paid expenses. (ECSD, 2018)

### 2.5.3.2 MSR Determinations

The following table (Table 2.8) summarizes the MSR Determinations contained in the 2016 MSR and includes updated information shown as underlined text for additions and strikethrough text for deletions.

<b>Table 2.8 MSR Determination Updates</b>
Growth and population projections for the affected area
<ol style="list-style-type: none"> <li>1. There are approximately <del>450</del> <u>400</u> residents within the Elk Community Services District boundary, based on District estimates and according to the 2010 Census demographic profile based on zip codes.</li> <li>2. The population of the District has not increased over the past few years, and is not expected to increase significantly in the foreseeable future.</li> </ol>
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence
<ol style="list-style-type: none"> <li>3. The community of Elk, as well as the surrounding areas, qualify as a Disadvantaged Unincorporated Community (DUC). Any future annexations to the District will require consideration of any DUC in proximity to the annexation area.</li> <li>4. For ECSD, structural fire protection is provided by the District and <del>is considered to be satisfactory</del> <u>varies between poor and satisfactory, depending on the day of week and time of day</u>. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.</li> </ol>
Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies
<ol style="list-style-type: none"> <li>5. The District’s current facilities are inadequate and are operating at capacity. The Main Station needs to be replaced. It does not <del>even</del> provide restroom or hand washing facilities. A <del>50</del> <u>52</u>-year old Type I structure engine needs to be replaced. Much equipment is used ‘hand me down’ from other agencies and should be replaced with up-to-date units (e.g., breather equipment).</li> <li>6. The Fire Department is experiencing a declining capacity to adequately serve current demand within the 57 square mile District boundary, and to assist adjoining fire districts through mutual aid. <u>Due to a decline in volunteers available to staff the engines and ambulance during daylight hours, the District cannot reliably provide a BLS ambulance response within the District boundary or beyond. CAL FIRE Dispatch and Coastal Valley EMS have been notified of this capacity limitation.</u></li> <li>7. Increased requirements for training are becoming more difficult for volunteer firefighters and emergency responders to meet.</li> <li>8. Water supply for firefighting is limited in the outlying areas of the District. Additional water tanks at strategic locations throughout the District would be beneficial.</li> <li>9. Existing garage/barn structures utilized to house fire apparatus need to be replaced.</li> </ol>
Financial ability of agencies to provide services
<ol style="list-style-type: none"> <li>10. ECSD reported that current funding levels are inadequate to meet current and future fire protection and emergency medical services needs. <u>In 2017, the County of Mendocino disbursed a share of Proposition 172 funds to eligible fire agencies within the County. The Elk CSD received approximately \$9,360 in FY 2016-17 and anticipates approximately \$11,208 in FY 2017-18.</u></li> </ol>



Status of, and opportunities for, shared facilities
11. The District collaborates with other fire service providers through state and county mutual aid agreements. <u>Due to declining volunteer availability, the District is no longer able to participate in out-of-county California Fire Assistance Agreement (CFAA) Strike Team assignments for wildland fire incidents; this has been a significant source of financial assistance to the District in the past.</u>
Accountability for community service needs, including governmental structure and operational efficiencies
12. ECSD is governed by an elected five-person Board of Directors. Elk is a small community, <del>but its citizens are engaged in ECSD operations as demonstrated in the 2013 election cycle when five candidates ran for three seats</del> and it is typically difficult to fill board positions. The District should continue efforts to identify more than one candidate for each Board position so that voters within the District will be afforded an opportunity to vote.
13. <del>A community website exists. However, the District and the Volunteer Fire Department do not provide all necessary information. Improving the District section of the website to include agendas, minutes, budgets, and audits would provide better transparency. The Fire Department likewise can provide more statistical information, rules and regulations, and fire prevention material. Since the 2016 MSR, Elk CSD has established a new and comprehensive website (<a href="http://www.elkcsd.org">http://www.elkcsd.org</a>), and now keeps updated posts of its meeting agendas and minutes, budget and financial information, and rules and regulations.</del>
14. The District maintains a community presence at its Main Fire Station, where it operates in conjunction with the Greenwood Community Center. <del>A new directional sign at the driveway entrance from State Route 1 identifying the fire station would be helpful. The District reports that local residents are aware of the fire station location and placing a new directional sign at the driveway entrance from State Highway 1 identifying the fire station could mislead tourists and travelers seeking assistance since this facility is not staffed.</del>
15. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

Source: LAFCo, 2016a; ECSD: 2016, 2017, 2018.

## 2.5.4 SOI DETERMINATIONS

It is recommended that the Commission amend the existing coterminous Sphere of Influence for the Elk Community Services District to add Areas A and B containing 13 parcels to the District boundary. The following statements have been prepared in support of this recommendation.

### 2.5.4.1 Land Uses

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Elk CSD boundary contains a variety of land uses including limited commercial development, tourist-oriented businesses, and recreational areas in the unincorporated community of Elk and various places along State Highway 1, transitioning to rural residential, ranchettes, agricultural lands including row crops and grazing, and large tracts of forest and range land in outlying areas. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.



#### 2.5.4.2 Need for Facilities and Services

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Elk CSD provides the following services: structural fire protection, emergency medical services, Basic Life Support (BLS) ambulance services, rescue and extrication, fire prevention, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Elk CSD, the District serves approximately 400 full-time residents, and 500-1,500 visitors during seasonal tourism and annual events like the 'Great Day in Elk'. Elk is not a Census Designated Place; therefore more detailed population data is not available. Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future. Although no new development is expected, any that does is likely to occur within the State Highway 1 corridor. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

Areas A and B, consisting of 13 parcels adjacent to the District's northern boundary, are best served by Elk CSD. Due to their location south of the Navarro River, the Elk CSD is the first responder to this area.

#### 2.5.4.3 Capacity of Facilities and Adequacy of Services

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for Elk CSD, the District has an ISO rating of 6 within the community of Elk, and a rating of 6X in the outlying areas of the District. The District operates one fire station located at 6129 South Highway 1 in Elk located at the Greenwood Community Center and leased from the Elk County Water District. The Main Station is a 2,000-square foot building with three single apparatus bays, one ambulance bay, a 250-square foot office/meeting/training room, small shop, and storage area. There are also three minor garage-type buildings, which need to be replaced, where single engines are housed. The District's fire station is in poor condition, undersized, and operating at capacity. The District has one Type 1 Structure Engine, two Type 3 Wildland Fire Engines, one 1,500-gallon Water Tender, one 2,000-gallon Water Tender, two Rescue Engines, one BLS Ambulance, and one breather refilling trailer. The District is in the process of replacing its older apparatus, and in 2013 it replaced a 42-year old water tender with a newer 2011 Peterbilt Model 337. The District's single Type I structure fire engine is 52-years old and urgently needs to be replaced. Within the community of Elk, water for firefighting is supplied by a hydrant system and two water storage tanks (80,000-gallons and 20,000-gallons) as part of the Elk County Water District water system. In the outlying areas, water for fire protection is provided by on-board tanks on each engine, two water tenders, eight 5,000-gallon water tanks located on ridge tops, and other available water supplies such as ponds, creeks, swimming pools, and cisterns.

As determined in the 2016 MSR prepared for Elk CSD and updated based on this SOI Update, the District's current facilities are inadequate and are operating at capacity. The Main Station needs to be replaced. The District is experiencing a declining capacity to adequately serve current demand within the 57 square mile District boundary, and to assist adjoining fire districts through mutual aid. This decline is due to an aging group of volunteer firefighters and difficulty in recruiting younger replacements. New training requirements for both firefighters and emergency medical responders are further straining the reliance

on an all-volunteer staffing. The District's current financing levels are inadequate to meet current and future fire protection and emergency medical services needs and address necessary capital improvements. The District should consider options for increasing revenue, such as a ballot measure to increase the existing property assessment or special tax.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources.

#### **2.5.4.4 Communities of Interest**

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

Several areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update: a large unserved area, approximately 9-miles in length, along the State Highway 128 corridor located northeast of the District; and a large unserved area accessible from Cliff Ridge Road between the District and the Redwood Coast Fire Protection District boundary.

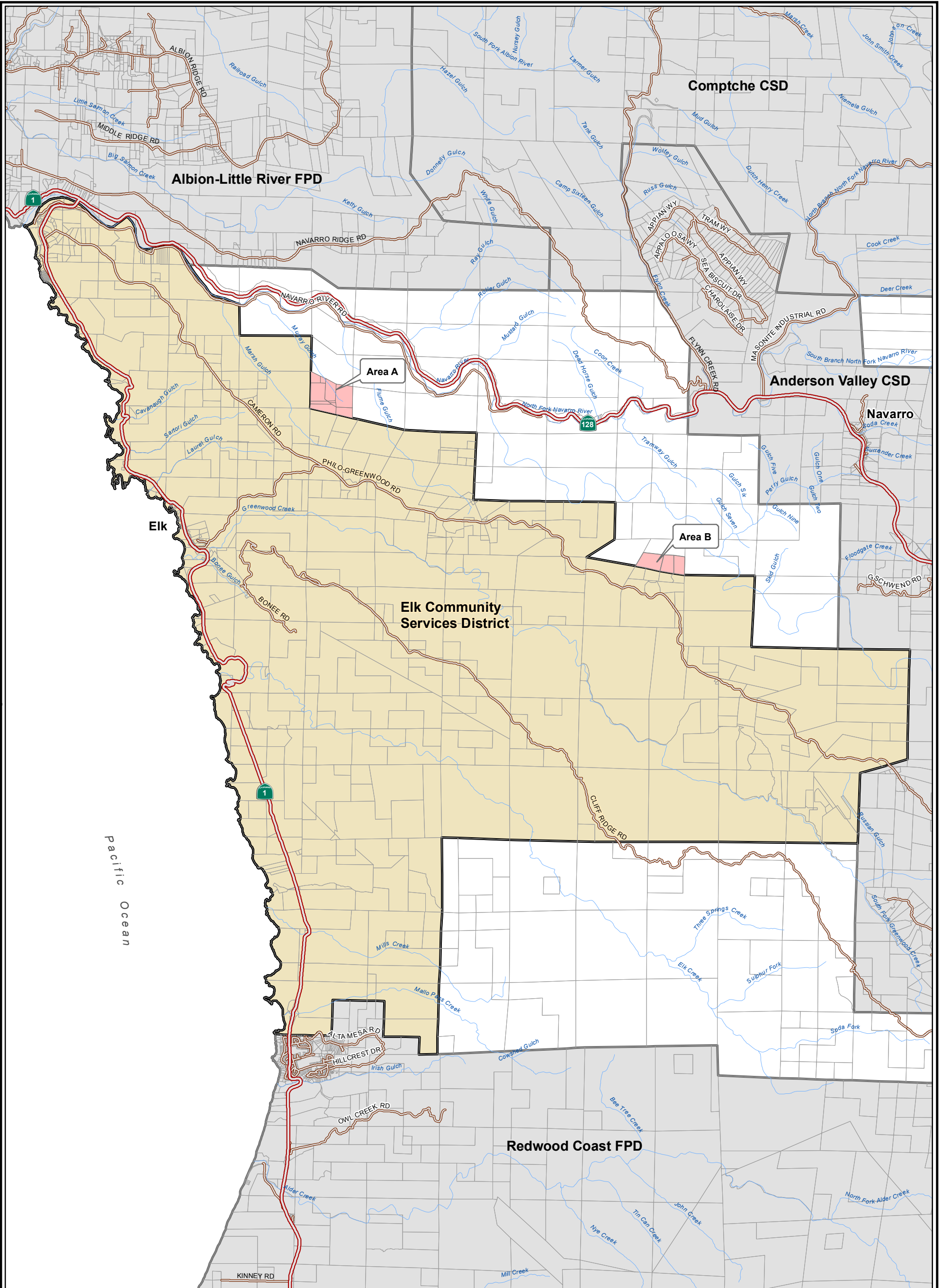
No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

#### **2.5.4.5 Disadvantaged Unincorporated Communities**

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. Elk is the population center within the District. Elk qualifies as a DUC because this area has a MHI of \$32,431 which is 52.6% of the State MHI (LAFCo, 2016a). The areas surrounding Elk might also qualify as a DUC.

All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.



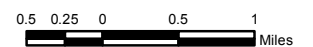
# Elk Community Services District

- Elk CSD
- Proposed additions to the Elk CSD SOI  
(The existing Elk CSD SOI is coterminous with its current CSD boundary)
- Adjacent Districts with Fire Protection Services
- Parcels

- Highways
- Roads
- Streams

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, August 2017.

Note: This map is not a survey product.



# Elk Community Services District - EKV Balance Sheet

02/19/18  
Accrual Basis

As of

Jun 30, 17

<b>ASSETS</b>	
Current Assets	
Checking/Savings	
BANK	
SBMC Check 3087	39,391
SBMC MoMkt 2832	
Oper Savings	51,010
Contingency Reserve	80,000
Total SBMC MoMkt 2832	131,010
Total BANK	170,400
Total Checking/Savings	170,400
Total Current Assets	170,400
Fixed Assets	
PROPERTY (Depreciable)	
COST Basis	
Land	2,235
Buildings	33,383
Equipment	88,433
Vehicles	541,377
Total COST Basis	665,428
ACCUM Depreciation	-296,719
Total PROPERTY (Depreciable)	368,709
Total Fixed Assets	368,709
<b>TOTAL ASSETS</b>	<b>539,110</b>
<b>LIABILITIES &amp; EQUITY</b>	
Liabilities	
Current Liabilities	
Accounts Payable	
A/P	960
Total Accounts Payable	960
Total Current Liabilities	960
Long Term Liabilities	
NOTES Payable	
2011 Peterbilt Tender 7191	55,448
Total NOTES Payable	55,448
Total Long Term Liabilities	55,448
Total Liabilities	56,408
Equity	
Opening Bal Equity	136,007
Retained Earnings	328,442
Net Income	18,252
Total Equity	482,701
<b>TOTAL LIABILITIES &amp; EQUITY</b>	<b>539,110</b>



## 2.6 HOPLAND FIRE PROTECTION DISTRICT

### 2.6.1 BACKGROUND

#### 2.6.1.1 District Services

The Hopland Fire Protection District (Hopland FPD, HFPD, or District) was formed in 1997 and is the governing agency for the 501(c)(3) Hopland Firefighters Association. The Hopland FPD provides the following services: structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, rescue and extrication, search and rescue including swift water rescue, first responder for hazardous materials incidents, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months when the Hopland CAL FIRE station is not staffed. More information regarding the District is available at the following website: <http://www.hoplandfire.org/>.

The Hopland Public Utility District (HPUD) was established in 1955 to provide water, wastewater, and fire protection services in the Sanel Valley area. In November 1997, the HPUD Fire Department became a separate district known as the Sanel Valley Fire Protection District. In February 2002, the Board of Directors changed the name of the agency to the Hopland Fire Protection District. (LAFCo, 2016a)

#### 2.6.1.2 District Boundary

The Hopland FPD boundary comprises 110 square miles and encompasses the unincorporated community of Hopland (Figure 2-7). The District is located in the southeastern portion of Mendocino County along US Highway 101, the Russian River, and the Sanel Valley. Hopland is located approximately 11 miles south of the City of Ukiah, and the District boundary extends east along Highway 175 to the Mendocino-Lake County Line and south to the Mendocino-Sonoma County Line. Fire protection providers in proximity to the District include the Ukiah Valley Fire Protection District to the north, the Anderson Valley Community Services District to the west, the Cloverdale Fire Protection District in Sonoma County to the south, and the Lakeport County Fire Protection District in Lake County to the east. The core of the District is within the Local Responsibility Area (LRA), but the remainder of the District is primarily within the SRA with a few pockets of the Federal Responsibility Area (FRA).

#### 2.6.1.3 Out-of-Area Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District response area is larger than the District boundary area due to mutual aid services and dispatched service calls. The District has automatic aid agreements with the Ukiah Valley Fire Protection District, the Anderson Valley Community Services District, the Cloverdale City Fire Department in Sonoma County, and the Lakeport County Fire Protection District in Lake County. The District also has an agreement to serve the Hopland Sho-Ka-Wah Casino and the Hopland Band of Pomo Indians Rancheria. Additionally, the District maintains an agreement with CAL FIRE and the US Forest Service for wildland fire incidents. Similar to all fire districts and EMS providers within the County, the Hopland FPD responds to calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan, Hopland FPD is within Mutual Aid/Planning Zone 2, which includes Potter Valley Community Services District, Redwood Valley-Calpella Fire District, and Ukiah Valley Fire Protection District (MCFCA, 2015).

## **2.6.2 SPHERE OF INFLUENCE**

### **2.6.2.1 Existing Sphere of Influence**

The Sphere of Influence (SOI) for Hopland FPD is coterminous with the District boundary and was established by LAFCo on May 22, 1997 along with the formation of the Sanel Valley Fire Protection District (LAFCo Resolution No. 97-04).

### **2.6.2.2 Areas of Interest**

The majority of land adjacent to the District boundary is located within an adjacent fire district boundary. However, land adjacent to the west, north, and southeast boundary of the District is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are primarily within the SRA; although, there are also some unserved areas that are owned by the Federal Government and are within the FRA. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There is a large unserved area that extends from State Highway 253 to the north to the end of Solace Springs Road to the south, and which is between the District and the Anderson Valley Community Services District boundary.

### **2.6.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District has confirmed the adequacy of their existing District boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. There are no proposed SOI changes for the Hopland FPD.

### **2.6.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

## **2.6.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

### **2.6.3.1 Contact Information**

The following updated contact information has been provided by the District.

Contact: Mitch Franklin, Fire Chief  
Email Address: hopchief6100@gmail.com

### 2.6.3.2 Financial Information

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations.

The following table provides year-end (not budget) financial information for the District. This table summarizes the Statement of Activities prepared by a Certified Public Accountant and represents the long-term financial standing of the District based on reporting capital asset activity using the full accrual basis of accounting. This involves depreciation which is a method of spreading the cost of a capital asset over its estimated useful life as opposed to recognizing the cost of a capital asset as an expenditure at the date of acquisition. Capitalization policies commonly define a capital asset as a fixed asset (land, buildings and improvements, equipment and vehicles) with an initial cost of \$5,000 or greater with an estimated useful life in excess of one year. Also, refer to Figure 2-8 for the most recent Statement of Net Position which represents the difference between the District's assets and liabilities.

<b>Table 2.9 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>	\$0	\$0	\$0
<b>Ending Fund Balance</b>	\$145,734	\$138,867	\$160,078
<b>Equipment Trust</b>	\$23,059	\$26,130	\$34,405
<b>Revenues</b>			
Taxes & Intergovernmental	\$131,331	\$72,245	\$215,525
Assessments	\$128,510	\$127,740	\$126,475
Capital Contributions	\$23,796	\$20,800	\$34,304
Use of Money and Property	\$1,930	\$271	\$320
Other Revenue	\$123,915	\$126,457	\$127,767
<b>Total Revenues</b>	<b>\$409,482</b>	<b>\$347,513</b>	<b>\$504,391</b>
<b>Expenses</b>			
Salaries & Employee Benefits	\$267,499	\$240,110	\$348,281
Services & Supplies	\$61,227	\$59,699	\$92,324
Maintenance	\$17,152	\$8,181	\$11,476
Depreciation	\$51,119	\$51,119	\$51,119
Interest Expense	\$14,197	\$13,193	\$12,136
<b>Total Expenses</b>	<b>\$411,195</b>	<b>\$372,302</b>	<b>\$515,335</b>
<b>Net Income/Loss</b>	<b>-\$1,713</b>	<b>-\$24,789</b>	<b>-\$10,945</b>
Fixed Assets Expenditures	\$39,884	\$28,487	\$19,553

Source: Pehling: 2014, 2015, 2016.

According to the financial information in the table above, the District generally operates at a net loss and maintains a sufficient fund balance and limited equipment trust reserve. Mendocino County disbursed a share of Proposition 172 funds to Hopland FPD as follows: \$15,014 in FY 2016-17 and \$16,086 in FY 2017-



18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District participates in Strike Team assignments and receives reimbursement for responding to wildland fire incidents throughout the State. The District received \$79,699 in Fiscal Year 2013-14, \$14,902 in Fiscal Year 2014-15, and \$180,381 in Fiscal Year 2015-16. The Hopland Firefighters Association hosts annual fundraising activities and holds charitable funds for the benefit of the District. (HFPD, 2018)

### 2.6.3.3 MSR Determinations

The following table (Table 2.10) summarizes the MSR Determinations contained in the 2016 MSR and includes updated information shown as underlined text for additions and strikethrough text for deletions.

<b>Table 2.10 MSR Determination Updates</b>
<b>Growth and population projections for the affected area</b>
<ol style="list-style-type: none"> <li>1. There are approximately 2,500 residents within the District as estimated by the District, and 756 residents in Hopland according to the 2010 Census.</li> <li>2. The population of the District has experienced limited growth over the last few years. The majority of growth occurred along US Highway 101.</li> <li>3. Less than one percent growth per year is anticipated within the District boundaries over the next several years.</li> <li>4. Potential growth may <del>also</del> result from further growth in the wine industry in the region, and more retirees moving into the area. The casinos bring an increase in the visitor population.</li> </ol>
<b>The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence</b>
<ol style="list-style-type: none"> <li>5. Within the Hopland Fire Protection District boundary there is one Disadvantaged Unincorporated Community (DUC) located in the Hopland CDP (Census Designated Place).</li> <li>6. For HFPD, structural fire protection and emergency related response to an EMT or First Responder level is provided by the District. The HFPD provides adequate structural fire protection services to Hopland and the surrounding area. The District maintains a strong presence in Hopland where the main fire station is located. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.</li> </ol>
<b>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies</b>
<ol style="list-style-type: none"> <li>7. The District’s current facilities generally have the capacity to adequately serve current demand and limited future growth for fire protection services.</li> <li>8. However, the Fire Department struggles to provide a sufficient level of services in the remote area between the District’s western boundary and the Anderson Valley Community Services District eastern boundary.</li> <li>9. The HFPD reported that the main station at Feliz Creek Road is currently being expanded. An extension will include a meeting room, training room, offices, and a kitchen facility. The foundation work and framing has been funded through a loan program. The finish work will be completed by the volunteers and the District’s donations, with additional loans as they become available.</li> <li>10. Capital improvement needs for the District are generally planned in the annual budget. The Fire Department Long Range Plan is a planning tool for the fire department.</li> </ol>
<b>Financial ability of agencies to provide services</b>
<ol style="list-style-type: none"> <li>11. HFPD reported that current financing levels were adequate to deliver services. However, there is not enough funding to accommodate an additional need for expansion of medical response services, and training of additional personnel.</li> </ol>

12. Additional financing opportunities identified by the District include a potential grant for a new water tender and going to the voters for approval of an additional special tax when the current assessment becomes inadequate.
13. The HFPD has a modest reserve fund available to even out fluctuations when expenditures exceed revenues in a given year.
14. The District collaborates with other fire service providers through statewide and countywide mutual aid agreements, an arrangement which is financially beneficial to the District.

Status of, and opportunities for, shared facilities

*Note: No determination identified in the 2016 MSR.*

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

15. HFPD is governed by an elected five-person Board of Directors. ~~Currently, one seat is vacant.~~ However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.
16. In addition to the required agendas and minutes, the District tries to inform its constituents through multiple outreach activities.
17. Operational efficiencies are achieved by utilizing a shared Fire Chief and a shared Administrative Clerk.
18. The District maintains a website where it posts information about District activities, documents and updates. The website currently does not provide necessary District documents including present and past agendas and minutes, budget and audit documents, operational data, and regulations and fee schedules.
19. HFPD demonstrates accountability by keeping its residents and customers apprised of District functions, and by utilizing a pro-active fire prevention program.

Source: LAFCo, 2016a; HFPD, 2018.

## 2.6.4 SOI DETERMINATIONS

It is recommended that the Commission affirm the existing Sphere of Influence for the Hopland FPD that is coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

### 2.6.4.1 Land Uses

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Hopland FPD boundary includes the unincorporated community of Hopland. Hopland is located in the Sanel Valley and is characterized by having two communities in one, separated by the Russian River. The older portion of Hopland is half a mile east of US Highway 101 and is primarily developed with residential uses, a small pocket of commercial along State Highway 175, and surrounded by vineyards. The downtown portion of Hopland is bisected by US Highway 101 and developed with commercial uses including retail, lodging, gas stations, restaurants, and offices with residential uses to the west and north ends of the community. The 40-acre Hopland Band of Pomo Indians Rancheria and the Hopland Sho-Ka-Wah Casino are located in the southeastern portion of the District. There are large tracts of forest and range land in outlying areas of the District. Mendocino County has land use authority over privately-owned lands within

the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.

#### **2.6.4.2 Need for Facilities and Services**

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Hopland FPD provides the following services: structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, rescue and extrication, search and rescue including swift water rescue, first responder for hazardous materials incidents, fire prevention, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Hopland FPD, the District serves approximately 2,500 residents, including 756 in Hopland which is a Census Designated Place (CDP). The Hopland Band of Pomo Indians has approximately 291 tribal members that live in the area, of which 45 members live on the Rancheria. Events and activities at the Hopland Sho-Ka-Wah Casino increase the visitor population to the District by 1,000 to 2,000 people. Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District has experienced limited growth over the past few years, including small subdivisions along US Highway 101. The District anticipates less than one percent of growth per year in the foreseeable future related to further growth in the wine industry in the region. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

#### **2.6.4.3 Capacity of Facilities and Adequacy of Services**

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for Hopland FPD, the District has an ISO rating of 7 in the core area of Hopland served by water and hydrant systems, and an ISO rating of 8/9 in surrounding areas without water and hydrant systems. The District operates two fire stations. The main station, located at 21 Feliz Creek Road in Hopland, which was recently expanded to include a meeting room, training room, offices, and a kitchen facility and will be completed by volunteers as funding becomes available. The District's sub-station is located on Retech property at 100 Henry Station Road in Ukiah and houses the District's wildland fire engine and an antique fire engine that is used for parades and community events. The District has four Engines, one 2,000-gallon Water Tender, one Rescue Vehicle, and three Utility Vehicles (HFPD, 2018). Most of the District vehicles were either purchased from other fire agencies or acquired under the Federal Excess Property Program. Within the core area of Hopland, which is served by the Hopland Public Utility District, there is a water supply and hydrant system for firefighting. Water for fire protection outside the core of Hopland is provided by on-board tanks on each engine, one water tender, and other available water supplies such as ponds, swimming pools, and cisterns.

As determined in the 2016 MSR prepared for Hopland FPD and updated based on this SOI Update, the District's current facilities generally have the capacity to adequately serve current demand in the District boundary and limited future growth for fire protection services. The District struggles to provide a sufficient level of service in the remote area between the District's western boundary and the Anderson Valley Community Services District eastern boundary, and relies heavily on mutual aid services. The District's current financing levels are adequate to deliver services and the District maintains a modest

reserve fund for years in which expenditures exceed revenues. However, there is not enough funding to accommodate the additional need for expansion of medical response services, and training of additional personnel.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources.

#### **2.6.4.4 Communities of Interest**

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The large unserved area that extends from State Highway 253 to the north to the end of Solace Springs Road to the south and which is between the District and the Anderson Valley Community Services District boundary will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

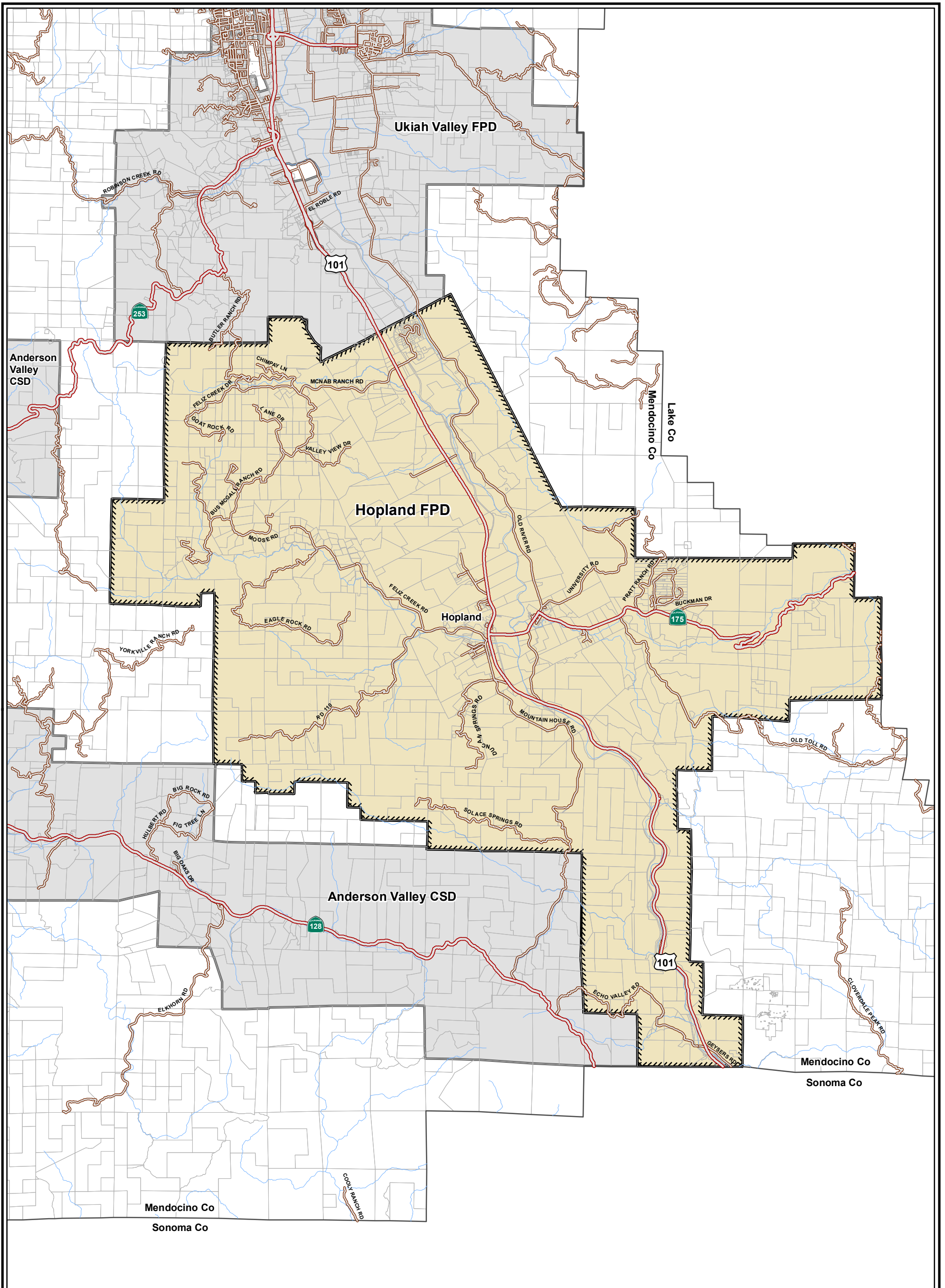
No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

#### **2.6.4.5 Disadvantaged Unincorporated Communities**

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. The unincorporated community of Hopland is the population center within the District. Hopland qualifies as a DUC because this area has a MHI of \$28,068 which is 45.5% of the State MHI (LAFCo, 2016a). The areas surrounding Hopland might also qualify as a DUC.







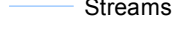
All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.

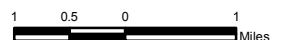


# Hopland Fire Protection District SOI

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, February 2018.

Note: This map is not a survey product.

-  Hopland FPD SOI
-  Hopland FPD
-  Adjacent Fire Protection Services
-  Parcels
-  Highways
-  Roads
-  Streams





**HOPLAND FIRE PROTECTION DISTRICT**

**Statement of Net Position**

**June 30, 2016**

	<b><u>Jun-16</u></b>
	<b><u>General</u></b>
<b><u>ASSETS</u></b>	
<b><u>Current Assets:</u></b>	
Cash in County Treasury - Equip Trust	\$ 34,405
Cash in County Treasury	113,630
Cash on Hand and in Banks	12,763
Prepaid Expenses	-
Total Current Assets	<u>160,798</u>
<b><u>Fixed Assets:</u></b>	
Land	200,000
Construction-in-Process	110,146
Buildings and Improvements	1,104,919
Equipment & Vehicles	591,101
Less: Accumulated Depreciation	<u>(471,677)</u>
Total Fixed Assets	<u>1,534,489</u>
<b><u>TOTAL ASSETS</u></b>	<u>1,695,286</u>
<b><u>LIABILITIES</u></b>	
<b><u>Current Liabilities:</u></b>	
Accounts Payable	720
Current Portion	<u>(20,082)</u>
Total Current Liabilities	<u>(19,362)</u>
<b><u>Long-Term Liabilities:</u></b>	
Note Payable	200,655
(Less) Current Portion	<u>20,082</u>
Total Long-Term Liabilities	<u>220,737</u>
<b><u>TOTAL LIABILITIES</u></b>	<u>201,375</u>
<b><u>NET POSITION</u></b>	
Net Investment in Fixed Assets	1,333,834
Unrestricted	160,077
<b><u>TOTAL NET POSITION</u></b>	<u>\$ 1,493,911</u>

The accompanying notes are an integral part of these financial statements.

## 2.7 LEGGETT VALLEY FIRE PROTECTION DISTRICT

### 2.7.1 BACKGROUND

#### 2.7.1.1 District Services

The Leggett Valley Fire Protection District (Leggett Valley FPD, LVFPD, or District) was formed in 1974 and is the governing agency for the Leggett Valley Volunteer Fire Department. The Leggett Valley FPD provides the following services: structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, rescue and extrication, first responder for hazardous materials incidents, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months when the Leggett CAL FIRE station is not staffed.

#### 2.7.1.2 District Boundary

The Leggett Valley FPD boundary comprises 29 square miles and encompasses the unincorporated community of Leggett (Figure 2-9). The District is located in the northwest portion of Mendocino County where US Highway 101 and State Highway 1 intersect. The District boundary generally follows the US Highway 101 and State Highway 1 corridors and extends to Smithe Redwoods State Natural Reserve and the unincorporated communities of Hales Grove and Cummings. Fire protection providers in proximity to the District include Piercy Fire Protection District to the north and the Long Valley Fire Protection District to the southeast. The District is primarily within the SRA, but there are also areas of the District within the Federal Responsibility Area (FRA).

#### 2.7.1.3 Out-of-Area Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District boundary area is approximately 29 square miles; however, due to the rugged terrain, the District response area equates to approximately 145 square miles. The District maintains an Automatic Aid Agreement with the Piercy Fire Protection District and a Mutual Aid Agreement with the Garberville Fire Protection District in Humboldt County. Additionally, the District maintains an agreement with CAL FIRE for wildland fire incidents. Similar to all fire districts and EMS providers within the County, the Leggett Valley FPD responds to calls outside the District boundary as needed and as dispatched. For example, occasionally CAL FIRE will dispatch District engines and personnel to Sinkyone Wilderness State Park adjacent to the Pacific Ocean via Usal Road; response times to this area can exceed 90-minutes. According to the 2015 Mendocino County Community Wildfire Protection Plan, Leggett Valley FPD is within Mutual Aid/Planning Zone 1, which includes Brooktrails Township Community Services District, Covelo Fire Protection District, Little Lake Fire Protection District, Long Valley Fire Protection District, Piercy Fire Protection District, and Whale Gulch Volunteer Fire Company (MCFCA, 2015).

### 2.7.2 SPHERE OF INFLUENCE

#### 2.7.2.1 Existing Sphere of Influence

The Sphere of Influence (SOI) for Leggett Valley FPD was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4). Based on the 2016 MSR, the District SOI was expanded in 1993 to one-half mile on either side of the US Highway 101 corridor, for a distance of approximately 30 miles, to include areas where US Highway 101 is adjacent



to the District boundary. The District SOI is otherwise considered to be coterminous with the District Boundary. (LAFCo, 2016a)

The District reports that this highway buffer sphere was not actually established in 1993 and the District requests that their SOI be coterminous with their boundary. It is recommended that a coterminous sphere be established for the District similar to other fire districts in the region.

### **2.7.2.2 Areas of Interest**

The majority of land in proximity to the District boundary is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are primarily within the SRA; although, there are also large unserved areas located north and south of the District boundary that are owned by the Federal Government and are within the FRA. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There is a small unserved area, approximately a quarter mile in length, along the US Highway 101 corridor located between the District's northern boundary line and the Piercy Fire Protection District.

The 2016 MSR identified a large unserved area, approximately 15-miles in length, along the State Highway 1 corridor located on the coast between the southwest boundary of the District and the Westport Volunteer Fire Company. This area is extremely remote with rugged terrain.

### **2.7.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District requests and it is recommended that the Leggett Valley FPD SOI be amended to remove the one-half mile highway buffer sphere and establish a coterminous SOI with the District boundary.

### **2.7.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas. Modifying the existing District SOI to remove the one-half mile highway buffer sphere and establish a coterminous SOI with the District boundary is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

## **2.7.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

### **2.7.3.1 Financial Information**

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations. The following table provides year-end (not budget) financial information for the

District. Also, refer to Figure 2-10 for the most recent Statement of Net Position which represents the difference between the District’s assets and liabilities.

For FY 2013-14 and 2014-15, this table (Table 2.11) summarizes the Statement of Activities prepared by a Certified Public Accountant (CPA) and represents the long-term financial standing of the District based on reporting capital asset activity using the full accrual basis of accounting. This involves depreciation which is a method of spreading the cost of a capital asset over its estimated useful life as opposed to recognizing the cost of a capital asset as an expenditure at the date of acquisition. Capitalization policies commonly define a capital asset as a fixed asset (land, buildings and improvements, equipment and vehicles) with an initial cost of \$5,000 or greater with an estimated useful life in excess of one year.

For FY 2015-16, this table (Table 2.11) summarizes the District’s annual revenues, expenditures, and changes in fund balances based on data from the State Controller’s Office. This financial data represents the actual flow of cash resources for a given year. The Capital Outlay expenditure category shown in the table represents the cost of acquiring capital assets (land, buildings and improvements, equipment and vehicles) at the time of acquisition and does not account for depreciation of capital assets. If financial audit information was available for FY 2015-16, this table would represent the long-term financial standing of the District based on depreciation expense reporting.

<b>Table 2.11 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>	\$0	\$0	\$1,078
<b>Beginning Fund Balance</b>	\$73,441	\$62,350	\$78,767
<b>Ending Fund Balance</b>	\$62,350	\$79,845	\$98,849
<b>Revenues</b>			
Property Taxes	\$30,928	\$31,813	\$32,803
Charges for Services	\$0	\$34,361	\$0
Rents	\$50	\$0	\$2,289
Property Owner Contributions	\$15,150	\$9,094	\$2,450
Interest Income	\$315	\$204	\$301
Other Revenue	\$0	\$1,684	\$0
<b>Total Revenues</b>	<b>\$46,443</b>	<b>\$77,156</b>	<b>\$37,843</b>
<b>Expenses</b>			
Services & Supplies	-	-	\$18,839
Capital Outlay	-	-	\$0
Strike Team Payments	\$0	\$21,536	-
Office Expense, Utilities, IT	\$4,455	\$4,710	-
Insurance	\$10,002	\$9,832	-
Fuel, Maintenance, Operating Supplies	\$6,819	\$6,972	-
Depreciation	\$22,038	\$23,888	-
Other Expenses	\$2,231	\$2,199	-
<b>Total Expenses</b>	<b>\$45,545</b>	<b>\$69,137</b>	<b>\$18,839</b>

Net Income/Loss	\$898	\$8,019	\$19,004
Fixed Assets Expenditures	\$34,027	\$14,412	-

Source: LVFPD, 2018; CSCO, 2017.

According to the financial information in the table above, the District generally operates at a net income and maintains a sufficient fund balance or reserve. Mendocino County disbursed a share of Proposition 172 funds to Leggett Valley FPD as follows: \$9,613 in FY 2016-17 and \$11,426 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District does not participate in Strike Team assignments and therefore does not receive reimbursement for responding to wildland fire incidents throughout the State. The Leggett Valley Volunteer Firefighters Association has not hosted fundraising activities in a few years; however, in the past, donations and charitable funds have totaled approximately \$10,000 a year. (Ely Reighter, personal communication, March 12, 2018)

### 2.7.3.2 MSR Determinations

The following table (Table 2.12) summarizes the MSR Determinations contained in the 2016 MSR and includes updated information shown as underlined text for additions and strikethrough text for deletions.

<b>Table 2.12 MSR Determination Updates</b>	
Growth and population projections for the affected area	
1.	There are approximately 300 residents within the District according to the 2010 Census. The camps and campgrounds add an additional 300-700 transient residents during the summer.
2.	The population of the District has not increased over the last few years, and is not expected to increase in the next five to six years.
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence	
3.	The Leggett community, as well as the surrounding area appears to qualify as a Disadvantaged Unincorporated Community (DUC). Any future annexations to the District will require consideration of any DUC in proximity to the annexation area.
4.	For LVFPD, structural fire protection is provided by the District and is considered to be satisfactory. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.
Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies	
5.	The District's current facilities barely have the capacity to adequately serve current demand for fire protection services. Due to the size of the SOI – one-half mile on either side of US101 for a distance of 30 miles, the LVFPD struggles to provide a sufficient level of services in this remote area.
6.	<u>In 2015, the LVFPD reported that the main station at Drive Thru Tree Road is currently being expanded. Remodeling began four years ago in 2011, including a mezzanine office and converting a storage space into a training room/office. In 2015, the District will refurbish the bathroom facilities.</u>
7.	Capital improvement needs for the District are generally planned in the budget; most of the work has been completed through accrual of modest <u>reserves fund balance</u> .
Financial ability of agencies to provide services	
8.	LVFPD reported that current financing levels are not adequate to deliver services. There is not enough funding to accommodate an additional need for expansion of medical response services, and training of additional personnel.

9. Additional financing opportunities identified by the District include a grant for a new water tender.
10. The District manages to function on limited revenues, and has been able to utilize unspent funds for equipment and firehouse improvements.
Status of, and opportunities for, shared facilities
11. The District collaborates with other fire service providers through federal, state and county mutual aid agreements. <u>LVFPD</u> has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe Council, Mendocino County Fire Chief’s Association, and Mendocino County <del>Special District Association of Fire Districts.</del>
12. The District did not identify any future opportunities for facility sharing.
Accountability for community service needs, including governmental structure and operational efficiencies
13. LVFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.
14. The Board of Directors conduct the business of the District and administer most of the requisite paperwork.
15. In addition to the required agendas and minutes, the District tries to inform its constituents through multiple outreach activities.
16. Development of a District website would enhance opportunities to inform the public.
17. The agency demonstrated accountability in its cooperation with the Mendocino LAFCo information requests.

Source: LAFCo, 2016a.

## 2.7.4 SOI DETERMINATIONS

It is recommended that the Commission modify the existing Sphere of Influence for the Leggett Valley Fire Protection District, which includes one-half mile on either side of US Highway 101, to be coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

### 2.7.4.1 Land Uses

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Leggett Valley FPD boundary includes the unincorporated community of Leggett which consists of residential areas, a gas station, a convenience market and restaurant, and Leggett Valley High School (Pre-K–12). Leggett is home to the long-time visitor attraction Chandelier Drive Thru Tree which is a 315-foot tall redwood tree with a road cut through the base. A majority of the land within the District consists of forest land with recreational uses, including summer camps and forest campgrounds. The Standish-Hickey State Recreation Area and the Smithe Redwoods State Reserve are both within the District boundary. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.

### 2.7.4.2 Need for Facilities and Services

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Leggett Valley FPD provides the following services with the assistance of the all-volunteer Leggett Valley Fire Department: structural fire protection, emergency medical services to an Emergency Medical

Technician (EMT)/First Responder level, rescue and extrication, first responder for hazardous materials incidents, fire prevention, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Leggett Valley FPD, the District serves approximately 300 full-time residents and an additional 300-700 transient residents during the summer associated with the local camps and campgrounds. The community of Leggett is a Census Designated Place (CDP) with a 2010 population of 122. Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

As detailed in the 2016 MSR prepared for Leggett Valley FPD, motor vehicle accidents account for approximately 42% of the District's service calls (approximately 50 of 120 total calls per year). The District reports that a considerable amount of District resources are used in providing medical response to motor vehicle accidents on US Highway 101 and State Highway 1. While these service calls are within the District boundary, they place a financial burden on the tax base of the District because the majority of individuals served are not residents and are travelling through the area along the public highway system.

#### **2.7.4.3 Capacity of Facilities and Adequacy of Services**

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for Leggett Valley FPD, the District has a Rural ISO Rating of 9. The District operates one fire station located at 67001 Drive Thru Tree Road in Leggett, which is being expanded as funding becomes available. Remodeling began several years ago, including a mezzanine office, converting a storage space into a training room/office, and refurbishing the bathroom facilities. The District also owns Burkey Hall which is the community center and gathering place for the Leggett community. During the timeframe of the 2016 MSR, the District acquired a new four-wheel-drive Wildland Fire Engine through a Federal Assistance to Firefighters grant. Prior to this, the District's resources consisted of a very old CALFIRE Type 3 Engine, an older 3,000-gallon Water Tender which is scheduled to be replaced since it no longer runs, and a 4-wheel-drive Rescue Unit which can carry up to five firefighters. Water for fire protection in the District is not adequate and future improvements are necessary, which could be addressed by forming a water district or applying for a grant for a new Water Tender. There is no water or hydrant system in the District. Water is supplied by on-board tanks on each engine; a 10,000-gallon water tank at the fire station that is available for filling engines, tankers, and tenders; and other available water supplies such as ponds, swimming pools, and cisterns.

As determined in the 2016 MSR prepared for Leggett Valley FPD and updated based on this SOI Update, the District's current facilities barely have the capacity to adequately serve current demand for fire protection services. The District reported that current financing levels are not adequate to deliver services and there is not enough funding to accommodate an additional need for expansion of medical response services, and training of additional personnel. The District manages to function on limited revenues, and has been able to utilize unspent funds for equipment and firehouse improvements.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements

and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources. Finally, it is suggested that the District create an agency website which can be a helpful communication tool to enhance government transparency and accountability.

#### **2.7.4.4 Communities of Interest**

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The small unserved area along the US Highway 101 corridor located between the District's northern boundary line and the Piercy Fire Protection District and the large unserved area along the State Highway 1 corridor located on the coast between the southwest boundary of the District and the Westport Volunteer Fire Company will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

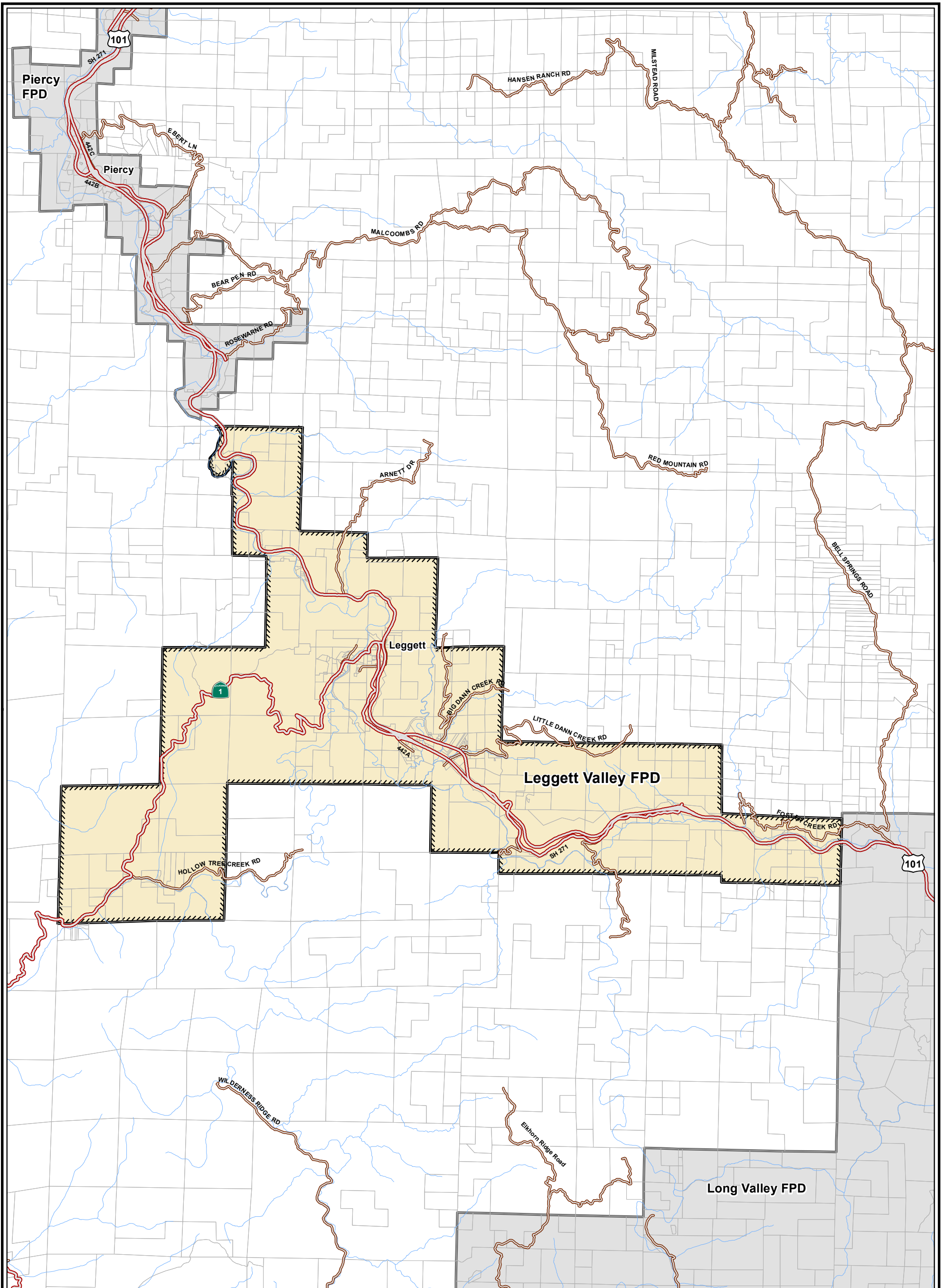
#### **2.7.4.5 Disadvantaged Unincorporated Communities**

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. The unincorporated community of Leggett is the population center within the District. Leggett qualifies as a DUC with a MHI of \$28,068 which is 45.5% of the State MHI (LAFCo, 2016a). The areas surrounding Leggett might also qualify as a DUC.

All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.





# Leggett Valley Fire Protection District SOI

- Leggett Valley FPD SOI
- Leggett Valley FPD
- Adjacent Fire Protection Services
- Parcels
- Highways
- Roads
- Streams

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, January 2018.

Note: This map is not a survey product.



**LEGGETT VALLEY FIRE PROTECTION DISTRICT**  
**STATEMENTS OF NET POSITION**  
June 30, 2015 and 2014

	<u>June 30,</u> <u>2015</u>	<u>June 30,</u> <u>2014</u>
<b><u>ASSETS</u></b>		
<b>Current Assets</b>		
Cash	\$ 76,041	\$ 58,846
Prepaid Insurance	5,454	5,154
<b>Total Current Assets</b>	<u>81,495</u>	<u>64,000</u>
<b>Capital Assets</b>		
Land	11,765	11,765
Buildings and Improvements	137,188	128,688
Vehicles and Equipment	320,451	319,347
Total	457,639	448,035
Less: Accumulated Depreciation	(274,784)	(250,896)
Total	<u>182,855</u>	<u>197,139</u>
<b>Total Net Capital Assets</b>	<u>194,620</u>	<u>208,904</u>
<b>TOTAL ASSETS</b>	<u>276,115</u>	<u>272,904</u>
<b><u>LIABILITIES</u></b>		
<b>Current Liabilities</b>		
Accrued Expenses	<u>1,650</u>	<u>6,458</u>
<b><u>NET POSITION</u></b>		
Net Investment in Capital Assets	194,620	208,904
Unrestricted	<u>79,845</u>	<u>57,542</u>
<b>TOTAL NET POSITION</b>	<u>\$ 274,465</u>	<u>\$ 266,446</u>

The accompanying notes are an integral part of these financial statements.

## 2.8 LITTLE LAKE FIRE PROTECTION DISTRICT

### 2.8.1 BACKGROUND

#### 2.8.1.1 District Services

The Little Lake Fire Protection District (Little Lake FPD, LLFPD, or District) was formed in 1974 and is the governing agency for the Little Lake Fire Fighters Association. The Little Lake FPD provides the following services: structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, rescue and extrication, first responder for hazardous materials incidents, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months. More information regarding the District is available at the following website: <https://www.littlelakefire.org/>.

In 1964, the volunteer fire department was established to serve the area immediately adjacent to the City of Willits. In 1974, the City of Willits Fire Department joined the volunteer fire department to create the Little Lake Fire Protection District. (LAFCo, 2016a)

#### 2.8.1.2 District Boundary

The Little Lake FPD boundary comprises 239.4 square miles and encompasses the City of Willits and the surrounding Little Lake Valley area (Figure 2-11). The District is located in the geographic center of Mendocino County along the US Highway 101 and State Highway 20 corridors. The City of Willits is located approximately 20 air-miles northwest of the City of Ukiah. Fire protection providers in proximity to the District include the Long Valley Fire Protection District to the northwest, the Brooktrails Township Community Services District to the west, the Redwood Valley-Calpella Fire District to the south, and the Potter Valley Community Services District to the southeast. The core of the District is within the Local Responsibility Area (LRA), but the remainder of the District is primarily within the SRA with a few pockets within the Federal Responsibility Area (FRA).

#### 2.8.1.3 Out-of-Area Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District response area is larger than the District boundary area due to mutual aid responses and dispatched service calls. The District maintains an Automatic Aid Agreement with the Brooktrails Fire Department and Mutual Aid Agreements with Long Valley Fire Protection District and Redwood Valley-Calpella Fire District. The District also has an agreement to serve the Sherwood Valley Casino located within the District boundary and outside the City of Willits boundary. Additionally, the District maintains an agreement with CAL FIRE and the US Forest Service for wildland fire incidents. Similar to all fire districts and EMS providers within the County, the Little Lake FPD responds to calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan, Little Lake FPD is within Mutual Aid/Planning Zone 1, which includes Brooktrails Township Community Services District, Covelo Fire Protection District, Long Valley Fire Protection District, Leggett Valley Fire Protection District, Piercy Fire Protection District, and Whale Gulch Volunteer Fire Company (MCFCA, 2015).

## **2.8.2 SPHERE OF INFLUENCE**

### **2.8.2.1 Existing Sphere of Influence**

The Sphere of Influence (SOI) for Little Lake FPD is coterminous with the District boundary and was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4).

### **2.8.2.2 Areas of Interest**

The majority of land in proximity to the District boundary is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are primarily within the SRA; although, there are also large unserved areas that are owned by the Federal Government and are within the FRA. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There is a small unserved area accessible from Mariposa Creek Road between the District and the Redwood Valley-Calpella Fire District boundary.

There is a small unserved area along US Highway 101 between the District southern boundary and the Redwood Valley-Calpella Fire District northern boundary. The Ridgewood Ranch (Seabiscuit Heritage Foundation) is located in this area and is supported by the Ridgewood Ranch Volunteer Fire Crew.

There is a small unserved area accessible from Sherwood Road between the District and the Brooktrails Township Community Services District boundary.

There is a small unserved area south of Ridge Ranch Road, northwest of the Sherwood Valley Rancheria, and accessible from Sherwood Road between the District and the Long Valley Fire Protection District boundary.

### **2.8.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to or removed from the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District has confirmed the adequacy of their existing District boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. There are no proposed SOI changes for the Little Lake FPD.

### **2.8.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

## **2.8.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

### 2.8.3.1 Financial Information

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations.

The following table (Table 2.13) provides year-end (not budget) financial information for the District. This table summarizes the Statement of Activities prepared by a Certified Public Accountant (CPA) and represents the long-term financial standing of the District based on reporting capital asset activity using the full accrual basis of accounting. This involves depreciation which is a method of spreading the cost of a capital asset over its estimated useful life as opposed to recognizing the cost of a capital asset as an expenditure at the date of acquisition. Capitalization policies commonly define a capital asset as a fixed asset (land, buildings and improvements, equipment and vehicles) with an initial cost of \$5,000 or greater with an estimated useful life in excess of one year. Also, refer to Figure 2-12 for the most recent Statement of Net Position which represents the difference between the District's assets and liabilities.

<b>Table 2.13 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>	\$0	-\$294,031	\$0
<b>Ending Unassigned Fund Balance</b>	\$181,379	\$110,435	\$322,485
<b>Reserve Balance</b>	\$1,098,667	\$1,098,667	\$1,098,667
<b>Revenues</b>			
Special Tax	\$607,144	\$622,420	\$623,220
Other Income	\$27,006	\$15,420	\$97,263
Interest Income	\$4,611	\$3,471	\$4,193
Taxes & Intergovernmental	\$313,976	\$309,424	\$301,424
<b>Total Revenues</b>	<b>\$952,737</b>	<b>\$950,735</b>	<b>\$1,026,100</b>
<b>Expenses</b>			
Salaries & Employee Benefits	\$490,873	\$558,281	\$578,798
Professional Services	\$30,637	\$26,616	\$29,921
Depreciation	\$82,648	\$75,841	\$67,249
Interest Expense	\$8,757	\$7,462	\$6,104
Maintenance & Capital Outlay	\$43,026	\$44,941	\$67,929
Services, Supplies, & Refunds	\$136,515	\$116,234	\$125,943
<b>Total Expenses</b>	<b>\$792,456</b>	<b>\$829,375</b>	<b>\$875,945</b>
<b>Net Income/Loss</b>	<b>\$160,281</b>	<b>\$121,360</b>	<b>\$150,155</b>

Source: Pehling: 2014, 2015, 2016.

According to the financial information in the table above, the District generally operates at a net income and maintains a sufficient fund balance and a significant reserve balance. The prior period adjustment shown in Fiscal Year 2014-15 was related to adoption of GASB 68 Accounting and Financial Reporting requirements for public pension obligations.



Mendocino County disbursed a share of Proposition 172 funds to Little Lake FPD as follows: \$22,815 in FY 2016-17 and \$38,359 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District receives funding for Strike Team assignments for response throughout the State to wildland fire incidents under mutual aid agreements with CALFIRE and the US Forest Service. The District received \$139,101.55 in FY 2013-14, \$128,111.96 in FY 2014-15, and \$112,897.88 in FY 2015-16. Since this funding is provided on a reimbursement basis, higher staffing costs result in a loss one year and a profit the next year when funding is received. The Little Lake Fire Fighters Association holds charitable funds for the benefit of the District; the District has not received any donated funds in FY 2013-14, 2014-15, and 2015-16. (LLFPD, 2018)

### 2.8.3.2 MSR Determinations

The following table summarizes the MSR Determinations contained in the 2016 MSR and includes updated information shown as underlined text for additions and strikethrough text for deletions.

<b>Table 2.14 MSR Determination Updates</b>
<b>Growth and population projections for the affected area</b>
1. There are approximately 10,000 residents within the District according to District estimates. The population of the City of Willits is 5,000.
2. The population of the District is expected to grow at relatively low levels (less than 1% per year).
<b>The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence</b>
3. The City of Willits, as well as the surrounding area appears to qualify as a Disadvantaged Unincorporated Community (DUC). Any future annexations to the District will require consideration of any DUC in proximity to the annexation area.
4. For LLFPD, structural fire protection is provided by the District and is considered to be satisfactory. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.
<b>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies</b>
5. The District’s current facilities are considered marginal to adequately serve current demand for fire protection services. Any future growth within the District will require new facilities and equipment to serve the area.
6. The LLFPD reported that its main station at 74 East Commercial Street in Willits is in need of <del>expansion</del> <u>replacement</u> . The District is attempting to acquire sufficient funds to accomplish this work.
7. Capital improvement needs for the District are generally planned in the budget; most of this work has been limited through the use of reserve funds.
<b>Financial ability of agencies to provide services</b>
8. LLFPD reported that current financing levels are adequate to deliver the current level of services for several more years. There is not enough funding to accommodate expansion of medical response services (ambulance), and training of additional fulltime paid personnel.
X. Additional financing opportunities identified by the District include being able to accrue sufficient funding to expand the existing main station or build a new station.
9. The District manages to function on limited revenues, and has been able to utilize unspent funds for equipment and firehouse improvements.



10. Annual District costs continue to rise and will require the District to address future funding mechanisms and may include increasing the special tax.
11. In order to more accurately reflect actual costs for salaries and fringe benefits of paid personnel, District financial documents (including the annual audit) should separate out volunteer firefighter reimbursements as a separate line item category.
<b>Status of, and opportunities for, shared facilities</b>
12. The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. The District is a member of the California Special District Association (CSDA), the Fire Safe Council, the Mendocino County Fire Chief’s Association, and the Mendocino County <del>Special District Association</del> <u>Association of Fire Districts</u> .
13. The District did not identify any future opportunities for facility sharing.
<b>Accountability for community service needs, including governmental structure and operational efficiencies</b>
14. LLFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. While difficult to achieve, the District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.
15. Over the years, discussions have been held with the Brooktrails Fire Department regarding consolidation. There are no discussions currently ongoing.
16. Board Members conduct the business of the District and administer most of the requisite paperwork.
17. In addition to the required agendas and minutes, the District tries to inform its constituents through multiple outreach activities.
18. Development of a District website would enhance opportunities to inform the public.
19. At the time the District Sphere of Influence is updated, those areas identified in this MSR as ‘Unserved Areas’ should be considered for inclusion in an appropriate fire protection district.
20. The agency demonstrated accountability in its cooperation with the Mendocino LAFCo information requests.

Source: LAFCo, 2016a.

## 2.8.4 SOI DETERMINATIONS

It is recommended that the Commission affirm the existing Sphere of Influence for the Little Lake Fire Protection District that is coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

### 2.8.4.1 Land Uses

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Little Lake FPD boundary includes the City of Willits and the surrounding Little Lake Valley area. The City of Willits provides a variety of urban land uses ranging from low density residential to multi-family residential, retail and service commercial, manufacturing, public facilities, and recreation. The primary land uses for unincorporated areas adjacent to the City of Willits are agricultural, forest, rangelands, and low-density rural residential. The Sherwood Valley Casino is located within the District. The City of Willits has land use authority within the incorporated area of the District and Mendocino County has land use authority within the unincorporated areas of the District. The City and the County make land use decisions based on their respective General Plans and Zoning Regulations.

#### **2.8.4.2 Need for Facilities and Services**

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Little Lake FPD provides the following services: structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, rescue and extrication, first responder for hazardous materials incidents, fire prevention, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Little Lake FPD, the District serves approximately 10,000 residents, including 5,000 in the City of Willits. Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District is expected to increase less than 1% per year. Based on the City of Willits 2015 MSR, the current growth rate within the City of Willits is 0.3% per year, which equates to approximately 15 additional residents per year. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

#### **2.8.4.3 Capacity of Facilities and Adequacy of Services**

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for Little Lake FPD, the District has an ISO rating of 4 within the City of Willits and in adjacent areas with water hydrants, a Rural ISO rating of 8 in outlying areas within 5-miles of a fire station, and a Rural ISO rating of 10 outside the 5-mile limit from a fire station. The District operates two fire stations. The Main Station is located at 74 E Commercial Street in Willits, which is a four-bay concrete block building without earthquake reinforcement and a flat roof built in 1952 for the City of Willits Administrative Office, Police Department, and Fire Department. This building includes the District's Administrative Office, a meeting room, and kitchen. The District also owns property next to the Main Station with a small 1940-era house, which is currently rented as a residence, for future expansion. The Main Station needs to be replaced or remodeled and improvements will be made as funding becomes available. The sub-station is located at 1575 Baechtel Road in Willits, which is a four-bay metal building constructed in 1986 with a modular training classroom and a training tower that other fire agencies can utilize. The sub-station is in good condition. The District has four Type 1 Engines, two Type 3 Engines (4x4), one Type 1 Truck Company with a 75-foot ladder, one Heavy Rescue Vehicle equipped with the jaws of life, one Type 1 Haz-Mat Trailer, two Utility Vehicles, one Type 1 4,000-gallon Water Tender, one 2,000-gallon Tactical Water Tender, two Quick Attack Vehicles (4x4), one Swift Water Rescue Trailer with Boats, one Command Vehicle, and one California Office of Emergency Services (OES) Engine which the District purchased in 2015. Within the City of Willits and along major roads, water supply for firefighting is supplied by the City water and hydrant system. However, in rural subdivisions there are few or no hydrants available. Water for fire protection in portions of the District outside the City is provided by one 4,000-gallon water tender, one 2,000-gallon tactical water tender, on-board tanks on each engine, and other available water supplies such as ponds, creeks, swimming pools, and cisterns.

As determined in the 2016 MSR prepared for Little Lake FPD and updated based on this SOI Update, the District's current facilities are considered marginal to adequate to serve current demand for fire protection services. Any future growth within the District will require new facilities and equipment to serve the area. The main station is in need of expansion and the District is attempting to acquire sufficient funds to accomplish this work. The District is concerned about the large wildlife habitat area at the north end of Little Lake Valley and three subdivisions of special concern including Pine Mountain Estates, the

Ridgewood Subdivision, and the String Creek Subdivision because they are located in the High and Very High Fire Hazard Severity Zones classified by CAL FIRE. The District's current financing levels are adequate to deliver the current level of services for several more years. However, there is not enough funding to accommodate expansion of medical response services (ambulance) and training of additional fulltime paid personnel.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources.

#### **2.8.4.4 Communities of Interest**

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

Several areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update: two small unserved areas accessible from Mariposa Creek Road and along US Highway 101, and located between the District and the Redwood Valley-Calpella Fire District boundary; the small unserved area accessible from Sherwood Road and located between the District and the Brooktrails Township Community Services District boundary; and the small unserved area south of Ridge Ranch Road, northwest of the Sherwood Valley Rancheria, accessible from Sherwood Road, and located between the District and the Long Valley Fire Protection District boundary.

No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

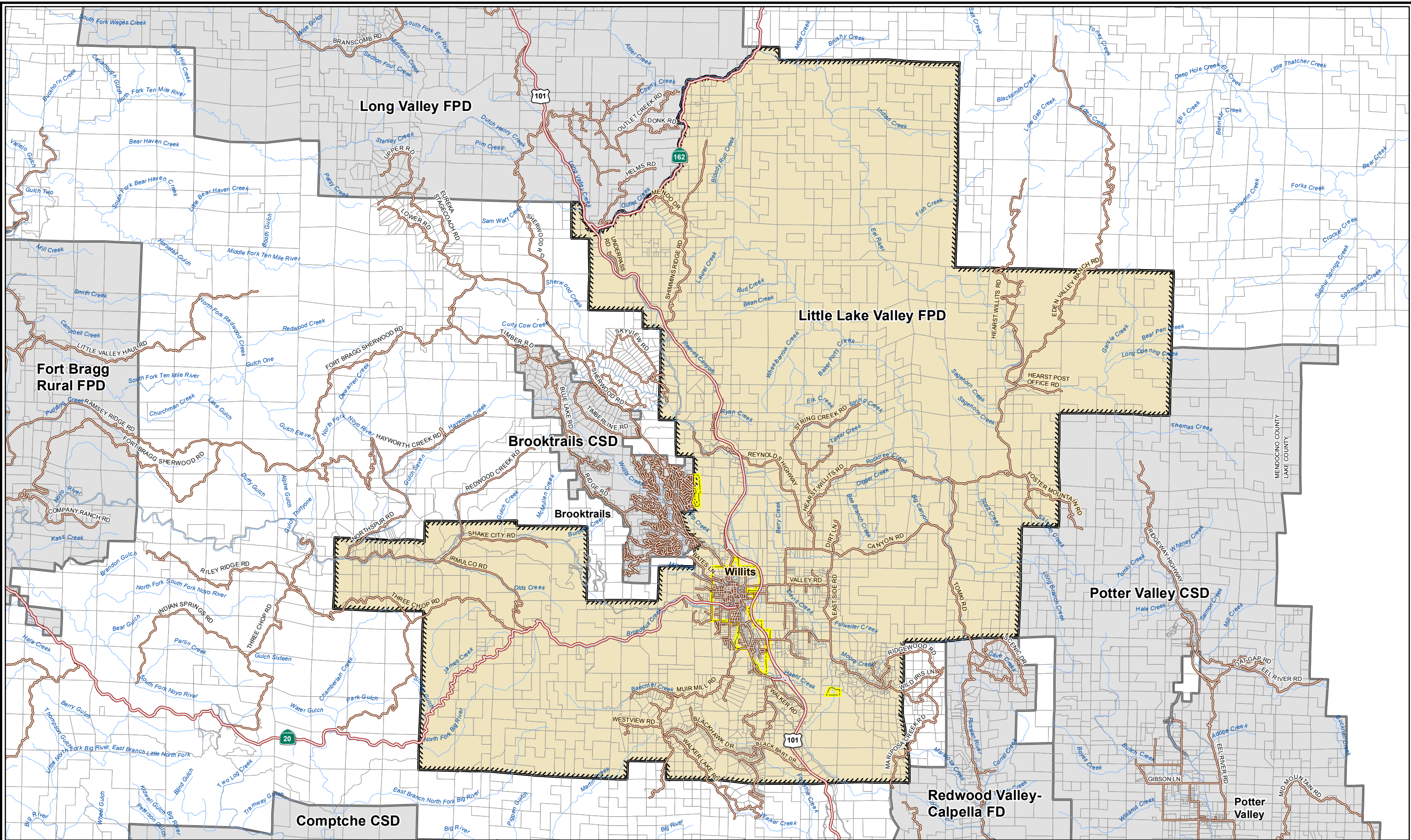
#### **2.8.4.5 Disadvantaged Unincorporated Communities**

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. The City of Willits is the population center within the District. Willits qualifies as a DUC because this area has a MHI of \$34,466 which is 55.9% of the State MHI (LAFCo, 2016a). The areas surrounding Willits might also qualify as a DUC.

All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.

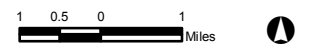




# Little Lake Fire Protection District

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, April 2018.  
 Note: This map is not a survey product.

- Little Lake FPD
- Adjacent Fire Protection Services
- Parcels
- Roads
- Little Lake FPD SOI
- City of Willits
- Highways
- Streams



## Little Lake Fire Protection District

### Statement of Net Position June 30, 2016

	<u>General</u>
<b><u>ASSETS</u></b>	
<u>Current Assets:</u>	
Cash	302,749
Reserved Cash	1,098,667
Accounts Receivable	-
Prepaid Expenses	22,438
Total Current Assets	<u>1,423,854</u>
<u>Fixed Assets:</u>	
Land	46,311
Buildings & Improvements	390,520
Rescue Vehicles	1,590,824
Firefighting Equipment	137,874
Construction-in-Progress	218,352
Less: Accumulated Depreciation	<u>(1,845,957)</u>
Total Fixed Assets	<u>537,923</u>
<b><u>DEFERRED OUTFLOW</u></b>	
GASB 68	<u>99,858</u>
<b>TOTAL ASSETS &amp; DEFERRED OUTFLOWS</b>	<u>2,061,635</u>
<b><u>LIABILITIES</u></b>	
<u>Current Liabilities:</u>	
Accounts Payable	-
Other Current Liabilities	2,702
Current Portion of Long-term Debt	31,153
Total Current Liabilities	<u>33,855</u>
<u>Long-term Liabilities:</u>	
Net Pension Liability	29,941
Notes Payable	66,844
Total Long-term Liabilities	<u>96,785</u>
<b>TOTAL LIABILITIES</b>	<u>130,639</u>
<b><u>DEFERRED INFLOWS</u></b>	
GASB 68	<u>219,300</u>
<b>TOTAL LIABILITIES AND DEFERRED INFLOWS</b>	<u>349,939</u>

The accompanying notes are an integral part of these financial statements.



## 2.9 LONG VALLEY FIRE PROTECTION DISTRICT

### 2.9.1 BACKGROUND

#### 2.9.1.1 District Services

The Long Valley Fire Protection District (Long Valley FPD, LVFPD, or District) was formed on March 10, 1955 and is the governing agency for the 501(c)(3) Laytonville Volunteer Fire Department, which includes the ambulance service. The Long Valley FPD provides the following services: structural fire protection, emergency medical and ambulance services including 24-hour Advanced Life Support (ALS) and Basic Life Support (BLS), rescue and extrication, first responder for hazardous materials incidents, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months when the Laytonville CAL FIRE station is not staffed. More information regarding the District is available at the following website: <http://www.laytonvillefire.org/>.

#### 2.9.1.2 District Boundary

The Long Valley FPD boundary comprises 238 square miles and encompasses the unincorporated communities of Laytonville and Branscomb (Figure 2-13). The District is located in the northwest portion of Mendocino County along the US Highway 101 corridor and is situated approximately halfway between the City of Willits and the Mendocino-Humboldt County Line. The District boundary extends from the unincorporated community of Twin Rocks to the north, approximately two-miles west of the Eel River to the northeast and generally follows State Highway 162 to the southeast, the intersection of US Highway 101 and State Highway 162 to the south, and approximately five-miles east of the coastline to the west. Fire protection providers in proximity to the District include Leggett Valley Fire Protection District to the northwest and Little Lake Fire Protection District to the southeast. The District is primarily within the SRA, but there are also areas of the District within the Federal Responsibility Area (FRA).

#### 2.9.1.3 Out-of-Area Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District response area is larger than the District boundary area based on mutual aid services and dispatched service calls. The District responds to calls in the following areas located outside the District boundary: the Bell Springs and Spyrock Road areas north of Laytonville and along State Highway 162 from Longvale to Dos Rios southeast of Laytonville.

The District's ambulance service responds to multiple areas outside the District boundary that have been designated their responsibility by Coastal Valleys EMS. The District's ambulance service historically covered a 500-mile service area. However, in October 2014, the District announced it would only provide ambulance service within the District boundary because the service was operating at a deficit and there was a lack of adequate staffing. However, the District continues to provide emergency medical response services outside its boundary based on receiving ALS Enhancement Funding annually from Mendocino County for the last three years.

The District relies on and participates in mutual aid services with adjacent fire districts through Countywide Mutual Aid Agreements. Additionally, the District maintains an agreement with CAL FIRE for wildland fire incidents. Similar to all fire districts and EMS providers within the County, the Long Valley



FPD responds to calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan, Long Valley FPD is within Mutual Aid/Planning Zone 1, which includes Brooktrails Township Community Services District, Covelo Fire Protection District, Little Lake Fire Protection District, Leggett Valley Fire Protection District, Piercy Fire Protection District, and Whale Gulch Volunteer Fire Company (MCFCA, 2015).

## **2.9.2 SPHERE OF INFLUENCE**

### **2.9.2.1 Existing Sphere of Influence**

The Sphere of Influence (SOI) for Long Valley FPD is coterminous with the District boundary and was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4).

### **2.9.2.2 Areas of Interest**

The majority of land adjacent to the District boundary is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are primarily within the SRA; although, there are also multiple unserved areas adjacent to the District boundary that are owned by the Federal Government and are within the FRA. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

According to the 2016 MSR, areas of special concern to District fire personnel are the Nature Conservancy's Wilderness Lodge, and the subdivisions of Ten Mile Creek, Woodman Canyon, Jack of Hearts Creek, and Cherry Creek.

### **2.9.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District has confirmed the adequacy of their existing District boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. There are no proposed SOI changes for the Long Valley FPD.

### **2.9.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

## **2.9.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

### **2.9.3.1 Contact Information**

The following updated contact information has been provided by the District.

Contact: Sue Carberry, Fire Chief  
 Email Address: scarberry2@gmail.com

### 2.9.3.2 Financial Information

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations.

The following table (Table 2.15) provides year-end (not budget) financial information for the District. This table summarizes the Statement of Activities prepared by a Certified Public Accountant (CPA) and represents the long-term financial standing of the District based on reporting capital asset activity using the full accrual basis of accounting. This involves depreciation, which is a method of spreading the cost of a capital asset over its estimated useful life, as opposed to recognizing the cost of a capital asset as an expenditure at the date of acquisition. Capitalization policies commonly define a capital asset as a fixed asset (land, buildings and improvements, equipment and vehicles) with an initial cost of \$5,000 or greater with an estimated useful life in excess of one year. Also, refer to Figure 2-14 for the most recent Statement of Net Assets which represents the difference between the District's assets and liabilities.

<b>Table 2.15 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>	\$0	-	\$0
<b>Unassigned Fund Balance</b>	\$303,877	-	\$356,948
<b>Revenues</b>			
Property Taxes	\$66,209	\$68,276	\$67,592
Assessments	\$141,086	\$141,375	\$141,990
Service Fees	\$111,858	\$156,845	\$112,373
Prior Year Medical Reimbursement	\$42,618	\$0	\$0
Operating Grants & Contributions	\$0	\$0	\$67,948
Capital Grants & Contributions	\$29,533	\$32,023	\$605
Rents	\$26,238	\$27,088	\$24,914
Strike Team Income	\$32,522	\$221,181	\$175,639
Interest Income	\$567	\$368	\$478
Other Revenue	\$6,715	\$1,799	\$200
<b>Total Revenues</b>	<b>\$457,346</b>	<b>\$648,955</b>	<b>\$591,739</b>
<b>Expenses</b>			
Salaries & Benefits	\$253,326	\$369,300	\$409,859
Clothing & Personal Items	\$1,045	\$826	\$2,778
Communications	\$2,312	\$1,516	\$2,323
Station Expense	\$2,999	\$2,732	\$1,849
Insurance – General	\$11,400	\$17,484	\$15,678
Equipment & Bldg Maintenance	\$19,464	\$38,326	\$37,479

<b>Table 2.15 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
Office Expense	\$3,487	\$4,570	\$3,665
Medical Supplies	\$2,981	\$4,289	\$3,086
Professional Fees	\$25,327	\$25,763	\$21,822
Transportation & Travel	\$16,217	\$13,964	\$6,532
Utilities	\$13,519	\$11,577	\$13,766
Other Expenditures	\$10,318	\$11,569	\$19,177
Interest Expense	\$2,639	\$1,084	\$0
Depreciation	\$67,001	\$69,671	\$85,519
<b>Total Expenses</b>	<b>\$432,035</b>	<b>\$572,671</b>	<b>\$623,533</b>
<b>Net Income/Loss</b>	<b>\$25,311</b>	<b>\$76,284</b>	<b>-\$31,794</b>

Source: Celentano: 2014, 2017.

According to the financial information in the table above, the District generally operates at a net income and maintains a significant fund balance or reserve. Mendocino County disbursed a share of Proposition 172 funds to Long Valley FPD as follows: \$17,201 in FY 2016-17 and \$17,973 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District participates in and receives reimbursement from CAL FIRE for Strike Team assignments for wildland fire incidents throughout the State. For example, the District will receive \$214,860 for services provided during the summer of 2017. The Laytonville Fire Auxiliary is no longer active and the District does not rely on fundraisers each year. (Sue Carberry, personal communication, March 13, 2018)

### 2.9.3.3 MSR Determinations

The following table (Table 2.16) summarizes the MSR Determinations contained in the 2016 MSR and includes updated information shown as underlined text for additions and strikethrough text for deletions.

<b>Table 2.16 MSR Determination Updates</b>
Growth and population projections for the affected area
<ol style="list-style-type: none"> <li>There are approximately 3,000 residents within the Long Valley Fire Protection District according to district estimates.</li> <li>The population of within the District has seen limited gain over the last few years.</li> <li>Limited growth is anticipated within its boundaries in the next few years.</li> </ol>
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence
<ol style="list-style-type: none"> <li>The Laytonville community, as well as the surrounding area appears to qualify as a Disadvantaged Unincorporated Community (DUC). Any future annexations to the District will require consideration of any DUC in proximity to the annexation area.</li> <li>For LVFPD, structural fire protection is provided by the District and is considered to be satisfactory. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.</li> </ol>

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies
<p>6. The District’s current facilities generally have the capacity to adequately serve current demand and future growth for fire protection. However, the Ambulance Service has struggled to provide a sufficient level of services in the historic 500 square mile response area.</p> <p>7. <u>Effective October of 2014, LVFPD no longer provides ambulance service outside District boundaries. The District continues to provide emergency medical response services outside the District boundary based on receiving ALS Enhancement Funding annually from Mendocino County for the last three years.</u></p> <p>8. The District reported that capital improvement needs for the District are generally planned in the budget.</p>
Financial ability of agencies to provide services
<p>9. LVFPD reported that current financing levels were adequate to deliver fire services in the 238 square mile area. <del>However, there is not enough funding to accommodate Tthe District ambulance services was operating at a deficit</del> because of a larger response area and difficulty in retaining volunteer EMT drivers. <del>The ambulance service has been operating at a deficit each year, and relies on transfers from the Fire Protection Budget to eliminate shortfalls.</del> <u>Since Fiscal Year 2015-16, the County has provided \$66,000 in ALS Enhancement Funding annually to the District to provide advanced life support ambulance services outside the District boundary. Volunteer retention continues to be problematic.</u></p> <p>10. The fire department receives income from a special fire tax which is capped at \$30.00 per unit, up to \$142,000 per year.</p> <p>11. <del>The District should undertake a fiscal audit in order to better characterize revenues, expenditures, fund balance and equity position.</del> <u>Starting with Fiscal Year 2015-16, the District now has annual financial audits performed by a certified CPA.</u></p> <p>12. <del>The District should begin depreciating its land, buildings, and equipment.</del> <u>In preparing annual audits, the District is now depreciating its capital assets.</u></p>
Status of, and opportunities for, shared facilities
<p>13. One of the county’s three California Office of Emergency Services (OES) fire engines <del>is</del> <u>was</u> located at the Laytonville station. The responsibility of having one of these engines requires providing firefighters to respond with the engine when an OES Strike Team is requested. <u>The District returned the OES engine because they were unable to meet the staffing requirement.</u></p> <p>14. The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. LVFPD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe Council, Mendocino County Fire Chief’s Association, and Mendocino County <del>Special District Association of Fire Districts.</del></p> <p>15. The District did not identify any future opportunities for facility sharing.</p>
Accountability for community service needs, including governmental structure and operational efficiencies
<p>16. LVFPD is governed by an elected three-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote. <u>Due to the resignation of a Board member, the District Board of Directors only had two members. All three vacant positions were uncontested in the November 2017 election. Two Directors were appointed by the Board of Supervisors and one Director was appointed by the Board of Directors.</u></p>

17. Board Members and district residents form committees to better oversee operations of each service offered.
18. In addition to the required agendas and minutes, the District tries to inform its constituents through multiple outreach activities.
19. The District maintains a website ([www.laytonvillefire.org](http://www.laytonvillefire.org)) where it posts information about district activities, documents and updates. At the present time, agenda, minutes and financial data are not posted.
20. The agency demonstrated accountability in its cooperation with the Mendocino LAFCo information requests.

Source: LAFCo, 2016a; LVFPD, May 2017.

## 2.9.4 SOI DETERMINATIONS

It is recommended that the Commission affirm the existing Sphere of Influence for the Long Valley Fire Protection District that is coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

### 2.9.4.1 Land Uses

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Long Valley FPD boundary includes the unincorporated communities of Branscomb and Laytonville, which is the hub of the Long Valley area, and consists of a range of commercial enterprises, churches, a health center, a dental clinic, a bank, lodging establishments, restaurants, grocery stores, a gas station, Laytonville Elementary School (K–8), Laytonville High School (9-12), and residential areas interspersed throughout the community. The 264-acre Cahto Tribe Laytonville Rancheria and the Red Fox Casino are located on the outskirts of Laytonville. The Admiral Standley State Recreation Area is located within the District boundary. A majority of the land within the District consists of forest, agricultural, timber production, and recreational uses. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.

### 2.9.4.2 Need for Facilities and Services

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Long Valley FPD provides the following services with the assistance of the Laytonville Volunteer Fire Department: structural fire protection, emergency medical and ambulance services including 24-hour Advanced Life Support (ALS) and Basic Life Support (BLS), rescue and extrication, first responder for hazardous materials incidents, fire prevention, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Long Valley FPD, the District serves approximately 3,000 residents, including 1,227 in Laytonville and 188 in Laytonville Rancheria. In addition, semi-annual outdoor concerts and events at the Black Oak Ranch just north of Laytonville and within the District can draw up to 5,000 participants (e.g., Kate Wolf Music Festival). Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

### 2.9.4.3 Capacity of Facilities and Adequacy of Services

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for Long Valley FPD, the District has three ISO Ratings: 5 within Laytonville where there is a water distribution system and hydrants, 9 in outlying areas within 5-miles of a station, and 10 in outlying areas further than 5-miles from a station but still within the District. The District operates two fire stations. The main station, located at 44950 Willis Avenue in Laytonville, is a three-bay structure that was renovated in 2006 and is adequate. The District continues to make improvements to this structure. The second station is located at 14210 Branscomb Road, approximately 12.6-miles west of the main station, and is a two-bay structure constructed by volunteers in 1988 and shared with CAL FIRE. The District has two ambulances, one Medium Rescue Engine, two Type 1 Engines, two Type 3 Engines, one 3,000-gallon Water Tender, two utility vehicles, and one Urban Search and Rescue Trailer. The District has replaced most of its fleet of 10 vehicles in the last 15 years primarily by acquiring used vehicles from other fire agencies or under the Federal Excess Property Program. The District has also acquired one new structure engine and one new ambulance in recent years. Water for fire protection in the District is supplied by a water and hydrant system within Laytonville and provided by on-board tanks on each engine, one water tender, a water tank at the Laytonville fire station, and other available water supplies such as ponds, swimming pools, and cisterns.

As determined in the 2016 MSR prepared for Long Valley FPD and updated based on this SOI Update, the District's current facilities generally have the capacity to adequately serve current demand and future growth for fire protection. However, the ambulance service has struggled to provide a sufficient level of services in the historic 500 square mile response area. The District's current financing levels are adequate to deliver fire services in the 238 square mile area. The District ambulance service was operating at a deficit because of a larger response area and difficulty in retaining volunteer EMT drivers. Since FY 2015-16, the County has provided \$66,000 in ALS Enhancement Funding annually to the District to provide advanced life support ambulance services outside the District boundary. Volunteer retention continues to be problematic.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources.

### 2.9.4.4 Communities of Interest

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

No social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

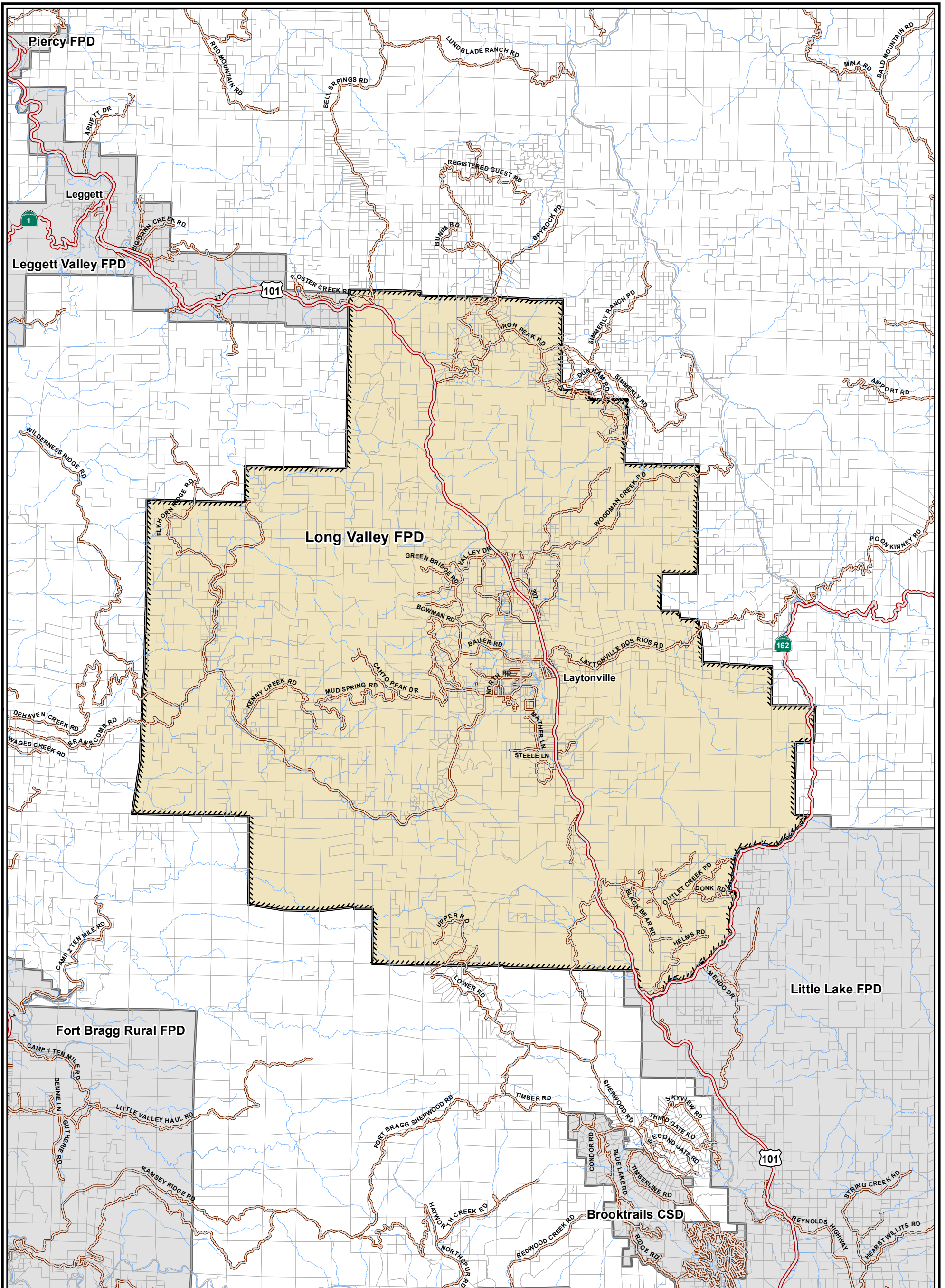


#### 2.9.4.5 Disadvantaged Unincorporated Communities

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. The unincorporated community of Laytonville is the population center within the District. Laytonville qualifies as a DUC with a MHI of \$32,260 which is 52% of the State MHI (LAFCo, 2016a). The areas surrounding Laytonville might also qualify as a DUC.

All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.

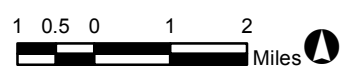


# Long Valley Fire Protection District SOI

- Long Valley FPD SOI
- Long Valley FPD
- Adjacent Fire Protection Services
- Parcels
- Highways
- Roads
- Streams

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, December 2017.

Note: This map is not a survey product.



LONG VALLEY FIRE PROTECTION DISTRICT  
STATEMENT OF NET ASSETS AND GOVERNMENTAL FUNDS BALANCE SHEET  
JUNE 30, 2016

	General Fund	Adjustments Note 5	Statement of Net Assets
<u>ASSETS</u>			
Cash - Note 2	\$ 294,623	\$ -	\$ 294,623
Accounts receivable - net of allowance	79,361		79,361
Capital assets - Note 3			
Land		126,668	126,668
Other capital assets, net of accumulated depreciation	-	358,643	358,643
	<u>          </u>	<u>          </u>	<u>          </u>
Total Assets	<u>\$ 373,984</u>	<u>\$ 485,311</u>	<u>\$ 859,295</u>
 <u>LIABILITIES</u>			
Accounts payable	<u>\$ 17,036</u>		<u>\$ 17,036</u>
	<u>          </u>	<u>          </u>	<u>          </u>
Total Liabilities	<u>17,036</u>	<u>-</u>	<u>\$ 17,036</u>
 <u>FUND BALANCE / NET POSITION</u>			
Fund balances			
Unassigned	<u>356,948</u>	<u>(356,948)</u>	<u>-</u>
	<u>          </u>	<u>          </u>	<u>          </u>
Total Fund Balances	<u>356,948</u>	<u>(356,948)</u>	<u>-</u>
	<u>          </u>	<u>          </u>	<u>          </u>
Total Liabilities and Fund Balances	<u>\$ 373,984</u>	<u>(356,948)</u>	<u>-</u>
 Net Position			
Investment in capital assets		485,311	485,311
Unrestricted		356,948	356,948
	<u>          </u>	<u>          </u>	<u>          </u>
Total Net Position		<u>\$ 485,311</u>	<u>\$ 842,259</u>

See accompanying notes to the basic financial statements



## 2.10 MENDOCINO FIRE PROTECTION DISTRICT

### 2.10.1 BACKGROUND

#### 2.10.1.1 District Services

The Mendocino Fire Protection District (Mendocino FPD, MFPD, or District) was formed in 1948 and is the governing agency for the 501(c)(3) Mendocino Volunteer Fire Department. The Mendocino FPD provides the following services: structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, rescue and extrication, cliff and ocean rescue, first responder for hazardous materials incidents, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months when the Woodlands CAL FIRE station is not staffed. More information regarding the Mendocino Volunteer Fire Department is available at the following website: <http://www.mendocinofire.com/>.

#### 2.10.1.2 District Boundary

The Mendocino FPD boundary comprises 23.8 square miles and encompasses the unincorporated community of Mendocino (Figure 2-15). The District is located along the Pacific Ocean, approximately 9.5-miles south of the City of Fort Bragg, and is bisected in a north-south direction by 7.5-miles of State Highway 1, the primary transportation route in the area. The District extends from Caspar Bridge to the north and Little River Airport Road to the south. The District boundary extends inland for approximately 4-miles for most of the District and approximately 7.5-miles along Comptche-Ukiah Road at the southern end of the District. Fire protection providers in proximity to the District include the Fort Bragg Rural Fire Protection District to the north, the Albion-Little River Fire Protection District to the south, and the Comptche Community Services District to the east. The District is entirely within the SRA.

#### 2.10.1.3 Out-of-Area Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District response area is larger than the District boundary area due to mutual aid services and dispatched service calls. The District has mutual aid agreements with the Fort Bragg Rural Fire Protection District, the Albion-Little River Fire Protection District, and the Comptche Community Services District. The District does not maintain a standing Strike Team for assignment throughout the State, but the District does respond to wildland fire incidents within Mendocino County (MFPD, 2018). Similar to all fire districts and EMS providers within the County, the Mendocino FPD responds to calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan, Mendocino FPD is within Mutual Aid/Planning Zone 4, which includes Fort Bragg Rural Fire Protection District, Albion-Little River Fire Protection District, Comptche Community Services District, and Westport Volunteer Fire Department (MCFCA, 2015).

### 2.10.2 SPHERE OF INFLUENCE

#### 2.10.2.1 Existing Sphere of Influence

The Sphere of Influence (SOI) for Mendocino FPD is coterminous with the District boundary and was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4).

### **2.10.2.2 Areas of Interest**

The majority of land in proximity to the District boundary is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are within the SRA and are primarily in public ownership with some areas owned by a timber production company. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There is a small unserved area at Van Damme State Park, which is between the District and the Albion-Little River Fire Protection District boundary.

### **2.10.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District has confirmed the adequacy of their existing District boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. There are no proposed SOI changes for the Mendocino FPD.

### **2.10.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

## **2.10.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

### **2.10.3.1 Financial Information**

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations. The following table provides year-end (not budget) financial information for the District. Also, refer to Figure 2-16 for the most recent Statement of Net Position which represents the difference between the District's assets and liabilities.

For FY 2013-14 and 2014-15, this table (Table 2.17) summarizes the Statement of Activities prepared by a Certified Public Accountant (CPA) and represents the long-term financial standing of the District based on reporting capital asset activity using the full accrual basis of accounting. This involves depreciation which is a method of spreading the cost of a capital asset over its estimated useful life as opposed to recognizing the cost of a capital asset as an expenditure at the date of acquisition. Capitalization policies commonly define a capital asset as a fixed asset (land, buildings and improvements, equipment and vehicles) with an initial cost of \$5,000 or greater with an estimated useful life in excess of one year.

For FY 2015-16, this table (Table 2.17) summarizes the District’s annual revenues, expenditures, and changes in fund balances based on data from the State Controller’s Office (CSCO). This financial data represents the actual flow of cash resources for a given year. The Capital Outlay expenditure category shown in the table represents the cost of acquiring capital assets (land, buildings and improvements, equipment and vehicles) at the time of acquisition and does not account for depreciation of capital assets. If financial audit information was available for FY 2015-16, this table would represent the long-term financial standing of the District based on depreciation expense reporting.

<b>Table 2.17 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>	-\$17,329	\$0	-\$21,030
<b>Ending Unassigned Fund Balance</b>	\$1,011,994	\$1,081,110	\$1,099,861
<b>Revenues</b>			
Property Taxes	\$163,014	\$165,766	\$173,720
Special Assessments	\$141,190	\$140,875	\$139,755
Charges for Services	\$6,692	\$1,665	\$16,209
Gain on Sale of Capital Assets	\$7,660	\$91	\$0
Rental Income	\$1,594	\$1,778	\$2,158
Other Revenue	-	-	\$4,000
Interest Income	\$3,737	\$2,836	\$3,585
<b>Total Revenues</b>	<b>\$323,887</b>	<b>\$313,011</b>	<b>\$339,427</b>
<b>Expenses</b>			
Personnel Costs	\$30,987	\$29,313	-
Supplies & Small Tools	\$34,958	\$43,842	-
Communications	\$6,283	\$6,843	-
Insurance	\$25,168	\$30,049	-
Office Expenses	\$2,657	\$3,126	-
Memberships	\$2,418	\$4,430	-
Professional Fees	\$13,387	\$8,104	-
Repairs & Maintenance	\$27,601	\$39,726	-
Training	\$4,087	\$4,400	-
Travel & Transportation	\$10,759	\$11,262	-
Utilities	\$9,289	\$8,880	-
Depreciation	\$96,565	\$98,354	-
Salaries & Employee Benefits	-	-	\$59,336
Services & Supplies	-	-	\$148,522
Capital Outlay	-	-	\$112,818
<b>Total Expenses</b>	<b>\$264,159</b>	<b>\$288,329</b>	<b>\$320,676</b>
<b>Net Income/Loss</b>	<b>\$59,728</b>	<b>\$24,682</b>	<b>\$18,751</b>

Source: Bowers, 2017; CSCO, 2017.



According to the financial information in the table above, the District generally operates at a net income and maintains a significant fund balance or reserve. Mendocino County disbursed a share of Proposition 172 funds to Mendocino FPD as follows: \$18,185 in FY 2016-17 and \$18,823 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District occasionally receives reimbursement from CAL FIRE for Strike Team assistance. The highest reimbursement amount was \$5,201 for assistance provided in 2013 (MFPD, 2018). Since the passage of Special Tax Measure T (property assessment) in 2004, the Mendocino Volunteer Fire Department no longer hosts annual fundraising activities for the District, but continues to receive various individual donations and has raised approximately \$35,000 for a new fire station. The Volunteer Fire Department holds charitable funds for the benefit of the District. (MFPD, 2018)

**2.10.3.2 MSR Determinations**

The following table (Table 2.18) summarizes the MSR Determinations contained in the 2016 MSR; no updates to the determinations were noted in the preparation of this SOI Update.

<b>Table 2.18 MSR Determination Updates</b>
<b>Growth and population projections for the affected area</b>
<ol style="list-style-type: none"> <li>1. There are approximately 3,000 residents within the Mendocino fire Protection District boundary, based on District estimates. There are 894 people residing in the Town of Mendocino.</li> <li>2. The population of the District has not increased over the past few years, and is not expected to increase in the foreseeable future.</li> </ol>
<b>The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence</b>
<ol style="list-style-type: none"> <li>3. There are no Disadvantaged Unincorporated Communities (DUCs) within the District Sphere of Influence.</li> </ol>
<b>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies</b>
<ol style="list-style-type: none"> <li>4. The District’s current facilities are adequate, with the possibility of adding new fire stations when funding becomes available.</li> <li>5. The Fire Department has the capacity to adequately serve current demand within the 24 square mile District boundary, and is able to assist adjoining fire districts through mutual aid.</li> <li>6. Water supply for firefighting is available in the Town of Mendocino, but the outlying areas rely on tanker trucks, and limited water tanks. Additional water tanks at strategic locations would be beneficial.</li> </ol>
<b>Financial ability of agencies to provide services</b>
<ol style="list-style-type: none"> <li>7. MFPD reported that current financing levels are adequate to deliver services.</li> <li>8. The District has been accruing significant reserve funds as revenues exceed expenditures each Fiscal Year.</li> </ol>
<b>Status of, and opportunities for, shared facilities</b>
<ol style="list-style-type: none"> <li>9. The District collaborates with other fire service providers through state and county mutual aid agreements.</li> </ol>
<b>Accountability for community service needs, including governmental structure and operational efficiencies</b>
<ol style="list-style-type: none"> <li>10. MFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should</li> </ol>

renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.

11. The Volunteer Fire Department maintains a website. However, District governance, meeting notices, agendas, minutes and financial data are not published on this website.
12. The District maintains a community presence at its Main Fire Station, where it posts information about district and fire department activities, documents and updates.
13. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

Source: LAFCo, 2016a.

#### **2.10.4 SOI DETERMINATIONS**

It is recommended that the Commission affirm the existing Sphere of Influence for the Mendocino Fire Protection District that is coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

##### **2.10.4.1 Land Uses**

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Mendocino FPD boundary includes the unincorporated community of Mendocino. Mendocino has a Historical District and a balance of residential, commercial, and visitor-serving facilities including restaurants, shops, art and entertainment venues, and a variety of lodging types such as hotel, inn, bed-and-breakfast, and vacation home rentals. The Mendocino Headlands State Park, Russian Gulch State Park, and Point Cabrillo Light Station State Historic Park are located within the District. There are large tracts of forest and range land in outlying areas of the District, and cliffs and rocky shores along the Pacific Ocean. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.

##### **2.10.4.2 Need for Facilities and Services**

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Mendocino FPD provides the following services: structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, rescue and extrication, cliff and ocean rescue, first responder for hazardous materials incidents, fire prevention, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Mendocino FPD, the District serves approximately 3,000 residents, including 894 in Mendocino which is a Census Designated Place (CDP). There are also large influxes of transient residents during local festivals, summer tourism, and the fishing season. Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District has experienced limited growth over the past few years. The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

### 2.10.4.3 Capacity of Facilities and Adequacy of Services

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for Mendocino FPD, the District has an ISO rating of 6. The District operates three fire stations. The main station, located at 44700 Little Lake Road in Mendocino, was constructed in 1975 and is a 10,000-square foot, 2-story facility with three drive-through apparatus bays, a meeting/training room, kitchen, bathroom, shop, and storage area. The Main Station is in very good condition but is operating at capacity. The District's original station is located in downtown Mendocino at 10461 Lansing Street. The third station is a building leased from CAL FIRE at the Woodlands Fire Station located at 41722 Little Lake Road. The District is examining sites for fire stations that will be constructed as funding becomes available. The District has one Type 3 Rescue Attack Engine, one Type 3 Wildland Fire Engine, one Type 6 Wildland Fire Engine, two Type 2 Structure Engines, one Type 2 2,200-gallon Pumper/Water Tender, one Type 2 1880-gallon Pumper/Water Tender, one Utility Vehicle, two Zodiac boats, and two jet skis. The District also has a 1948 antique fire engine that is used for parades and community events. In addition, the District has a 30-year plan for apparatus replacement. Within Mendocino, which is served by the Mendocino City Community Services District, there is a water supply and hydrant system for firefighting. The hydrant system covers approximately 5% of the District, including key locations such as the Mendocino K-8 School, the Community Center, and commercial buildings and hotel/motel accommodations. There is a dedicated water source at the Main Station, and the district maintains water tanks in three other locations. Water for fire protection outside of these areas is provided by on-board tanks on each engine, two water tenders, and other available water supplies such as ponds, swimming pools, and cisterns.

As determined in the 2016 MSR prepared for Mendocino FPD and updated based on this SOI Update, the District's current facilities are adequate and have the capacity to adequately serve current demand within the District boundary and to assist adjacent fire districts through mutual aid services. The District is looking for sites to add new fire stations, when funding becomes available, to support future growth for fire protection services. The inland area of the District along Caspar-Little Lake Road (County Road 409) to the east and the Old Mill Farm area are difficult to serve. The District's current financing levels are adequate to deliver services and the District has been accruing significant reserve funds as revenues exceed expenditures in most years.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources. Finally, it is suggested that the District create an agency website, which can be a helpful communication tool to enhance government transparency and accountability.

#### **2.10.4.4 Communities of Interest**

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The small unserved area at Van Damme State Park which is between the District and the Albion-Little River Fire Protection District boundary will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

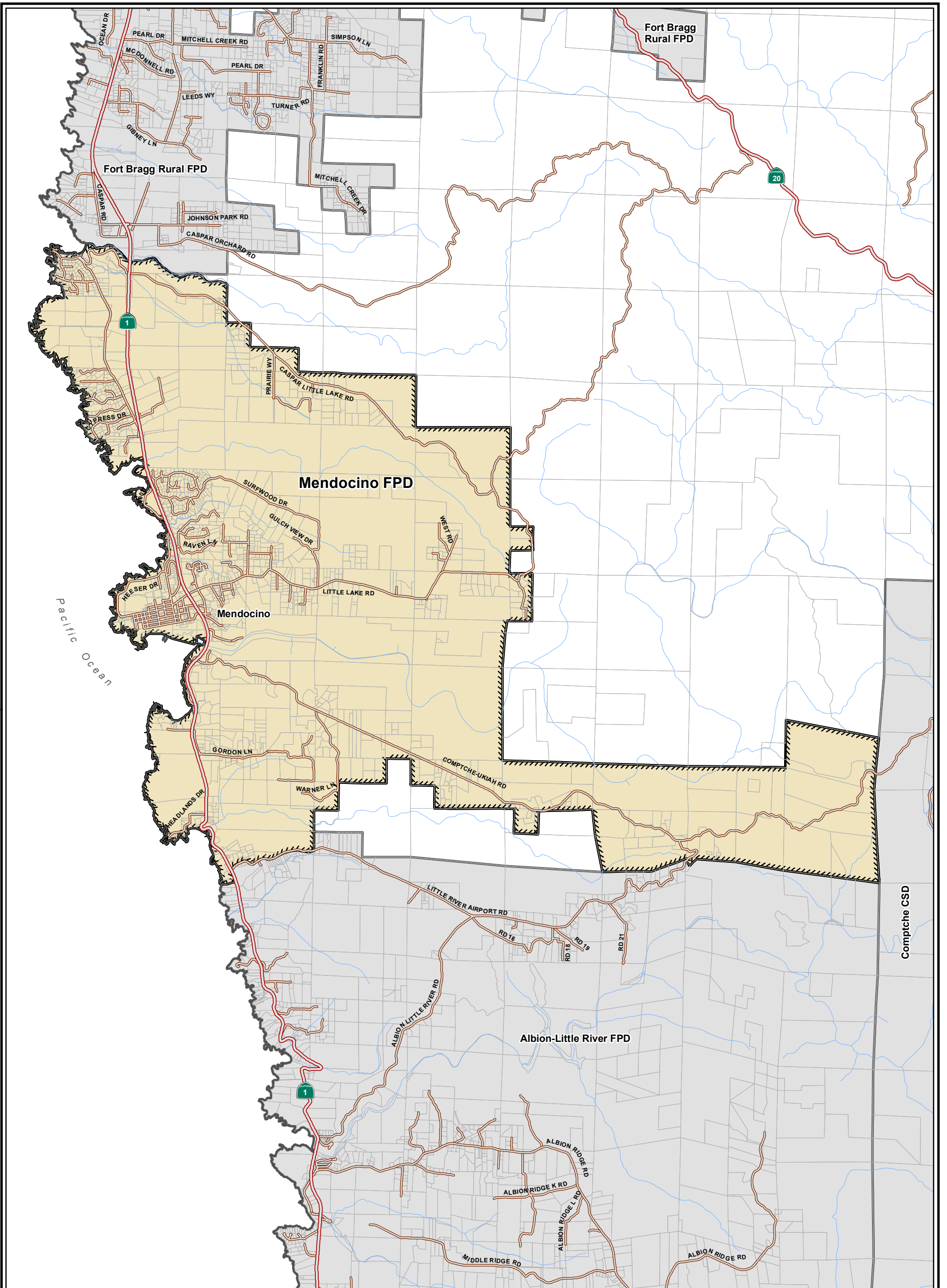
No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

#### **2.10.4.5 Disadvantaged Unincorporated Communities**

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. The unincorporated community of Mendocino is the population center within the District. Mendocino does not qualify as a DUC because this area has an MHI of \$56,203 which is 91.2% of the State MHI (LAFCo, 2016a). The areas surrounding Mendocino might qualify as a DUC.








All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.

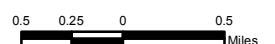


# Mendocino Fire Protection District SOI

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, February 2018.

Note: This map is not a survey product.

-  Mendocino FPD SOI
-  Mendocino FPD
-  Adjacent Fire Protection Services
-  Parcels
-  Highways
-  Roads
-  Streams





**MENDOCINO FIRE PROTECTION DISTRICT**  
**STATEMENTS OF NET POSITION**  
June 30, 2015 and 2014

	<u>June 30,</u> 2015	<u>June 30,</u> 2014
<b><u>ASSETS</u></b>		
<b>Current Assets</b>		
Cash	\$ 1,091,654	\$ 1,019,688
<b>Capital Assets</b>		
Land	70,000	70,000
Buildings and Improvements	917,400	875,746
Vehicles and Equipment	1,561,580	1,549,314
Total	<u>2,478,980</u>	<u>2,425,060</u>
Less: Accumulated Depreciation	<u>(1,802,626)</u>	<u>(1,704,272)</u>
Total	<u>676,354</u>	<u>720,788</u>
<b>Total Net Capital Assets</b>	<u>746,354</u>	<u>790,788</u>
<b>TOTAL ASSETS</b>	<u>1,838,008</u>	<u>1,810,476</u>
 <b><u>LIABILITIES</u></b>		
<b>Current Liabilities</b>		
Accrued Expenses	<u>10,544</u>	<u>7,694</u>
 <b><u>NET POSITION</u></b>		
Net Investment in Capital Assets	746,354	790,788
Unrestricted	<u>1,081,110</u>	<u>1,011,994</u>
<b>TOTAL NET POSITION</b>	<u><u>\$ 1,827,464</u></u>	<u><u>\$ 1,802,782</u></u>

The accompanying notes are an integral part of these financial statements.



## **2.11 PIERCY FIRE PROTECTION DISTRICT**

### **2.11.1 BACKGROUND**

#### **2.11.1.1 District Services**

The Piercy Fire Protection District (Piercy FPD, PFPD, or District) was formed in 1968 and is the governing agency for the 501(c)(3) Piercy Volunteer Fire Department. The Piercy FPD provides the following services: structural fire protection, first responder for emergency medical services and hazardous materials incidents, and rescue and extrication. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months when CAL FIRE stations are not staffed.

#### **2.11.1.2 District Boundary**

The Piercy FPD boundary comprises 6.8 square miles and encompasses the unincorporated community of Piercy (Figure 2-17). The District is located in the northwest portion of Mendocino County along 7.6-miles of the US Highway 101 corridor, parallel to 6.6-miles of State Highway 271 (old Highway 101), and the South Fork of the Eel River. The District boundary extends from the Mendocino-Humboldt County Line to the north near Cooks Valley Campground, to Red Mountain Creek Road to the south along with long-time visitor attractions including Confusion Hill and the World Famous Tree House. Fire protection providers in proximity to the District include the Garberville Fire Protection District to the north in Humboldt County, and the Leggett Valley Fire Protection District to the south. The District is entirely within the State Responsibility Area (SRA).

#### **2.11.1.3 Out-of-Area Services**

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District boundary area is approximately 6.8 square miles and the District response area, which is based on mutual aid services and dispatched service calls, is approximately 100 square miles. The District responds to calls in the following areas located outside the District boundary: Richardson Grove State Park to the north, Bell Springs Road area to the east, the unincorporated community of Cummings to the south, and Usal Beach to the west.

The District maintains a Mutual Aid Agreement with the Leggett Valley Fire Protection District and the Garberville Fire Protection District in Humboldt County. Additionally, the District maintains an agreement with CAL FIRE for wildland fire incidents. Similar to all fire districts and EMS providers within the County, the Piercy FPD also responds to calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan, Piercy FPD is within Mutual Aid/Planning Zone 1, which includes Brooktrails Township Community Services District, Covelo Fire Protection District, Little Lake Fire Protection District, Long Valley Fire Protection District, Leggett Valley Fire Protection District, and Whale Gulch Volunteer Fire Company (MCFCA, 2015).

### **2.11.2 SPHERE OF INFLUENCE**

#### **2.11.2.1 Existing Sphere of Influence**

The Sphere of Influence (SOI) for Piercy FPD is coterminous with the District boundary and was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4).

### **2.11.2.2 Areas of Interest**

The majority of land in proximity to the District boundary is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are primarily within the SRA; although, there are also large unserved areas located east and southeast of the District boundary that are owned by the Federal Government and are within the Federal Responsibility Area (FRA). These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There is a small unserved area, approximately a quarter mile in length, along the US Highway 101 corridor located between the District's southern boundary line and the Leggett Valley Fire Protection District.

### **2.11.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District has confirmed the adequacy of their existing District boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. There are no proposed SOI changes for the Piercy FPD.

### **2.11.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas.

The District has an irregular shaped highway corridor boundary based on the historical use of the area. The District boundary was established when Piercy was a mill town with three active lumber mills operating multiple shifts a day and the population was clustered close to the mills. With closure of the mills, the population has spread out into the hills and up the old haul roads. Most people served by the District live outside the District boundary, which has made it difficult to find people to serve on the District Board of Directors (Hedin, 2018). The District's coterminous sphere has irregular boundaries based on the shape of the District boundary which represented the most logical and orderly service area for the District when established. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

## **2.11.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

### **2.11.3.1 Financial Information**

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations.

The following table (Table 2.19) provides year-end (not budget) financial information for the District. This table summarizes the District’s annual revenues, expenditures, and changes in fund balances based on data from the State Controller’s Office (CSCO). This financial data represents the actual flow of cash resources for a given year. The Capital Outlay expenditure category shown in the table represents the cost of acquiring capital assets (land, buildings and improvements, equipment and vehicles) at the time of acquisition and does not account for depreciation of capital assets. If financial audit information was available for the District, this table would represent the long-term financial standing of the District based on depreciation expense reporting.

<b>Table 2.19 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Beginning Fund Balance</b>	\$19,014	\$15,739	\$15,190
<b>Ending Fund Balance</b>	\$15,739	\$15,190	\$18,690
<b>Revenues</b>			
Property Tax	\$12,098	\$13,251	\$13,300
Special Tax/Assessment	\$0	\$0	\$0
Charges for Services	\$9,500	\$11,000	\$11,000
Rents	\$5,000	\$5,100	\$6,000
Property Owner Contributions	\$3,500	\$3,000	\$3,000
Interest Income	\$114	\$0	\$0
Other Revenue	\$0	\$6,300	\$9,500
<b>Total Revenues</b>	<b>\$30,212</b>	<b>\$38,651</b>	<b>\$42,800</b>
<b>Expenses</b>			
Salaries & Employee Benefits	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Services & Supplies	\$33,487	\$39,200	\$39,300
Capital Outlay	\$0	\$0	\$0
Interest Expense	\$0	\$0	\$0
Other Expenses	\$0	\$0	\$0
<b>Total Expenses</b>	<b>\$33,487</b>	<b>\$39,200</b>	<b>\$39,300</b>
<b>Revenues Over/Under Expenditures</b>	<b>-\$3,275</b>	<b>-\$549</b>	<b>\$3,500</b>

Source: CSCO, 2017.

According to the financial information in the table above, the District generally operates at a revenue loss and maintains a limited fund balance or reserve. Mendocino County disbursed a share of Proposition 172 funds to Piercy FPD as follows: \$8,430 in FY 2016-17 and \$10,406 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District does not participate in Strike Team assignments and therefore does not receive reimbursement for wildland fire incidents throughout the State. The Piercy Volunteer Fire Department hosts annual fundraising activities generating approximately \$8,000 to \$10,000 a year and holds those charitable funds for the benefit of the District, including a current fund balance of approximately \$22,000. (Hedin, 2018)

### 2.11.3.2 MSR Determinations

The following table (Table 2.20) summarizes the MSR Determinations contained in the 2016 MSR and includes updated information shown as underlined text for additions and strikethrough text for deletions.

<b>Table 2.20 MSR Determination Updates</b>
Growth and population projections for the affected area
<ol style="list-style-type: none"> <li>1. There are approximately 200 residents within the Piercy Fire Protection District boundary, based on District estimates and Federal Census zip code data.</li> <li>2. The population of the District has not increased over the past few years, and is not expected to increase in the foreseeable future.</li> </ol>
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence
<ol style="list-style-type: none"> <li>3. There are no Disadvantaged Unincorporated Communities (DUCs) within the District Sphere of Influence.</li> </ol>
Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies
<ol style="list-style-type: none"> <li>4. The Main Fire Station is <del>in poor condition, is substandard, and needs to be replaced</del> <u>well-maintained but will need to be replaced eventually.</u></li> <li>5. <del>The District is marginally capable of providing services within the District boundary; and is in no position to provide services outside the District boundary.</del> <u>The District has limited capacity to provide services within the District boundary and to respond to service calls outside the District boundary.</u></li> <li>6. Water supply for firefighting is limited to apparatus with water tank capability, and drawing from the South Fork of the Eel River. Additional water tanks at strategic locations throughout the District would be beneficial.</li> </ol>
Financial ability of agencies to provide services
<ol style="list-style-type: none"> <li>7. In order to increase revenue to a sustainable level, the District could consider the following actions:               <ul style="list-style-type: none"> <li>- Adopt an ordinance and fee schedule which charges out-of-District residents for services provided; especially for response to traffic accidents on Highway 101.</li> <li>- Given the high median family income of District residents, the District could consider a special tax (property assessment) ballot measure, which would require a two-thirds approval.</li> </ul> </li> <li>8. The District should immediately undertake efforts to have a bi-annual Audit prepared by a qualified Certified Public Accountant for the 2013-2014 and 2014-2015 Fiscal Years.</li> </ol>
Status of, and opportunities for, shared facilities
<ol style="list-style-type: none"> <li>9. The District collaborates with other fire service providers through mutual aid agreements.</li> </ol>
Accountability for community service needs, including governmental structure and operational efficiencies
<ol style="list-style-type: none"> <li>10. In order to reduce the Board of Directors to three members, formal action pursuant to Health and Safety Code Sections 13842 and 13845(a) would be required.</li> <li>11. The District does not have a website. Establishing a website and the posting of agendas, minutes, budgets, and financial data would provide better transparency. <u>The District anticipates launching a website within a year.</u></li> <li>12. A new directional sign at the driveway entrance from State Route 271 identifying the fire station would be helpful.</li> <li>13. <del>Given the limited resources available to the District, Service priorities</del> <u>priority should be given to District services provided to properties and residents within the District boundary, and secondarily to properties and residents located outside the District boundary. Given the limited resources</u></li> </ol>

available to the District, services to the so-called 100-square-mile Service Area are no longer viable. These areas should be put on notice that PFPD will no longer respond to these areas.

14. A formal Automatic Aid Agreement with Richardson Grove State Park should be developed which spells out services to be provided and charges for such services.
15. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

Source: LAFCo, 2016a; Hedin, 2018.

#### **2.11.4 SOI DETERMINATIONS**

It is recommended that the Commission affirm the existing Sphere of Influence for the Piercy FPD that is coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

##### **2.11.4.1 Land Uses**

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Piercy FPD boundary contains a variety of land uses including residential and commercial development at various places along State Highway 271 and the South Fork of the Eel River, transitioning to rural residential and agricultural lands, including orchards, vineyards, and grazing, and large tracts of forest and timber production lands in outlying areas. The Reynolds Wayside Reserve is within the District boundary. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.

##### **2.11.4.2 Need for Facilities and Services**

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Piercy FPD provides structural fire protection, first responder for emergency medical services and hazardous materials incidents, rescue and extrication, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Piercy FPD, the District serves approximately 200 full-time residents and an additional 500-1,000 transient residents during local festivals and seasonal events, such as Reggae on the River, which occurs immediately north of the District boundary at French's Camp in Humboldt County and draws thousands of attendees. Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

As detailed in the 2016 MSR prepared for Piercy FPD, motor vehicle accidents account for approximately 50% of the District's service calls (averaging 50 total calls per year). The District reports that a considerable amount of District resources are used in providing medical response to motor vehicle accidents on US Highway 101. While these service calls are within the District boundary, they place a financial burden on the tax base of the District because the majority of individuals served are not residents and are travelling through the area along the public highway system.

#### **2.11.4.3 Capacity of Facilities and Adequacy of Services**

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for Piercy FPD, the District previously had an ISO rating of 9, which has been downgraded to a 10. The District operates one fire station located at 80401 State Highway 271 in Piercy, which is an approximately 8,000 square foot basic metal building with four apparatus bays, a meeting/training room, bathroom, and storage area. The Main Station is well-maintained but will need to be replaced eventually. The District has one Type 1 Structure Engine and one Type 3 Wildland Fire Engine, which date from 1984 and 1993, respectively, and will eventually need to be replaced. The District recently acquired a 2007 rescue vehicle and a newer fire engine. There are no water or hydrant systems within the District. Water for fire protection is supplied by on-board tanks on each engine, one of which holds 1,200-gallons, and other available water supplies such as a 40,000-gallon tank at Standish-Hickey State Park, the Eel River, ponds, swimming pools, and cisterns. Additional water storage tanks in strategic locations throughout the District would be very beneficial.

As determined in the 2016 MSR prepared for Piercy FPD and updated based on this SOI Update, the District has limited capacity to provide services within the District boundary and to respond to service calls outside the District boundary. The Main Station is clean and safe for storing gear, equipment, and vehicles but will need to be replaced eventually. The District's equipment is well-maintained and the volunteer firefighters are trained and prepared to respond to the variety of service calls the District receives. The District should consider options for increasing revenue to a sustainable level, such as establishing a fee schedule to charge out-of-District residents for services provided and a ballot measure to create a special tax or property assessment.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources. Finally, it is suggested that the District create an agency website which can be a helpful communication tool to enhance government transparency and accountability.

#### **2.11.4.4 Communities of Interest**

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The small unserved area along the US Highway 101 corridor located between the District's southern boundary line and the Leggett Valley Fire Protection District will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

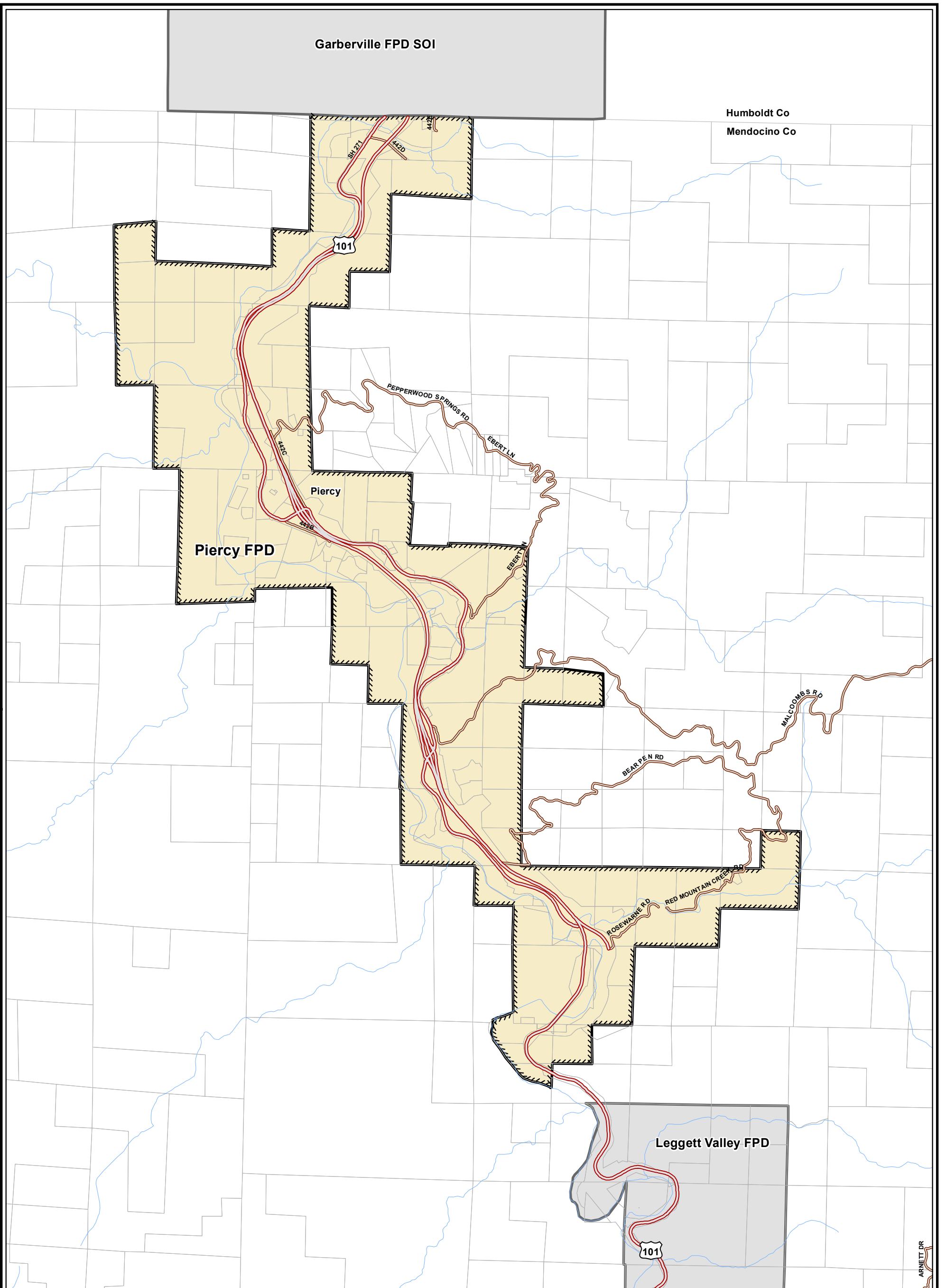


#### **2.11.4.5 Disadvantaged Unincorporated Communities**








GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. The unincorporated community of Piercy is the population center within the District. Piercy does not qualify as a DUC because this area has a MHI of \$114,542 which is 185.8% of the State MHI (LAFCo, 2016a). It is noted that District staff believe this number to be exceedingly high and inaccurate; however, the best available data has been reported in this document. The areas surrounding Piercy might qualify as a DUC.

All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.



# Piercy Fire Protection District SOI

-  Piercy FPD SOI
-  Piercy FPD
-  Adjacent Fire Protection Services
-  Parcels
-  Highways
-  Roads
-  Streams

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, January 2018.

Note: This map is not a survey product.



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## **2.12 POTTER VALLEY COMMUNITY SERVICES DISTRICT**

### **2.12.1 BACKGROUND**

#### **2.12.1.1 District Services**

The Potter Valley Community Services District (Potter Valley CSD, PVCSD, or District) was formed in 1948 and is the governing agency for the 501(c)(3) Potter Valley Volunteer Fire Department. The Potter Valley CSD provides the following services: structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, rescue and extrication, first responder for hazardous materials incidents, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months when the CAL FIRE stations are not staffed.

#### **2.12.1.2 District Boundary**

The Potter Valley CSD boundary comprises 134 square miles and encompasses the unincorporated community of Potter Valley (Figure 2-18). The District is located in the eastern central portion of Mendocino County at the headwaters of the East Fork of the Russian River, and extends north of State Highway 20 to the Mendocino National Forest in the northeast quadrant of the District and easterly to the Mendocino-Lake County Line. Potter Valley is located approximately 15 road-miles northeast of the City of Ukiah. Access to the District is from Potter Valley Road (County Road 240) via State Highway 20. Fire protection providers in proximity to the District include the Redwood Valley-Calpella Fire District to the southwest, the Little Lake Fire Protection District to the northwest, and the Northshore Fire Protection District to the east in Lake County. The core of the District is within the Local Responsibility Area (LRA), but the remainder of the District is primarily within the SRA and the Federal Responsibility Area (FRA).

#### **2.12.1.3 Out-of-Area Services**

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District response area is larger than the District boundary area due to mutual aid services and dispatched service calls. The District relies on and participates in mutual aid services with adjacent fire districts through the Countywide Mutual Aid System. The District does not maintain an agreement with CAL FIRE for wildland fire incidents (PVCSD, 2018). Similar to all fire districts and EMS providers within the County, the Potter Valley CSD responds to calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan, Potter Valley CSD is within Mutual Aid/Planning Zone 2, which includes Redwood Valley-Calpella Fire District, Ukiah Valley Fire Protection District, and Hopland Fire Protection District (MCFCA, 2015).

### **2.12.2 SPHERE OF INFLUENCE**

#### **2.12.2.1 Existing Sphere of Influence**

The Sphere of Influence (SOI) for Potter Valley CSD is coterminous with the District boundary and was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4).

### **2.12.2.2 Areas of Interest**

The majority of land in proximity to the District boundary is located within an adjacent fire district boundary. However, land adjacent to the northern and southern boundary of the District is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are primarily within the SRA; although, there are also large unserved areas that are owned by the Federal Government and are within the FRA. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There is a small unserved area accessible from Tomki Road between the District and the Redwood Valley-Calpella Fire District boundary.

There is a small unserved area accessible from Black Bart Trail between the District and the Redwood Valley-Calpella Fire District boundary.

There is a small unserved island area near the center of the District boundary comprised of two parcels and water conveyance canals that are believed to be owned by the Pacific Gas and Electric Company (PG&E) and which are not within the District boundary.

There is a large area in the northeast portion of the District boundary along Ridgeway Highway that is difficult to serve because it is extremely remote with rugged terrain and access roads are in poor condition. Emergency medical air ambulance service to this area is typically provided by CALSTAR.

### **2.12.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to or removed from the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District has confirmed the adequacy of their existing District boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. There are no proposed SOI changes for the Potter Valley CSD.

### **2.12.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

## **2.12.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

### **2.12.3.1 Financial Information**

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations.

The following table (Table 2.21) provides year-end (not budget) financial information for the District. This table summarizes the District’s annual revenues, expenditures, and changes in fund balances based on data from the State Controller’s Office (CSCO). This financial data represents the actual flow of cash resources for a given year. The Capital Outlay expenditure category shown in the table represents the cost of acquiring capital assets (land, buildings and improvements, equipment and vehicles) at the time of acquisition and does not account for depreciation of capital assets. If financial audit information was available for the District, this table would represent the long-term financial standing of the District based on depreciation expense reporting.

<b>Table 2.21 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>	\$0	\$3,179	\$0
<b>Beginning Fund Balance</b>	\$298,715	\$313,664	\$292,781
<b>Ending Fund Balance</b>	\$313,664	\$292,781	\$286,771
<b>Revenues</b>			
Property Tax	\$72,365	\$73,357	\$76,384
Special Tax/Assessment	\$0	\$0	\$0
Charges for Services	\$0	\$0	\$0
Other State	\$5	\$0	\$0
Rents	\$0	\$0	\$0
Property Owner Contributions	\$0	\$0	\$0
Interest Income	\$1,293	\$910	\$1,040
Other Revenue	\$149	\$906	\$0
<b>Total Revenues</b>	<b>\$73,812</b>	<b>\$75,173</b>	<b>\$77,424</b>
<b>Expenses</b>			
Salaries & Employee Benefits	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Services & Supplies	\$58,863	\$45,235	\$83,434
Capital Outlay	\$0	\$54,000	\$0
Interest Expense	\$0	\$0	\$0
Other Expenses	\$0	\$0	\$0
<b>Total Expenses</b>	<b>\$58,863</b>	<b>\$99,235</b>	<b>\$83,434</b>
<b>Revenues Over/Under Expenditures</b>	<b>\$14,949</b>	<b>-\$24,062</b>	<b>-\$6,010</b>

Source: CSCO, 2017.

According to the financial information in the table above, the District annual operations fluctuate between revenue gain and loss and the District maintains a sufficient fund balance or reserve. Mendocino County disbursed a share of Proposition 172 funds to Potter Valley CSD as follows: \$15,074 in FY 2016-17 and \$16,137 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District does not receive reimbursement from CAL FIRE for Strike Team assistance. However, the District does participate in the 50% matching fund grant program from CAL FIRE for Wildlands Fire Fighting Equipment and Clothing such as helmets, goggles, pants. The Potter Valley

Volunteer Fire Department hosts annual fundraising activities and holds charitable funds for the benefit of the District. (PVCSD, 2018)

### 2.12.3.2 MSR Determinations

The following table (Table 2.22) summarizes the MSR Determinations contained in the 2016 MSR and includes updated information shown as underlined text for additions and strikethrough text for deletions.

<b>Table 2.22 MSR Determination Updates</b>
Growth and population projections for the affected area
<ol style="list-style-type: none"> <li>1. There are approximately 2,500 residents within the Potter Valley community Services District, based on District estimates. There are 646 people residing in the Potter Valley community.</li> <li>2. The population of the District has not increased <u>significantly</u> over the past few years, and is not expected to increase in the foreseeable future.</li> </ol>
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence
<ol style="list-style-type: none"> <li>3. There are no Disadvantages Unincorporated Communities (DUCs) within the District Sphere of Influence.</li> </ol>
Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies
<ol style="list-style-type: none"> <li>4. The District’s current facilities are adequate, but need upgrading.</li> <li>5. The Fire Department does have the capacity to adequately serve current demand within the 134 square mile District boundary, but <del>due to time and distance factors the District</del> has difficulty responding to incidents on USFS lands <u>because this area is extremely remote with rugged terrain and access roads are in poor condition.</u></li> <li>6. Water supply for firefighting is always a challenge, given the limited water supply sources within the District. The Department is dependent on wells, portable pumps, portable tanks, and local ponds.</li> <li>7. Capital improvement needs for the District are generally planned in the budget, and the District is accruing funds to renovate the Main Station.</li> </ol>
Financial ability of agencies to provide services
<ol style="list-style-type: none"> <li>8. PVVFD reported that current financing levels are adequate to deliver services.</li> <li>9. The <del>Fire Department</del> <u>District</u> receives the bulk of its operating funds from property tax revenue. Additional sources of revenue (such as government grants or Proposition 172 funds) would benefit the Department’s ability to provide greater services, equipment, <del>paid personnel</del>, and firefighter training.</li> <li>10. The District maintains a Fund Equity Account to account for years in which expenditures exceed revenues.</li> </ol>
Status of, and opportunities for, shared facilities
<ol style="list-style-type: none"> <li>11. The District collaborates with other fire service providers through federal, state and county mutual aid agreements. PVVFD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe Council, Mendocino County Fire Chief’s Association, and Mendocino County <del>Special District Association of Fire Districts.</del></li> </ol>
Accountability for community service needs, including governmental structure and operational efficiencies
<ol style="list-style-type: none"> <li>12. PVCSD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The</li> </ol>



District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.

13. The District maintains a community presence at its Main Street Fire Station, where it posts information about district and fire department activities, documents and updates.
14. The District does not have a website. Establishing a website and the posting of agendas, minutes, budgets, and financial data would provide better transparency.
15. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

Source: LAFCo, 2016a; PVCSD, 2018.

#### **2.12.4 SOI DETERMINATIONS**

It is recommended that the Commission affirm the existing Sphere of Influence for the Potter Valley CSD that is coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

##### **2.12.4.1 Land Uses**

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Potter Valley CSD boundary includes the unincorporated community of Potter Valley, which is the hub of the area, and consists of a range of limited commercial enterprises, including wineries, a restaurant, a grocery store and gas station, beauty salon, real estate office, nursery and garden supply store, automobile repair shop, churches, the Post Office, Potter Valley Elementary School, Potter Valley Junior High School, Potter Valley High School, Potter Valley Youth and Community Center, and Potter Valley Rodeo, and residential areas and agricultural lands interspersed throughout the community. Potter Valley is a richly diverse farming and ranching community best known for excellent wine grapes, grass-fed beef, pastured pork and lamb, pears, and premium hay and alfalfa. The northeast portion of land within the District is located within the Mendocino National Forest administered by the US Forest Service. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.

##### **2.12.4.2 Need for Facilities and Services**

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Potter Valley CSD provides structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, rescue and extrication, first responder for hazardous materials incidents, fire prevention, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Potter Valley CSD, the District serves approximately 2,500 residents, including 646 in Potter Valley which is a Census Designated Place (CDP). Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

### 2.12.4.3 Capacity of Facilities and Adequacy of Services

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for Potter Valley CSD, the District has an ISO rating of 8.5 on the valley floor and 10 in the remainder of the District. The District operates one fire station located at 10521 Main Street in Potter Valley, which is a two-bay 3,456-square foot metal building with a training room, kitchen, bathroom, washroom, equipment storage bays, and a storage room. There is also a shade structure behind the station for additional apparatus and vehicle storage. The Main Station is in fair condition but needs to be renovated; the District is currently saving funds in order to accomplish this work utilizing volunteers. The District has two Type 1 Pumper/Structure/Wildland Engines, one Type 3 Wildland Engine, and one Type 2 Pumper/Structure Engine, one Type 2 Pumper/Tender Engine, and two Rescue/Attack Engines (PVCSD, 2018). Water supply for firefighting is limited within the District. With the exception of one fire hydrant supplied by a well, the District does not have access to a piped water system. Water for fire protection in the District is provided by four ponds plumbed for water extraction, on-board tanks on each engine, one 2,200-gallon water tender, and other available water supplies such as irrigation canals, ponds, swimming pools, and cisterns.

As determined in the 2016 MSR prepared for Potter Valley CSD and updated based on this SOI Update, the District's current facilities are adequate but need upgrading and the District has the capacity to adequately serve current demand in the District boundary. The District has difficulty responding to calls in the northeast portion of the District and on US Forest Service lands because this area is extremely remote with rugged terrain and access roads are in poor condition. The District's current financing levels are adequate to deliver services and the District maintains a Fund Equity Account, or reserve account, for years in which expenditures exceed revenues.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources. Finally, it is suggested that the District create an agency website which can be a helpful communication tool to enhance government transparency and accountability.

### 2.12.4.4 Communities of Interest

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

Several areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update: two small unserved areas accessible from Tomki Road and Black Bart Trail, and located between the District and the Redwood Valley-Calpella Fire District boundary; and the small unserved island area near the center of the District boundary comprised of two parcels and water conveyance canals.

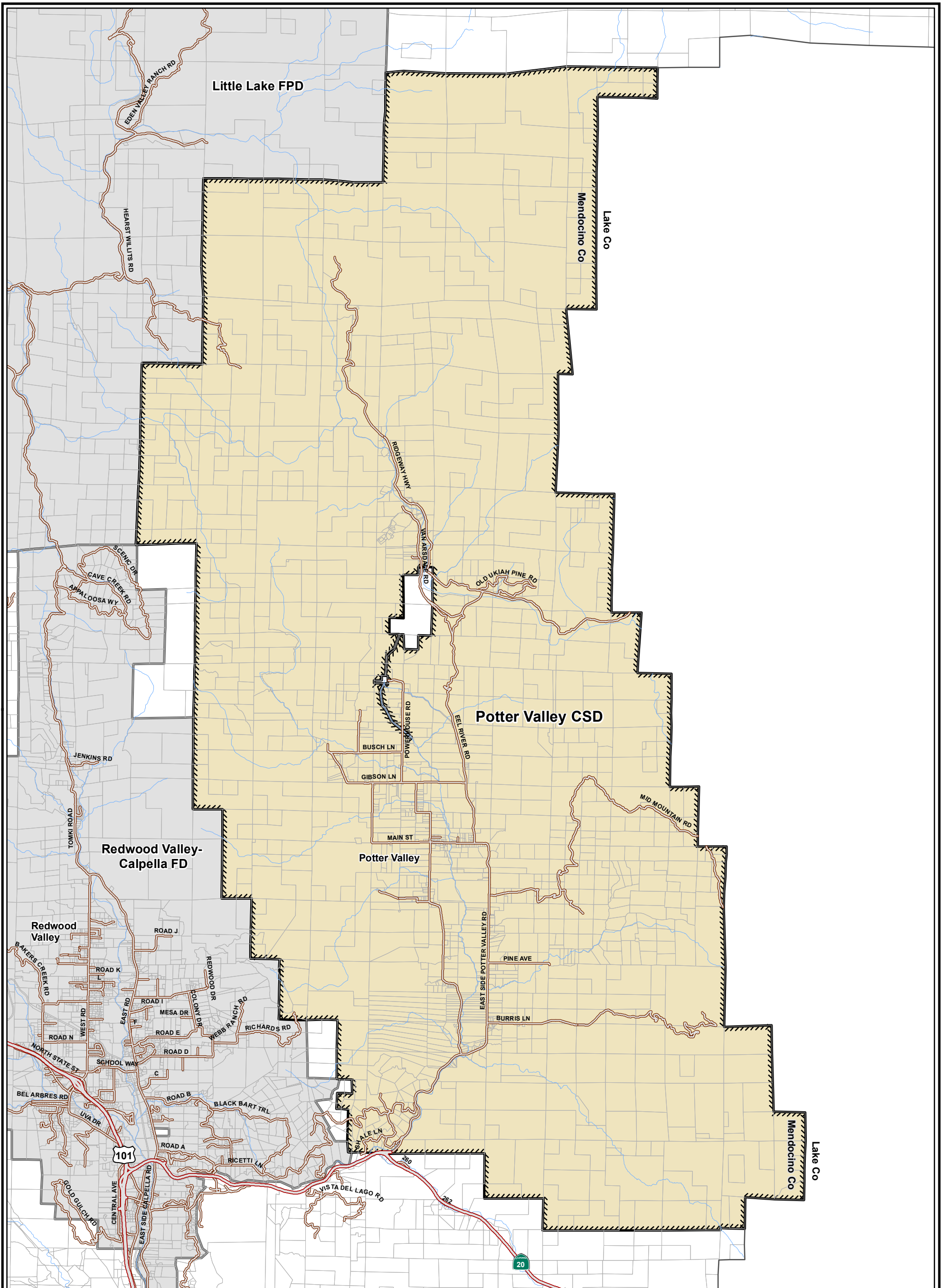
No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

#### **2.12.4.5 Disadvantaged Unincorporated Communities**

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. The unincorporated community of Potter Valley is the population center within the District. Potter Valley does not qualify as a DUC because this area has a MHI of \$73,125 which is 118.6% of the State MHI (LAFCo, 2016a). The areas surrounding Potter Valley might qualify as a DUC.




All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.



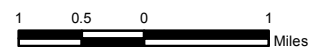
# Potter Valley Community Service District SOI

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, April 2018.

Note: This map is not a survey product.

-  Potter Valley CSD SOI
-  Potter Valley CSD
-  Adjacent Fire Protection Services
-  Parcels
-  Highways
-  Roads
-  Streams

Note: Assessor Parcel Number 176-130-08 is overlapped by both Potter Valley CSD and Redwood Valley-Calpella FD.



## 2.13 REDWOOD VALLEY-CALPELLA FIRE DISTRICT

### 2.13.1 BACKGROUND

#### 2.13.1.1 District Services

The Redwood Valley-Calpella Fire District (Redwood Valley-Calpella FD, RVCFD, or District) was formed in 1958 and is the governing agency for the Redwood Valley-Calpella Volunteer Fire Department. The Redwood Valley-Calpella FD provides the following services: structural fire protection, first responder for emergency medical services and hazardous materials incidents, rescue and extrication, water rescue, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months when the CAL FIRE stations are not staffed.

#### 2.13.1.2 District Boundary

The Redwood Valley-Calpella FD boundary comprises 60.5 square miles and encompasses the unincorporated communities of Redwood Valley and Calpella (Figure 2-19). The District is located in the eastern central portion of Mendocino County along the Russian River and the intersection of US Highway 101 and State Highway 20. Redwood Valley is located approximately 7 air-miles north of the City of Ukiah and 10 air-miles southeast of the City of Willits. Fire protection providers in proximity to the District include the Potter Valley Community Services District to the northeast, the Little Lake Fire Protection District to the northwest, and the Ukiah Valley Fire Protection District to the south. The core of the District is within the Local Responsibility Area (LRA), but the remainder of the District is primarily within the SRA with a few pockets of the Federal Responsibility Area (FRA).

#### 2.13.1.3 Out-of-Area Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District response area is larger than the District boundary area due to mutual aid services and dispatched service calls. The District responds to emergency medical calls in the northern portion of Lake Mendocino, south of State Highway 20, under an agreement with the US Army Corps of Engineers. The District also assists the Potter Valley Community Services District by responding to calls in the Bushay Camp area, and coordinates with the Little Lake Valley Fire Protection District for emergency response to the Ridgewood Road area. The District also responds to residential areas northwest of the City of Ukiah at Greenfield Ranch and MacMurray Ranch (RVCFPD, 2018).

The District relies on and participates in mutual aid services with adjacent fire districts through the Countywide Mutual Aid System. The District has an agreement with the Coyote Valley Band of Pomo Indians to provide fire protection and emergency medical services to the Coyote Valley Casino. The District also has an agreement with the Coyote Valley Tribal Council to provide fire suppression, fire protection, medical aid, and public assistance to residents of the Rancheria. Additionally, the District maintains an agreement with CAL FIRE for wildland fire incidents. Similar to all fire districts and EMS providers within the County, the Redwood Valley-Calpella FD responds to calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan, Redwood Valley-Calpella FD is within Mutual Aid/Planning Zone 2, which includes Potter Valley Community Services District, Ukiah Valley Fire Protection District, and Hopland Fire Protection District (MCFCA, 2015).



## **2.13.2 SPHERE OF INFLUENCE**

### **2.13.2.1 Existing Sphere of Influence**

The Sphere of Influence (SOI) for Redwood Valley-Calpella FD is coterminous with the District boundary and was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4).

### **2.13.2.2 Areas of Interest**

The majority of land in proximity to the District boundary to the north and east is located within an adjacent fire district boundary. However, there are lands in proximity to the west, north, and southeast boundary of the District that are not within a fire district jurisdiction and are therefore considered to be unserved from a local provider perspective. These adjacent areas are primarily within the SRA; although, there are also some unserved areas that are owned by the Federal Government and are within the FRA. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There is a small unserved area accessible from Tomki Road between the District and the Potter Valley Community Services District boundary.

There is a small unserved area accessible from Black Bart Trail between the District and the Potter Valley Community Services District boundary.

There is a small unserved area accessible from Mariposa Creek Road between the District and the Little Lake Fire Protection District boundary.

There is a small unserved island area in the southern end of the District boundary comprised of one parcel with an electrical substation that is owned by the Pacific Gas and Electric Company (PG&E) and which is not within the District boundary.

### **2.13.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District has confirmed the adequacy of their existing District boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. There are no proposed SOI changes for the Redwood Valley-Calpella FD.

### **2.13.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

## **2.13.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.



### 2.13.3.1 Financial Information

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and donations.

The following table (Table 2.23) provides year-end (not budget) financial information for the District. This table summarizes the Statement of Activities prepared by a Certified Public Accountant (CPA) and represents the long-term financial standing of the District based on reporting capital asset activity using the full accrual basis of accounting. This involves depreciation which is a method of spreading the cost of a capital asset over its estimated useful life as opposed to recognizing the cost of a capital asset as an expenditure at the date of acquisition. Capitalization policies commonly define a capital asset as a fixed asset (land, buildings and improvements, equipment and vehicles) with an initial cost of \$5,000 or greater with an estimated useful life in excess of one year. Also, refer to Figure 2-20 for the most recent Statement of Net Position which represents the difference between the District's assets and liabilities.

<b>Table 2.23 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>	\$0	\$0	\$0
<b>Ending Fund Balance</b>	\$573,904	\$597,756	\$629,441
<b>Equipment Trust Reserve</b>	\$8,613	\$29,535	\$50,252
<b>Revenues</b>			
Donations	\$8,594	\$20,898	\$5,786
Charges for Services	\$120,000	\$107,674	\$109,903
Special Fire Assessment	\$193,528	\$195,170	\$199,270
Other Income	\$14,684	\$47,700	\$13,105
Interest Income	\$2,190	\$1,599	\$2,033
Taxes & Intergovernmental	\$223,399	\$228,470	\$239,869
<b>Total Revenues</b>	<b>\$562,396</b>	<b>\$601,511</b>	<b>\$569,967</b>
<b>Expenses</b>			
Salaries & Employee Benefits	\$333,175	\$323,796	\$333,492
Insurance	\$20,901	\$14,622	\$14,923
Maintenance	\$43,294	\$48,484	\$41,954
Miscellaneous Expense	\$165	\$2,214	\$496
Professional Services	\$2,912	\$3,088	\$3,234
Travel	\$15,524	\$12,545	\$11,014
Depreciation	\$78,687	\$78,687	\$62,653
Equipment	\$3,917	\$4,062	\$26,340
Services, Supplies, & Refunds	\$25,661	\$121,923	\$52,629
<b>Total Expenses</b>	<b>\$524,236</b>	<b>\$609,421</b>	<b>\$546,735</b>
<b>Net Income/Loss</b>	<b>\$38,159</b>	<b>-\$7,910</b>	<b>\$23,232</b>

Source: Pehling: 2014, 2015, 2017.

According to the financial information in the table above, the District generally operates at a net income and maintains a significant fund balance and a sufficient equipment trust reserve. Mendocino County disbursed a share of Proposition 172 funds to Redwood Valley-Calpella FD as follows: \$33,475 in FY 2016-17 and \$33,475 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District does not participate in Strike Team assignments and therefore does not receive reimbursement for responding to wildland fire incidents throughout the State.

### 2.13.3.2 MSR Determinations

The following table (Table 2.24) summarizes the MSR Determinations contained in the 2016 MSR; no updates to the determinations were noted in the preparation of this SOI Update.

<b>Table 2.24 MSR Determination Updates</b>
<b>Growth and population projections for the affected area</b>
<ol style="list-style-type: none"> <li>1. There are approximately 7,500 to 8,000 residents within the Redwood Valley-Calpella Fire District, based on District estimates. There are 679 people residing in Calpella, and 1,729 people residing in Redwood Valley. The remaining population is distributed in the outlying areas of the District.</li> <li>2. The population of the District may increase slightly as residential units are constructed on individual homesites.</li> </ol>
<b>The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence</b>
<ol style="list-style-type: none"> <li>3. There are no Disadvantages Unincorporated Communities (DUCs) within the District Sphere of Influence.</li> </ol>
<b>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies</b>
<ol style="list-style-type: none"> <li>4. The District’s current facilities are considered adequate, and provide necessary space to house apparatus and carry out the District’s administrative and service functions.</li> <li>5. The Fire District does have the capacity to adequately serve current demand within the 60 square mile District boundary, along with limited future growth.</li> <li>6. Water supply for fire fighting is always a concern, especially during the drought. Outside the core area of Redwood Valley, the District is dependent on transported water and local ponds.</li> <li>7. Capital improvement needs for the District are generally planned in the budget, and the District is completing a 10-year program to replace its vehicles.</li> </ol>
<b>Financial ability of agencies to provide services</b>
<ol style="list-style-type: none"> <li>8. RVCFD reported that current financing levels are adequate to deliver services.</li> <li>9. The Fire District receives the bulk of its operating funds from property tax revenue and a special assessment. Additional sources of revenue would benefit the District’s ability to provide greater services. One such source could be charges for services for non-residents, which would require a more aggressive collections effort.</li> <li>10. The District has an agreement with the Coyote Valley Casino and the Coyote Valley Tribal Council which spells out service obligations and reimbursement amounts.</li> <li>11. The District maintains a Fund Equity Account to account for years in which expenditures exceed revenues.</li> </ol>
<b>Status of, and opportunities for, shared facilities</b>
<ol style="list-style-type: none"> <li>12. The District collaborates with other fire service providers through state and county mutual aid agreements. RVCFD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe</li> </ol>

<p>Council, Mendocino County Fire Chief’s Association, and Mendocino County <del>Special District</del> Association of Fire Districts.</p> <p>13. The District makes its facilities available for regional training exercises.</p>
<p>Accountability for community service needs, including governmental structure and operational efficiencies</p>
<p>14. RVCFD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.</p> <p>15. The District maintains a community presence at its Main Fire Station, where it posts information about district and fire department activities, documents and updates.</p> <p>16. The District’s current Facebook efforts are not adequate to inform its constituents about District meetings, minutes, and financial data. The District should establish a District website.</p> <p>17. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.</p>

Source: LAFCo, 2016a.

### 2.13.4 SOI DETERMINATIONS

It is recommended that the Commission affirm the existing Sphere of Influence for the Redwood Valley-Calpella FD that is coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

#### 2.13.4.1 Land Uses

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The Redwood Valley-Calpella FD boundary includes the unincorporated communities of Redwood Valley and Calpella. Redwood Valley is characterized by a town center with a range of limited commercial and public uses, surrounded by rural residential uses and a mixture of agricultural lands, including vineyards, row crops, orchards, grazing. There are additional commercial uses located west of US Highway 101. Calpella was originally focused around lumber mills, most of which are now closed. Limited downtown commercial uses remain, although the community is now mostly a mixture of industrial, commercial, and residential uses. The Coyote Valley Reservation, the Coyote Valley Casino, and the Redwood Valley Rancheria are located within the District. There are large tracts of forest and range land in outlying areas of the District. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.

#### 2.13.4.2 Need for Facilities and Services

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

The Redwood Valley-Calpella FD provides the following services: structural fire protection, first responder for emergency medical services and hazardous materials incidents, rescue and extrication, water rescue, fire prevention, and wildland fire protection as a secondary provider.

As determined in the 2016 MSR prepared for Redwood Valley-Calpella FD, the District serves approximately 7,500 to 8,000 residents, including 1,729 in Redwood Valley and 679 in Calpella, which are Census Designated Places (CDP). Population growth within the County of Mendocino is expected to increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District has increased

slightly over the past few years and some growth and new development is anticipated in the foreseeable future. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

#### **2.13.4.3 Capacity of Facilities and Adequacy of Services**

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for Redwood Valley-Calpella FD, the District's ISO rating was modified in 2005 from a rating of 6 to a rating of 5 in the core area of the District, and from a rating of 8 to a rating of 9 in areas without water and hydrant systems. The District believes that the ISO rating in the valley floor can be further reduced. The District operates one fire station located at 8481 East Road in Redwood Valley, which is a three-bay custom metal building with a training room, kitchen, bathroom, washroom, equipment storage bays, and a meeting room. The Main Station is in good condition and serves the entire District. The District has five Pumpers, one 2,000-gallon Water Tender, two Patrol Vehicles, one Rescue Vehicle, one Utility Vehicle, and a 1997 incident support bus due for replacement. The District has been working over the past 10 years to replace its fleet of 11 vehicles. Most of these replacement vehicles are either purchased from other fire agencies or acquired under the Federal Excess Property Program. Within the core area of Redwood Valley, which is served by the Redwood Valley County Water District, there is a water supply and hydrant system for firefighting. Water supply for firefighting is marginally adequate within Calpella and outlying areas of the District, especially during drought conditions. Water for fire protection outside the core of Redwood Valley is provided by a 2,000-gallon portable tank that all engines can draft from, one water tender, and other available water supplies such as ponds, swimming pools, and cisterns. The District is exploring ways to augment its existing water supplies, such as through mutual aid tanker support from other fire agencies and acquisition of additional water tenders.

As determined in the 2016 MSR prepared for Redwood Valley-Calpella FD and updated based on this SOI Update, the District's current facilities are adequate and provide the necessary space to house apparatus and carry out the District's administrative and service functions. The District has the capacity to adequately serve current demand in the District boundary and limited future growth. The anticipated expansion of the Coyote Valley Casino is expected to require additional District apparatus and a new service fee to support the expansion of use (RVCFD, 2018). The District's current financing levels are adequate to deliver services and the District maintains a Fund Equity Account, or reserve account, for years in which expenditures exceed revenues.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources. Finally, it is suggested that the District create an agency website which can be a helpful communication tool to enhance government transparency and accountability.

#### 2.13.4.4 Communities of Interest

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

Several areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update: two small unserved areas accessible from Tomki Road and Black Bart Trail, and located between the District and the Potter Valley Community Services District boundary; one small unserved area accessible from Mariposa Creek Road, and located between the District and the Little Lake Fire Protection District boundary; and the small unserved island area in the southern end of the District boundary comprised of a PG&E electrical substation.

No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

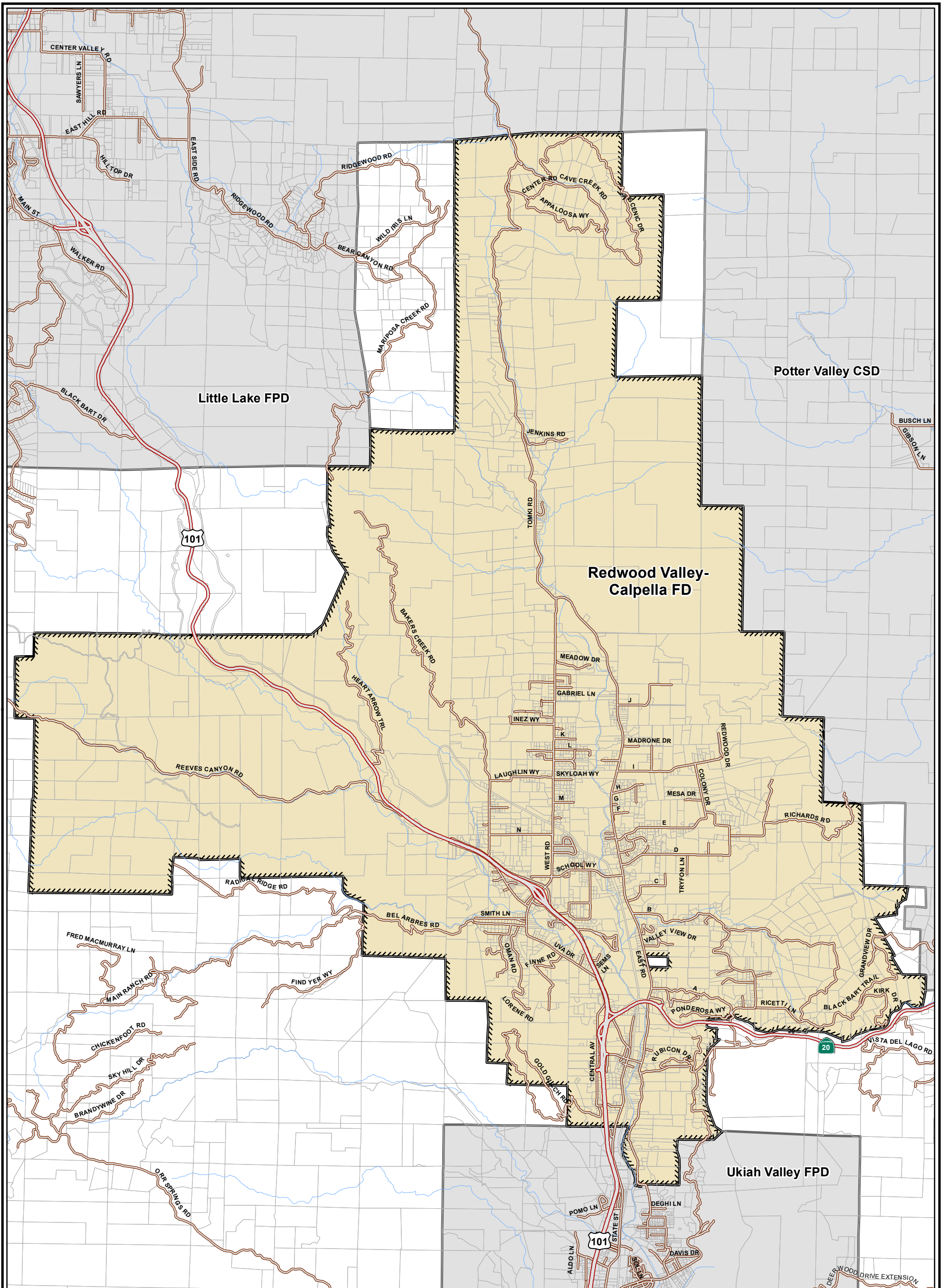
#### 2.13.4.5 Disadvantaged Unincorporated Communities

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. The unincorporated communities of Redwood Valley and Calpella are the population centers within the District. Redwood Valley does not qualify as a DUC because this area has a MHI of \$68,527 which is 111.2% of the State MHI. In addition, Calpella does not qualify as a DUC because this area has a MHI of \$50,584 which is 82.1% of the State MHI. The areas surrounding Redwood Valley and Calpella might qualify as a DUC. (LAFCo, 2016a)

All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.










# Redwood Valley-Calpella Fire District SOI

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, April 2018.

Note: This map is not a survey product.

-  Redwood Valley-Calpella FD SOI
-  Redwood Valley-Calpella FD
-  Adjacent Fire Protection Services
-  Parcels
-  Highways
-  Roads
-  Streams

Note: Assessor Parcel Number 176-130-08 is overlapped by both Potter Valley CSD and Redwood Valley-Calpella FD.





**REDWOOD VALLEY-CALPELLA FIRE DISTRICT**

**Statement of Net Position  
June 30, 2016**

**ASSETS**

Current Assets:

Cash in County	\$ 643,539
Cash in Bank	28,770
Deposits & Prepaid Expenses	<u>7,384</u>
Total Current Assets	<u>679,692</u>

Fixed Assets:

Buildings & Land	366,157
Vehicles & Equipment	1,337,665
Less: Accumulated Depreciation	<u>(1,079,335)</u>
Total Fixed Assets	<u>624,487</u>

**TOTAL ASSETS** 1,304,179

**LIABILITIES**

Current Liabilities:

Accrued Liabilities	13,343
Accounts Payable	-
Current Portion	<u>28,019</u>
Total Current Liabilities	<u>41,362</u>

Long-Term Liabilities:

Capital Leases Payable	<u>-</u>
Total Long-Term Liabilities	<u>-</u>

**TOTAL LIABILITIES** 41,362

**NET POSITION**

Restricted for Capital	50,252
Net Investment in Capital Assets	596,468
Unrestricted	<u>616,098</u>
<b>TOTAL NET POSITION</b>	<u><u>\$ 1,262,817</u></u>

The accompanying notes are an integral part of these financial statements.

## 2.14 SOUTH COAST FIRE PROTECTION DISTRICT

### 2.14.1 BACKGROUND

#### 2.14.1.1 District Services

The South Coast Fire Protection District (South Coast FPD or SCFPD) was formed by the Mendocino County Board of Supervisors on April 24, 1962 and is the governing agency for the South Coast Volunteer Fire Department. The South Coast FPD provides structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, vehicle rescue and extrication, first responder for hazardous materials incidents, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months.

#### 2.14.1.2 District Boundary

The South Coast FPD boundary comprises 20 square miles and encompasses the unincorporated coastal communities of Gualala and Anchor Bay (Figure 2-21). The District is located along the coastline of the Pacific Ocean and extends inland for approximately seven miles. The District boundary generally follows Iversen Road to the north, Old Stage Road to the east, Gualala Road and the Gualala River to the south, and includes approximately ten miles of State Highway 1 to the west. Access to the interior of the District is provided by Roseman Creek Road, Fish Rock Road, Seaside School Road, and Pacific Woods Road. Fire protection providers in proximity to the District include Redwood Coast Fire Protection District to the north and the North Sonoma Coast Volunteer Fire Department in Sonoma County to the south. The District is entirely within the SRA.

#### 2.14.1.3 Out-of-Area Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. The South Coast FPD boundary area is approximately 20 square miles and the District response area, based on mutual aid services and dispatched service calls, is approximately 40 square miles. The District maintains Automatic Aid Agreements with the North Sonoma Coast Volunteer Fire Department, Redwood Coast Fire Protection District, and Anderson Valley Community Services District. Additionally, the District maintains an agreement with CAL FIRE for wildland fire incidents. Similar to all fire districts and EMS providers within the County, the South Coast FPD responds to calls outside the District boundary as needed and as dispatched. According to the 2015 Mendocino County Community Wildfire Protection Plan, South Coast FPD is within Mutual Aid/Planning Zone 3, which includes Anderson Valley Community Services District, Elk Community Services District, and Redwood Coast Fire Protection District (MCFCA, 2015).

### 2.14.2 SPHERE OF INFLUENCE

#### 2.14.2.1 Existing Sphere of Influence

The Sphere of Influence (SOI) for South Coast FPD is coterminous with the District boundary and was established by LAFCo on October 4, 1993, along with other special districts providing fire service in Mendocino County (LAFCo Resolution No. 93-4).

### **2.14.2.2 Areas of Interest**

The majority of land in proximity to the District boundary is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. These adjacent areas are within the SRA and are primarily owned by a timber production company. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access.

There is a small unserved area located along the coast between the District's northern boundary line and the Redwood Coast Fire Protection District. This is a rural residential subdivision bisected by Iverson Road. Although only the south half of Iverson Ridge is located within the District boundary, the District is first responder to and serves both the north and south side of Iverson Road and Iverson Ridge. The District is also first responder to property located one address north of Iverson Road on State Highway 1, and approximately a quarter mile north on the Ten Mile Cutoff Road.

There is a large unserved area located east of the District boundary that is primarily accessed from Fish Rock Road.

### **2.14.2.3 Proposed SOI Changes**

The areas of interest are not proposed to be added to or removed from the District SOI at this time. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from the District and adjacent providers when dispatched. These areas will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

The District has confirmed the adequacy of their existing District boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. There are no proposed SOI changes for the South Coast FPD.

### **2.14.2.4 Consistency with LAFCo Policies**

While there are agricultural lands, open space lands, and agricultural preserves located within and adjacent to the District boundary, the provision of fire protection services alone does not jeopardize the preservation of these areas. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

## **2.14.3 MSR UPDATES**

The MSR information and associated determinations prepared for the District in 2016 serve as a substantially reliable basis for this study. The following updated information has been provided by the District for the preparation of this SOI Update.

### **2.14.3.1 Financial Information**

The 2016 MSR for the District included financial information for Fiscal Years (FY) 2010-11, 2011-12, and 2012-13. This section includes updated financial information for FY 2013-14, 2014-15, and 2015-16 and highlights specific revenue sources such as Proposition 172 funds, Strike Team reimbursement, and fundraising/donations.

The following table (Table 2.25) provides year-end (not budget) financial information for the District. This table summarizes the Statement of Activities prepared by a Certified Public Accountant and represents the long-term financial standing of the District based on reporting capital asset activity using the full accrual basis of accounting. This involves depreciation which is a method of spreading the cost of a capital asset over its estimated useful life as opposed to recognizing the cost of a capital asset as an expenditure

at the date of acquisition. Capitalization policies commonly define a capital asset as a fixed asset (land, buildings and improvements, equipment and vehicles) with an initial cost of \$5,000 or greater with an estimated useful life in excess of one year. Also, refer to Figure 2-22 for the most recent Statement of Net Position which represents the difference between the District’s assets and liabilities.

<b>Table 2.25 Financial Summary</b>			
	<b>FY 13-14</b>	<b>FY 14-15</b>	<b>FY 15-16</b>
<b>Prior Period Adjustments</b>	\$0	\$0	\$0
<b>Ending Unassigned Fund Balance</b>	\$174,384	-	\$248,956
<b>Revenues</b>			
Assessments	\$229,330	\$233,935	\$232,860
Property Taxes	\$144,672	\$150,004	\$154,085
Grant Revenue	\$0	\$4,213	\$9,995
Interest Income	\$48	\$29	\$37
Other Revenue	\$7,390	\$8,909	\$6,653
<b>Total Revenues</b>	<b>\$381,440</b>	<b>\$397,090</b>	<b>\$403,630</b>
<b>Expenses</b>			
Salaries & Employee Benefits	\$64,122	\$71,096	\$66,014
Clothing	\$14,042	\$11,017	\$3,277
Communications	\$2,638	\$3,174	\$3,444
Insurance - General	\$7,446	\$16,642	\$9,982
Maintenance – Equipment & Building	\$26,213	\$41,471	\$31,156
Office Expense	\$2,842	\$1,330	\$1,859
Audit & Fiscal Services	\$6,860	\$10,970	\$9,127
Professional Services	\$6,795	\$8,385	\$7,876
Education & Training	\$16,373	\$13,284	\$13,118
Rents & Leases	\$2,100	\$2,100	\$2,100
Small Tools & Equipment	\$61,667	\$40,073	\$13,922
Transportation & Travel	\$12,678	\$10,947	\$6,797
Utilities	\$7,150	\$4,569	\$4,879
Dues & Memberships	\$5,165	\$3,313	\$4,162
Out-of-pocket Expenses	\$6,163	\$7,109	\$7,240
Miscellaneous	\$452	\$444	\$1,407
Interest Expense	\$10,218	\$8,251	\$6,486
Depreciation	\$157,353	\$179,057	\$172,834
<b>Total Expenses</b>	<b>\$410,277</b>	<b>\$433,232</b>	<b>\$365,680</b>
<b>Net Income/Loss</b>	<b>-\$28,837</b>	<b>-\$36,142</b>	<b>\$37,950</b>

Source: Celentano: 2015, 2016.

According to the financial information in the table above, the District generally operates at a net loss and maintains a sufficient fund balance or reserve.

In 2017, the District Board established a policy to set aside \$25,000 each year for reserves and currently has a roll over balance of \$100,000 in reserves; the District does not maintain a separate reserve account (Warner, 2017). Measure Z was approved by the voters in 2006, which increased the District’s per parcel benefit assessment from \$40 to \$75. The District is currently financially stable and has decided to wait to collect the increased tax revenue under Measure Z until additional funds are needed (Warner, 2017).

Mendocino County disbursed a share of Proposition 172 funds to South Coast FPD as follows: \$14,339 in FY 2016-17 and \$15,503 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. The District participates in Strike Team assignments, and revenue gain shown in the financial summary table is primarily related to reimbursement from CAL FIRE for wildland fire incidents throughout the State (Warner, 2017). The annual fundraising activities of the South Coast Volunteer Fire Department provide community outreach but do not result in revenue gain (SCFPD, November 2017).

### 2.14.3.2 MSR Determinations

The following table (Table 2.26) summarizes the MSR Determinations contained in the 2016 MSR and includes updated information shown as underlined text for additions and strikethrough text for deletions.

<b>Table 2.26 MSR Determination Updates</b>
<b>Growth and population projections for the affected area</b>
<ol style="list-style-type: none"> <li>1. There are approximately 2,100 residents within the District boundary, based on District estimates and Census data.</li> <li>2. The population of the District has not increased over the past few years, and is not expected to increase in the foreseeable future.</li> </ol>
<b>The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence</b>
<ol style="list-style-type: none"> <li>3. The Gualala and Anchor Bay communities, as well as the surrounding areas appear to qualify as a Disadvantaged Unincorporated Community (DUC). Any future annexations to the District will require consideration of any DUC in proximity to the annexation area.</li> <li>4. For SCFPD, structural fire protection is provided by the District and is considered to be satisfactory. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.</li> </ol>
<b>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies</b>
<ol style="list-style-type: none"> <li>5. The District’s current facilities are adequate, but are operating at capacity.</li> <li>6. The Fire Department has the capacity to adequately serve current demand within the 20 square mile District boundary, and also provides services to an additional 20 square mile area through automatic and mutual aid.</li> <li>7. Water supply for firefighting is considered ‘adequate’ with the Gualala Community Services District water system, the 20,000 gallon water storage tank at the Iverson Station, and apparatus with on-board water tanks. Additional water tanks at strategic locations throughout the District would be beneficial.</li> </ol>
<b>Financial ability of agencies to provide services</b>
<ol style="list-style-type: none"> <li>8. SCFPD reported that current financing levels are adequate to deliver services.</li> <li>9. The District has adequate reserve funds to deal with revenue short-falls in any given year.</li> </ol>

Status of, and opportunities for, shared facilities
10. The District collaborates with other fire service providers through state and county mutual aid agreements.
Accountability for community service needs, including governmental structure and operational efficiencies
11. SCFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. <del>The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.</del>
12. Filling the current Board vacancy <del>should be a priority</del> <u>has been completed</u> .
13. The District does not have a website. Establishing a website and the posting of agendas, minutes, budgets, and audits would provide better transparency.
14. The District maintains a community presence at its Main Fire Station, where it posts information about district and fire department activities, documents and updates. Similar information should be posted at the satellite fire stations.
15. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

Source: LAFCo, 2016; SCFPD: June 2017, November 2017.

#### 2.14.4 SOI DETERMINATIONS

It is recommended that the Commission affirm an SOI for the South Coast FPD that is coterminous with the District boundary. The following statements have been prepared in support of this recommendation.

##### 2.14.4.1 Land Uses

GC §56425(e)(1): The present and planned land uses in the area, including agricultural and open space lands.

The South Coast FPD boundary contains a variety of land uses including commercial development and recreational areas in Gualala, Anchor Bay and various places along State Highway 1, transitioning to rural residential and agricultural lands, including higher elevation vineyards, grazing, and row crops, and large tracts of forest and range land in outlying areas. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County General Plan and Zoning Regulations.

##### 2.14.4.2 Need for Facilities and Services

GC §56425(e)(2): The present and probable need for public facilities and services in the area.

Operating under the South Coast Fire Protection District authority, the South Coast Volunteer Fire Department provides leadership and essential personnel for structural fire protection, emergency medical services to an Emergency Medical Technician (EMT)/First Responder level, vehicle rescue and extrication, first responder for hazardous materials incidents, fire prevention, and wildland fire protection as a secondary provider. The South Coast Volunteer Fire Department is an all-volunteer, tax exempt organization.

As determined in the 2016 MSR prepared for South Coast FPD, the District serves approximately 2,100 residents, including 340 people in Anchor Bay, and large influxes of 500 to 1,000 visitors on weekends during local festivals and seasonal events. Gualala is not a Census Designated Place (CDP) so specific population data is not available. Population growth within the County of Mendocino is expected to



increase at an annual rate of approximately 0.2% (DOT, 2016). The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

#### **2.14.4.3 Capacity of Facilities and Adequacy of Services**

GC §56425(e)(3): The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

As detailed in the 2016 MSR prepared for South Coast FPD, the District's ISO rating was recently upgraded from a rating of 7 to a rating of 5, which is attributed to the District maintaining a fire station within five miles of all affected areas. The District operates four stations, including three single-bay stations and a 3,500 square-foot main station improved with four apparatus bays, a meeting/training room, kitchen, bathroom, shop, and storage area. The main station, located at 39215 Baptist Church Street in Gualala, is in poor condition, is operating at capacity, and needs additional buildings to house apparatus that is currently stored outdoors. The District has one command vehicle, one utility vehicle, one rescue truck, three Type 1 Structure Engines, four Type 3 Wildland Fire Engines, and two Water Tenders with a 1,800-gallon capacity. A new Type 3 Engine is on order and one Type 1 Engine is scheduled to be upgraded next; all but two of eleven District apparatus are year 2000 or newer (Warner, 2017). Water for fire protection is adequate and supplied by a water and hydrant system within Gualala and provided by on-board tanks on each engine and water tenders, a 20,000-gallon water storage tank at the Iverson Station, and other available water supplies such as ponds, swimming pools, and cisterns.

As determined in the 2016 MSR prepared for South Coast FPD, the District has the capacity to adequately serve current demand within the 20 square-mile District boundary, and provide services to an additional 20 square-mile area through automatic and mutual aid. The District's current facilities are adequate, but are operating at capacity. The District's financing levels are adequate to deliver services and the District has adequate reserve funds to address revenue short-falls in any given year. Measure Z was approved by the voters in 2006, which increased the District's per parcel benefit assessment from \$40 to \$75.

It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs. It is also suggested that the District consider the feasibility of increased collaboration, such as formation of a Joint Powers Authority (JPA), with adjacent fire agencies to provide services more cost effectively and to enhance volunteer resources. Finally, it is suggested that the District create an agency website which can be a helpful communication tool to enhance government transparency and accountability.

#### **2.14.4.4 Communities of Interest**

GC §56425(e)(4): The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The rural residential subdivision bisected by Iverson Road and located along the coast between the District's northern boundary line and the Redwood Coast Fire Protection District will be re-evaluated for suitability of inclusion in the District SOI in the next MSR/SOI Update.

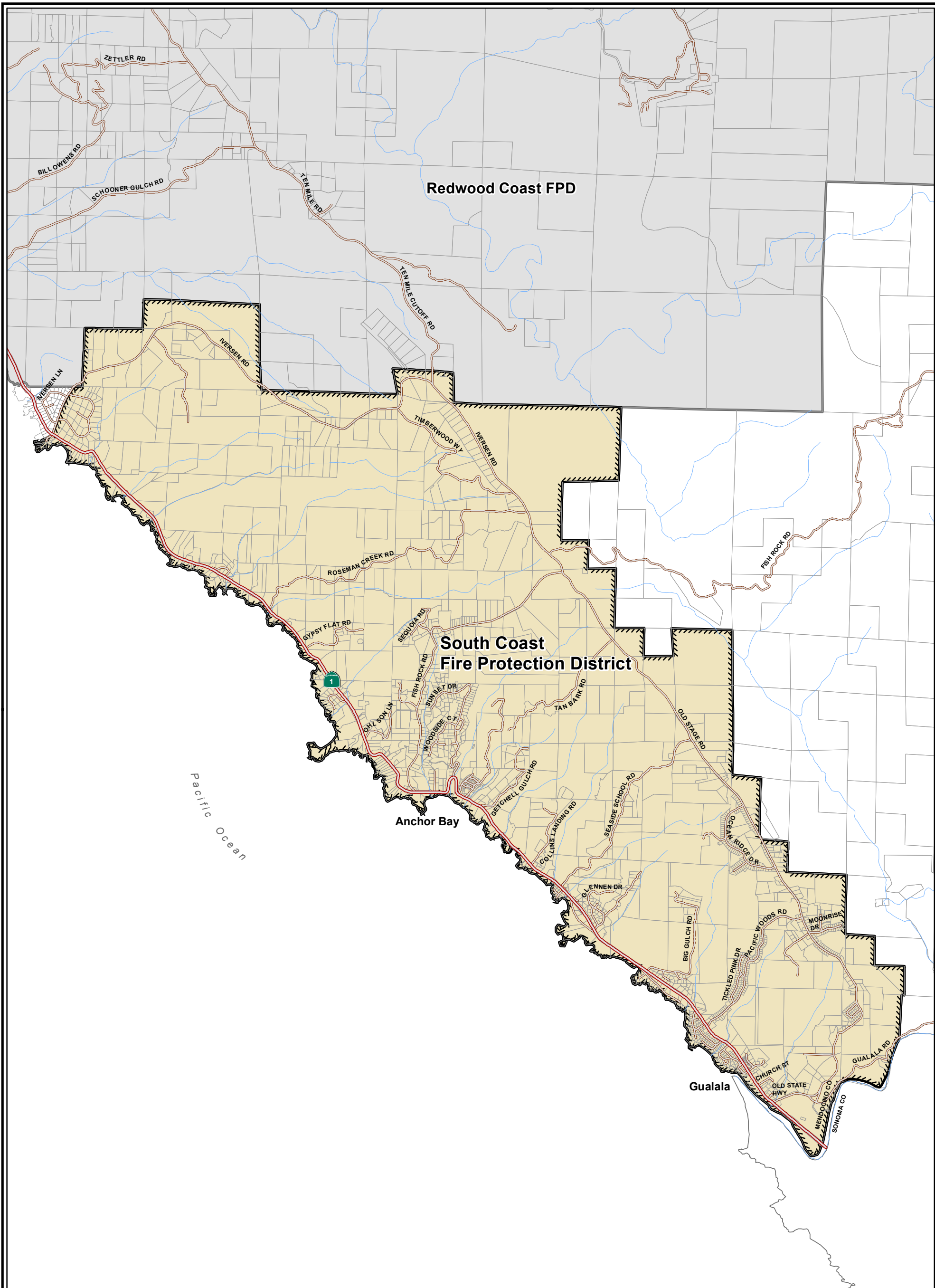
No other social or economic communities of interest have been identified in the preparation of this SOI Update that should be included in the District boundary.

#### **2.14.4.5 Disadvantaged Unincorporated Communities**

GC §56425(e)(5): For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

A Disadvantaged Unincorporated Community (DUC) is an area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$61,632. The unincorporated communities of Gualala and Anchor Bay are the population centers within the District. Gualala has a MHI of \$36,201 and Anchor Bay has a MHI of \$34,191; both qualify as a DUC (LAFCo, 2016).

All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.



# South Coast Fire Protection District SOI

- South Coast FPD SOI
- South Coast FPD
- Adjacent Districts with Fire Protection Services
- Parcels
- Highways
- Roads
- Streams

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, March 2018

Note: This map is not a survey product.



SOUTH COAST FIRE PROTECTION DISTRICT  
STATEMENT OF NET POSITION AND GOVERNMENTAL FUNDS  
BALANCE SHEET  
JUNE 30, 2016

<u>ASSETS</u>	<u>General Fund</u>	<u>Adjustments Note 6</u>	<u>Statement of Net Assets</u>
Cash	\$ 260,624	\$ -	\$ 260,624
Accounts receivable	16,045		16,045
Taxes receivable	30,875		30,875
Land - Note 2		52,500	52,500
Other capital assets, net of accumulated depreciation - Note 2	-	494,244	494,244
 Total Assets	 \$ 307,544	 546,744	 \$ 854,288
 <u>LIABILITIES</u>			
Accounts payable	\$53,195		\$ 53,195
Accrued payroll	4,565		4,565
Payroll taxes payable	828		828
Long-term liabilities - Note 3			
Due within one year		53,112	53,112
Due after one year	-	56,349	56,349
 Total Liabilities	 58,588	 109,461	 168,049
 <u>FUND BALANCE / NET POSITION</u>			
Fund balances			
Unassigned	248,956	(248,956)	-
 Total Fund Balance	 248,956	 (248,956)	 -
 Total Liabilities and Fund Balances	 \$ 307,544	 (248,956)	 -
 Net Position			
Investment in capital assets		437,283	437,283
Unrestricted		248,956	248,956
 Total Net Position		 \$ 686,239	 \$ 686,239

See accompanying notes to the basic financial statements

## 3 ACRONYMS

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ALRFPD	Albion-Little River Fire Protection District
ALS	Advanced Life Support
BLM	Bureau of Land Management
BLS	Basic Life Support
BOS	Board of Supervisors
CAFS	Compressed Air Foam System
CAL FIRE	California Department of Forestry and Fire Protection
CCSD	Comptche Community Services District
CDP	Census Designated Place
CEQA	California Environmental Quality Act
CFAA	California Fire Assistance Agreement
CFPD	Covelo Fire Protection District
CIP	Capital Improvement Plan
CKH	Cortese-Knox-Hertzberg
CPA	Certified Public Accountant
CSA	County Service Area
CSCO	California State Controller's Office
CSD	Community Services District
CSDA	California Special District Association
CVFD	Covelo Volunteer Fire Department
DOF	California Department of Finance
DOT	California Department of Transportation
DUC	Disadvantaged Unincorporated Community
ECC	Emergency Communications Command Center
ECSD	Elk Community Services District
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
EOA	Exclusive Operating Area
ERAF	Educational Revenue Augmentation Fund
EVFD	Elk Volunteer Fire Department
FPD	Fire Protection District
FRA	Federal Responsibility Area
FY	Fiscal Year
GHG	Greenhouse Gas
GIS	Geographic Information Systems
GC	Government Code
HFPD	Hopland Fire Protection District
HPUD	Hopland Public Utility District
ISO	Insurance Service Office
JPA	Joint Powers Authority

LAFCo .....	Local Agency Formation Commission
LEMA .....	Local Emergency Medical Services Agency
LLFPD.....	Little Lake Fire Protection District
LLVFD.....	Little Lake Volunteer Fire Department
LRA .....	Local Responsibility Area
LVFD .....	Laytonville Volunteer Fire Department
LVFPD .....	Long Valley Fire Protection District
LVFPD .....	Leggett Valley Fire Protection District
MCAFD .....	Mendocino County Association of Fire Districts
MCFCA.....	Mendocino County Fire Chief’s Association
MCFSC .....	Mendocino County Fire Safe Council
MCOG.....	Mendocino Council of Governments
MFPD.....	Mendocino Fire Protection District
MHI.....	Median Household Income
MPO .....	Metropolitan Planning Organization
MSR .....	Municipal Service Review
N/A .....	Not Applicable
N/P .....	Not Provided
OASA .....	Out-of-Area Service Agreement
OES .....	Office of Emergency Services
PG&E .....	Pacific Gas & Electric
PFPD .....	Piercy Fire Protection District
PUD .....	Public Utilities District
PVFD.....	Piercy Volunteer Fire Department
PVCSD.....	Potter Valley Community Services District
PVVFD.....	Potter Valley Volunteer Fire Department
RTP .....	Regional Transportation Plan
RVCFD.....	Redwood Valley-Calpella Fire District
RVIT .....	Round Valley Indian Tribes
SB .....	Senate Bill
SCFPD .....	South Coast Fire Protection District
SDMRA .....	Special District Risk Management Authority
SOI .....	Sphere of Influence
SRA .....	State Responsibility Area
USFS .....	United States Forest Service
VFD.....	Volunteer Fire Department
WVFD .....	Westport Volunteer Fire Department



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## 5 ACKNOWLEDGEMENTS

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### 5.1 REPORT PREPARATION

This Sphere of Influence Update was prepared by Hinman & Associates Consulting, Inc., contracted staff for Mendocino LAFCo.

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Larkyn Feiler, LAFCo Analyst  
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### 5.2 ASSISTANCE AND SUPPORT

This Sphere of Influence Update could not have been completed without the assistance and support from the following organizations and individuals.

Albion-Little River Fire Protection District	Alan Taeger, Director and Board Secretary Ted Williams, Fire Chief
Comptche Community Services District	James Sibbet, Chair Michael Schaeffer, Board Treasurer Larry Tunzi, Director
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South Coast Fire Protection District	Gregg Warner, Fire Chief Christina Dilks, Administrative Secretary