

ADOPTED

FORT BRAGG RURAL FIRE PROTECTION DISTRICT

Municipal Service Review and Sphere of Influence Update

Prepared for:

MENDOCINO LAFCO

200 South School Street

Ukiah, California 95482

<http://www.mendolafco.org/>

Workshop: February 4, 2019

Public Hearing: March 4, 2019

Adopted: March 4, 2019

LAFCo Resolution No: 2018-19-05

Resolution No. 2018-19-05
of the Mendocino Local Agency Formation Commission
Approving Adoption of the
Fort Bragg Rural Fire Protection District
Municipal Service Review and Sphere of Influence (SOI) Update

WHEREAS, the Mendocino Local Agency Formation Commission, hereinafter referred to as the “Commission”, is authorized to conduct municipal service reviews and establish, amend, and update spheres of influence for local governmental agencies whose jurisdictions are within Mendocino County; and

WHEREAS, the Commission conducted a municipal service review to evaluate the Fort Bragg Rural Fire Protection District, hereinafter referred to as the “District”, pursuant to California Government Code Section 56430; and

WHEREAS, the Commission conducted a sphere of influence update for the District pursuant to California Government Code Section 56425; and

WHEREAS, the Executive Officer gave sufficient notice of a public hearing to be conducted by the Commission in the form and manner prescribed by law; and

WHEREAS, the Executive Officer’s report and recommendations on the municipal service review and sphere of influence update were presented to the Commission in the manner provided by law; and

WHEREAS, the Commission heard and fully considered all the evidence presented at a public hearing held on the municipal service review and sphere of influence update on March 4, 2019; and

WHEREAS, the Commission considered all the factors required under California Government Code Sections 56430 and 56425.

NOW, THEREFORE, the Mendocino Local Agency Formation Commission does hereby RESOLVE, DETERMINE, and ORDER as follows:

1. The Commission, as Lead Agency, finds the municipal service review is exempt from further review under the California Environmental Quality Act pursuant to Title 14 California Code of Regulations §15306. This finding is based on the use of the municipal service review as a data collection and service evaluation study. The information contained within the municipal service review may be used to consider future actions that will be subject to additional environmental review.
2. The Commission, as Lead Agency, finds the sphere of influence update is exempt from further review under the California Environmental Quality Act pursuant to Title 14 California Code of Regulations §15061(b)(3). This finding is based on the Commission determining with certainty that the update will have no possibility of significantly effecting the environment given that this update does not grant new land use entitlements, changes to the physical environment, or municipal service powers or areas.
3. This municipal service review and sphere of influence update is assigned the following distinctive short-term designation: “Fort Bragg Rural FPD MSR/SOI Update 2019”.

4. Pursuant to Government Code Section 56430(a), the Commission makes the written statement of determinations included in the municipal service review, hereby incorporated by reference.
5. Pursuant to Government Code Section 56425(e), the Commission makes the written statement of determinations included in the sphere of influence update, hereby incorporated by reference.
6. The Executive Officer shall revise the official records of the Commission to reflect this update of the sphere of influence for the District.

BE IT FURTHER RESOLVED that the Fort Bragg Rural FPD MSR/SOI Update 2019 is hereby approved and incorporated herein by reference and the existing sphere of influence that is coterminous with the District's boundary is affirmed with no changes as depicted in Exhibit "A", attached hereto.

The foregoing Resolution was passed and duly adopted at a regular meeting of the Mendocino Local Agency Formation Commission held on this 4th day of March 2019, by the following vote:

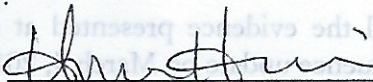
AYES: *Commissioners Brown, Gonzalez, Huff, Ignacio, McCowen, Orth, and Ward.*

NOES: *none*

ABSTAIN: *none*

ABSENT: *none*

ATTEST:



 UMA HINMAN, Executive Officer



 CARRE BROWN, Chair

TABLE OF CONTENTS

| | | |
|----------|--|------------|
| 1 | INTRODUCTION | 1-1 |
| 1.1 | LOCAL AGENCY FORMATION COMMISSION | 1-1 |
| 1.2 | MENDOCINO LAFCO | 1-1 |
| 1.3 | MUNICIPAL SERVICE REVIEW | 1-1 |
| 1.4 | SPHERE OF INFLUENCE | 1-2 |
| 1.5 | MENDOCINO LAFCO POLICIES | 1-2 |
| 1.6 | SENATE BILL 215 | 1-5 |
| 2 | AGENCY OVERVIEW | 2-1 |
| 2.1 | HISTORY..... | 2-1 |
| 2.1.1 | FORMATION..... | 2-1 |
| 2.1.2 | BOUNDARY | 2-1 |
| 2.1.3 | SERVICES..... | 2-2 |
| 2.2 | GOVERNMENT STRUCTURE | 2-2 |
| 2.2.1 | JOINT POWERS AUTHORITY..... | 2-2 |
| 2.2.2 | GOVERNING BODY..... | 2-3 |
| 2.2.3 | PUBLIC OUTREACH | 2-4 |
| 2.2.4 | COMPLAINTS | 2-4 |
| 2.2.5 | ACCOUNTABILITY..... | 2-4 |
| 2.3 | OPERATIONAL EFFICIENCY | 2-5 |
| 2.3.1 | MANAGEMENT AND STAFFING | 2-5 |
| 2.3.2 | AGENCY PERFORMANCE..... | 2-7 |
| 2.3.3 | SHARED FACILITIES AND REGIONAL COLLABORATION | 2-8 |
| 2.4 | FINANCES | 2-9 |
| 2.4.1 | CURRENT FISCAL HEALTH | 2-9 |
| 2.4.2 | LONG TERM FINANCIAL CONSIDERATIONS..... | 2-11 |
| 2.5 | GROWTH | 2-13 |
| 2.5.1 | PRESENT AND PLANNED LAND USE AND DEVELOPMENT | 2-13 |
| 2.5.2 | EXISTING POPULATION AND PROJECTED GROWTH | 2-13 |
| 2.6 | DISADVANTAGED UNINCORPORATED COMMUNITIES | 2-14 |
| 3 | MUNICIPAL SERVICES | 3-1 |
| 3.1 | FIRE PROTECTION SERVICES | 3-1 |
| 3.1.1 | SERVICE OVERVIEW | 3-1 |
| 3.1.2 | SERVICE ADEQUACY..... | 3-3 |
| 3.1.3 | FACILITIES AND INFRASTRUCTURE | 3-6 |
| 3.1.4 | DETERMINATIONS | 3-9 |
| 4 | SPHERE OF INFLUENCE | 4-1 |
| 4.1 | SOI UPDATE | 4-1 |
| 4.1.1 | EXISTING SPHERE OF INFLUENCE..... | 4-1 |
| 4.1.2 | STUDY AREAS..... | 4-1 |
| 4.1.3 | PROPOSED SOI CHANGES | 4-1 |
| 4.1.4 | CONSISTENCY WITH LAFCO POLICIES | 4-1 |
| 4.1.5 | DETERMINATIONS | 4-1 |
| 5 | REFERENCES | 5-1 |
| 6 | ACKNOWLEDGEMENTS..... | 6-1 |

| | | |
|----------|--|------------|
| 6.1 | REPORT PREPARATION | 6-1 |
| 6.2 | ASSISTANCE AND SUPPORT | 6-1 |
| 7 | APPENDICES | 7-1 |
| 7.1 | APPENDIX A – OPEN GOVERNMENT RESOURCES | 7-1 |

1 INTRODUCTION

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 November 5, 2018.

10.1.1 Legislative Authority and Intent

A sphere of influence is the probable 20-year growth boundary for a jurisdiction’s physical development. The Commission shall use spheres of influence to:

- a) promote orderly growth and development within and adjacent to communities;
- b) promote cooperative planning efforts among cities, the County, and special districts to address concerns regarding land use and development standards, premature conversion of agriculture and open space lands, and efficient provision of public services;
- c) guide future local government reorganization that encourages efficiency, economy, and orderly changes in local government; and
- d) assist property owners in anticipating the availability of public services in planning for the use of their property.

10.1.2 Definitions

The Commission incorporates the following definitions:

- a) an “establishment” refers to the initial development and determination of a sphere of influence by the Commission;
- b) an “amendment” refers to a limited change to an established sphere of influence typically initiated by a landowner, resident, or agency; and
- c) an “update” refers to a comprehensive change to an established sphere of influence typically initiated by the Commission.

10.1.3 Sphere Updates

In updating spheres of influence, the Commission’s general policies are as follows:

- a) The Commission will review all spheres of influences every five years for each governmental agency providing municipal services. Municipal services include water, wastewater, police, and fire protection services.
- b) Sphere of influence changes initiated by any agency providing a municipal service shall generally require either an updated or new service review unless LAFCo determines that a prior service review is adequate.
- c) Spheres of influence of districts not providing municipal services including, but not limited to, ambulance, recreation, hospital, resource conservation, cemetery, and pest control shall be updated as necessary.

10.1.4 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.

10.1.5 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 the agency are either nonexistent, no longer needed, or should be reallocated to some other agency (e.g., mergers, consolidations). The local agency which has been assigned a zero sphere should ultimately be dissolved.

10.1.6 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.

10.1.7 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.

10.1.8 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.

10.1.9 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.

10.1.10 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.

10.1.11 Memorandum of Agreements (For City Sphere Amendments and Updates)

Prior to submitting an application to LAFCo for a new city sphere of influence or a city sphere of influence update, the city shall meet with the County to discuss the proposed new boundaries of the sphere and explore methods to reach agreement on development standards and planning and zoning requirements as contained in G.C. §56425. If an agreement is reached between the city and County the agreement shall be forwarded to LAFCo. The Commission shall consider and adopt a sphere of influence for the city consistent with the policies adopted by LAFCo and the County, and LAFCo shall give great weight to the agreement to the extent that it is consistent with LAFCo policies in its final determination of the city sphere.

10.1.12 Areas of Interest

LAFCo may, at its discretion, designate a geographic area beyond the sphere of influence as an Area of Interest to any local agency. (Resolution No. 2018-19-01)

- a) An Area of Interest is a geographic area beyond the sphere of influence in which land use decisions or other governmental actions of one local agency (the "Acting Agency") impact directly or indirectly upon another local agency (the "Interested Agency"). For example, approval of a housing project developed to urban densities on septic tanks outside the city limits of a city and its sphere of influence may result in the city being forced subsequently to extend sewer services to the area to deal with septic failures and improve city roads that provide access to the development. The city in such a situation would be the Interested Agency with appropriate reason to request special consideration from the Acting Agency in considering projects adjacent to the city.
- b) When LAFCo receives notice of a proposal from another agency relating to the Area of Concern, LAFCo will notify the Interested Agency and will consider its comments.
- c) LAFCo will encourage Acting and Interested Agencies to establish Joint Powers Agreements or other commitments as appropriate.

(LAFCo, 2018)

1.6 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 2018 Mendocino County Regional Housing Needs Allocation (RNHA) Plan and 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 MSR/SOI Update.

Fort Bragg Rural FPD

Mendocino FPD

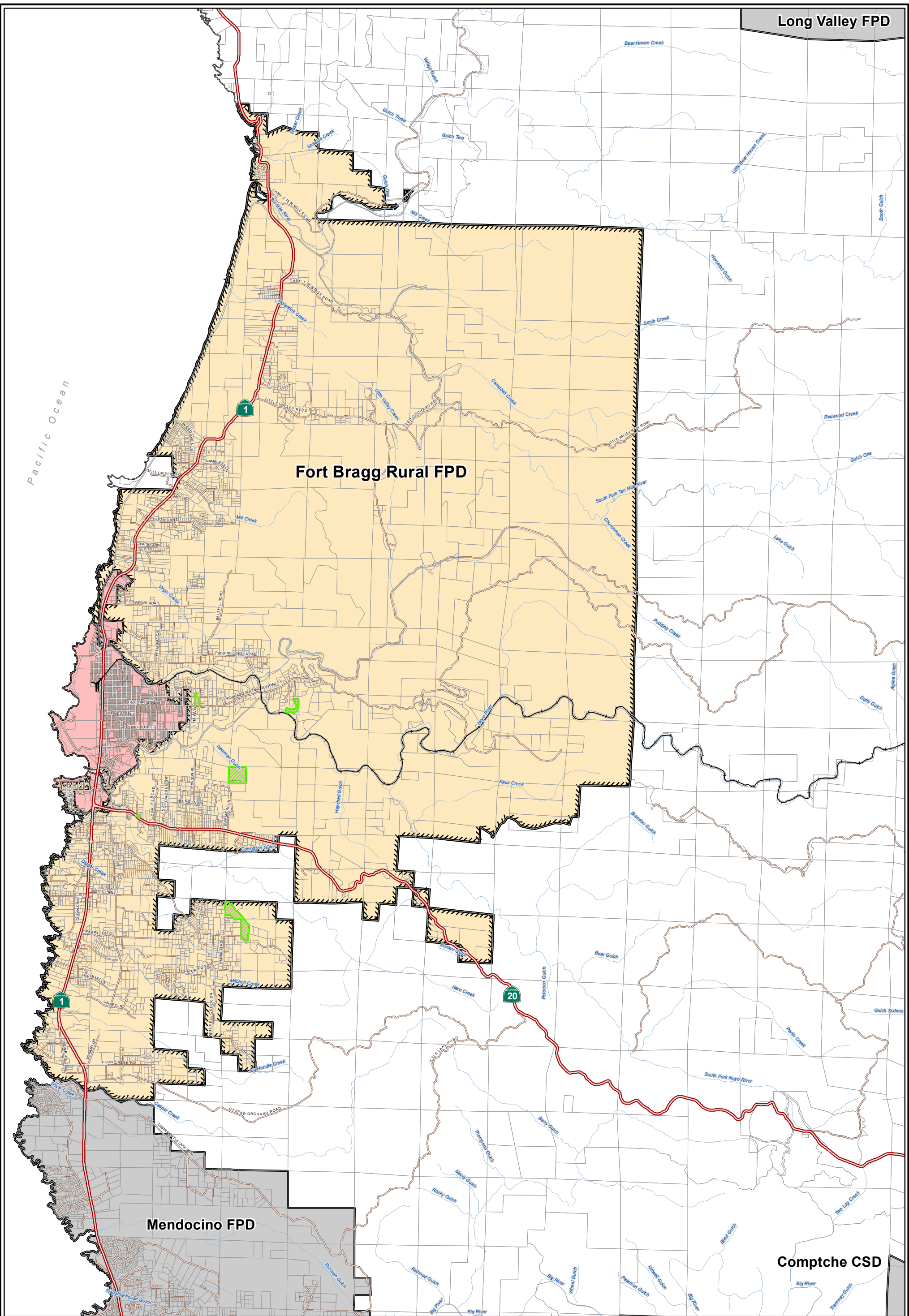
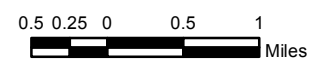
Comptche CSD

Fort Bragg Rural FPD SOI

Source: This map was prepared by the County of Mendocino's Information Services Division, GIS Program, July 2018, Modified, February 2019.
Note: This map is not a survey product.

- Fort Bragg Rural Fire Protection Dist.
- Fort Bragg Rural FPD SOI
- City/District Overlap Areas
- Fire Protection Districts
- City of Fort Bragg
- Parcels
- Highways
- Roads
- Rail Roads
- Streams

Note: The SOI boundary of the surrounding Fire Protection Districts are coterminous with their district boundaries.



2 AGENCY OVERVIEW

| Table 2.1 Fort Bragg Rural FPD Profile | |
|---|---|
| Agency Name: | Fort Bragg Rural Fire Protection District |
| Volunteer Organization: | Fort Bragg Volunteer Fire Department |
| Phone Number: | (707) 961-2831 |
| Fax Number: | (707) 961-2821 |
| Mailing Address: | 141 N. Main Street, Fort Bragg, CA 95437 |
| District Office: | 141 N. Main Street, Fort Bragg, CA 95437 |
| Website: | http://www.city.fortbragg.com/372/Fire-Department |
| General Email: | fbfd8300@yahoo.com |
| Date of Formation: | June 16, 1960 |
| Agency Type: | Independent Special District, Single-Service Provider |
| Enabling Legislation: | Fire Protection District Law: Health and Safety Code §13800 et seq. |
| Board Meeting Schedule: | Wednesday at 7:00 p.m. following the 4 th Tuesday of the month |

2.1 HISTORY

2.1.1 FORMATION

The Fort Bragg Rural Fire Protection District (Fort Bragg Rural FPD, FBRFPD, or District) was formed on June 16, 1960 based on approval by the Mendocino County Board of Supervisors per Resolution No. 3416 adopted on May 3, 1960. (LAFCo, 2011)

2.1.2 BOUNDARY

The Fort Bragg Rural FPD boundary comprises approximately 77-square miles and encompasses the unincorporated coastal communities of Caspar and Cleone (Figure 1-1). The District is bordered by the Pacific Ocean along the western boundary and extends inland for approximately eight miles. State Highway 1 traverses the District in a north-south direction for approximately 15-miles, and is the primary transportation route in the area. State Highway 20 traverses the District in an east-west direction and provides access to the inland portion of the County. The District extends from the Caspar Creek Bridge on the southern end to approximately two miles north of the Ten Mile River Bridge on the northern end, and excludes the MacKerricher State Park campgrounds and the contiguous or core portion of the City of Fort Bragg. The City of Fort Bragg boundary includes five island areas (non-contiguous land) that overlap the District boundary and are shown in yellow in Figure 1-1 (see Section 4.1.2 for more information).

On September 12, 2011, the Commission approved a reorganization application per LAFCo Resolution No. 2011-02 to remove 862.2 acres from the District boundary. This project detached three areas of the District that overlapped the City of Fort Bragg boundary in order to be consistent with prior approved City annexations, and detached an overlap area of the District located south of Caspar Creek that was also served by the Mendocino Fire Protection District.

On May 6, 2013, the Commission approved the North of Ten Mile River Annexation application per LAFCo Resolution No. 12-13-04; the change of organization was ordered by the Commission on September 3,

2013 following a Protest Hearing held on July 31, 2013. This project added a contiguous area of 1,200 acres, comprised of 66-parcels, located north of the Ten Mile River to the District boundary.

(LAFCo, 2018; FBRFPD, 2018)

2.1.3 SERVICES

The District provides the following services: structural fire protection, first responder for emergency medical services and hazardous materials incidents, rescue and extrication, cliff and close to shore ocean rescue, fire prevention, and wildland fire protection (refer to Section 3.1.1 for more information).

2.2 GOVERNMENT STRUCTURE

2.2.1 JOINT POWERS AUTHORITY

Originally, the Fort Bragg Rural FPD and the City of Fort Bragg used the same fire station and volunteer firefighters and officers, while maintaining separate fire engines and equipment. In the early 1980's, the District and the City first entered into a mutual aid agreement for fire services. In 1990, the District and the City mutually agreed to jointly provide fire protection services within the boundaries of their two agencies under a Joint Powers Authority (JPA) and created the Fort Bragg Fire Protection Authority (FBFPA or Fire Authority) by a JPA Agreement on June 14, 1990. The original JPA Agreement was superseded on March 28, 2005 and remains in effect.

Under the JPA Agreement, the Fire Authority is a public entity that is legally separate from the District and the City and is authorized to provide fire protection services within the jurisdictional boundaries of the District and the City; approximately 80-square miles. The Fire Authority has the power to make or enter into contracts, to acquire, lease, rent, construct, manage, maintain, operate, or dispose of any services, equipment, improvements, or property necessary to carry out its responsibilities, to incur debts, liabilities, or other obligations which do not accrue to the member agencies, and to sue or be sued in its own name.

Specific duties and responsibilities of the Fire Authority include the following:

- Have any and all powers relating to fire protection, fire suppression, and emergency rescue authorized by law.
- Have the sole authority to consider and establish policies and procedures as necessary.
- Fund, direct, and oversee fire operations including directing the Fire Chief, an at-will employee.
- Appoint and remove, employ and discharge, prescribe the duties and establish any compensation, of all officers, agents, and employees.
- Supervise all officers, agents, and employees to ensure that their duties are performed properly.
- Hold monthly meetings and special meetings as needed subject to the Brown Act.
- Have Standing and Ad Hoc committees as may from time to time be designated by resolution of the Board of Directors.
- Adopt a budget on or before the beginning of the fiscal year.
- Elect officers for the term of one year. A vacancy in any office shall be filled by the Board of Directors.

The Fort Bragg Volunteer Fire Department (FBVFD or Fire Department) was formed in October of 1891. The Fire Department is a 501(c)(3) non-profit organization that supports the activities of the Fire Authority. The Fire Department recruits and maintains volunteer Officers and Firefighters. Under agreement with the Fire Authority, the Fire Department volunteer workforce is dispatched to all service

calls in the District and City boundaries. The Fire Department also accepts charitable funds and hosts fundraisers and capital campaigns that support donations to the Fire Authority for purposes of purchasing equipment and making facility improvements, as needed.

(LAFCo, 2011; FBFPA, 2005; Fort Bragg, 2018; FBVFD: 2018, 2019)

2.2.2 GOVERNING BODY

2.2.2.1 Fort Bragg Rural FPD

The District is governed by a five-member Board of Directors elected at-large to serve staggered four year terms (Table 2.2). In order to be elected to the Board, candidates must be registered voters residing within the District boundaries. If there are insufficient candidates for election, or if the number of filed candidates is equal to the number of vacancies, then Board members may be appointed in lieu of election by the County Board of Supervisors. The Board of Directors elects officers, including a President (Chairman), Vice-President, and Treasurer, and two Board members to represent the District on the JPA Board of Directors, every two years at the January Board meeting following a District Board of Directors election. There are no term limits for serving as an Officer of the Board. The Fire Chief/Office Clerk serves as the Board Secretary. Board members do not receive a stipend for attending meetings; however, tuition, travel, lodging, meals, and other expenses incurred by a Board member for educational conferences and professional meetings may be reimbursed per established Board policy. (FBRFPD, 2018)

| Title | Term Expiration |
|---|------------------------|
| Director | Nov 2020 |
| Director | Nov 2022 |
| Director | Nov 2020 |
| Director | Nov 2020 |
| Director | Nov 2022 |
| * The Fire Chief serves as Secretary of the Board of Directors. | |

Source: FBRFPD: 2018, 2019.

Regularly scheduled meetings for the District Board of Directors are held on the Wednesday following the fourth Tuesday of every month, when the Fire Authority Board meets, starting at 7:00 p.m. at the Main Fire Station located at 141 N. Main Street in Fort Bragg. In accordance with the Brown Act, all meetings are open to the public and are publicly posted a minimum of 72 hours prior to regular meetings and a minimum of 24 hours prior to special meetings at the meeting location. Meeting agendas are sent via email or fax to anyone that has requested such notification and sent to local radio stations. Minutes are kept for all Board meetings and are available upon request. There are currently no standing committees of the District Board of Directors. (LAFCo, 2011; FBRFPD, 2018)

2.2.2.2 Fort Bragg Fire Protection Authority

The Fire Authority is governed by a five-member Board of Directors appointed to serve two-year terms. The Fire Authority Board consists of two members from the District, two members from the City, and one at-large member. The at-large member is appointed during a joint meeting of the District Board of Directors and the Fort Bragg City Council. The Fire Authority Board elects unpaid officers each year including a Chair, Vice-Chair, and Treasurer. The Fire Chief serves as the Board Secretary.

Regularly scheduled meetings for the Fire Authority Board of Directors are held on the fourth Tuesday of every month starting at 5:00 p.m. at the City of Fort Bragg Town Hall located at 363 N. Main Street in Fort Bragg. A quorum consists of a majority of the Board provided that at least one member appointed by each represented agency are present. No action can be taken by the Board except upon the affirmative vote of a majority of the members of the Board, which includes at least one member appointed by the governing body of the District and the City.

(LAFCo, 2011; FBRFPD, 2019)

2.2.3 PUBLIC OUTREACH

In addition to public meetings, the District and the Fire Authority try to reach constituents through community outreach efforts. The Fort Bragg Volunteer Fire Department is very involved in community events such as Water Fights on Labor Day, Lighted Truck Parade, Candy Cane Run with Canned Food Drive, and the Annual Fireman's Ball and Tri Tip BBQ fundraisers. In addition, volunteer firefighters give fire prevention education presentations at local schools and the Main Street Fire Station. (FBVFD, 2018)

The District does not maintain a website. However, the City of Fort Bragg maintains a website at <https://city.fortbragg.com/372/Fire-Department> that provides information regarding the Fire Authority and Board of Directors, Fire Department operations and history, and includes a link to the Fort Bragg Volunteer Fire Department's Facebook Page.

An agency website can be a helpful communication tool to enhance government transparency and accountability and to provide details regarding agency services and programs. The District could create a website to provide information regarding the current District Board of Directors, staff, and upcoming Board meeting information in addition to posting past Board meeting agendas and staff reports, public hearing notices, adopted ordinances and resolutions, adopted budgets, financial audit reports, and the District fee schedule.

2.2.4 COMPLAINTS

The public can submit written or provide verbal comments or complaints at the District Board of Directors meetings during the general public comment period. The District has not received any significant complaints in the last two years. (FBRFPD, 2019)

2.2.5 ACCOUNTABILITY

The District has an adopted Policy Handbook that addresses the Board of Directors elections, officers, code of ethics, meeting conduct, decisions, rules of order, and responsibilities in addition to administrative, financial, and general operating policies and procedures for the District. The Fire Authority has adopted Personnel Rules and Regulations that address policies related to employment classifications, volunteers, recruitment, compensation, leave, rules of conduct, disciplinary action, safety, dress code, use of equipment, travel, and training.

The Political Reform Act requires all state and local government agencies to adopt and promulgate a Conflict of Interest Code pursuant to Government Code §81000 et seq.

The Political Reform Act also requires persons who hold office to disclose their investments, interests in real property, and incomes by filing a Statement of Economic Interests (Fair Political Practices Commission Form 700) each year pursuant to Government Code §87203.

According to AB 1234, if a local agency provides compensation or reimbursement of expenses to local government officials, then all local officials are required to receive two hours of training on public service ethics laws and principles at least once every two years and establish a written policy on reimbursements pursuant to Government Code §53235.

The District complies with the above requirements (FBRFPD, 2018).

Refer to **Appendix A** for a brief list of educational resources regarding open government laws.

2.3 OPERATIONAL EFFICIENCY

2.3.1 MANAGEMENT AND STAFFING

The District and the City do not have employees that provide fire protection services. The Fire Authority is staffed with four paid positions including a full-time Fire Chief, a part-time Fire Prevention Officer, a part-time Maintenance Engineer, and a part-time Office Manager. The Fire Authority personnel are supplemented by the volunteer workforce from the Fort Bragg Volunteer Fire Department. The Fire Authority does not maintain a contract for legal services; they seek legal advice from County Counsel or an independent qualified Attorney as needed. (LAFCo, 2011; FBRFPD: 2018, 2019)

The maximum number of volunteers that the FBVFD can support is 40 regular members and 10 auxiliary members. Currently, the FBVFD has 32 volunteer firefighters and 4 auxiliary members. The average age of the volunteer firefighters is 43. The District reports that the current staffing level is adequate to deliver services and there are sufficient volunteers available during daytime hours. However, the District acknowledges that there may be a time when volunteer resources will no longer be sufficient to meet demand and the community will need to determine their willingness to pay for additional staffing at that time. (LAFCo, 2011; FBRFPD; 2018, 2019)

The following table provides information regarding the current staff resources dedicated to providing fire protection services to the District and the City.

| Title | Career | Paid On-Call | Volunteer* |
|---|---------------|---------------------|-------------------|
| Fire Chief | 1 | | |
| Assistant Chief | | | 3 |
| Battalion Chief | | | 2 |
| Fire Captain | | | 4 |
| Firefighter | | | 23 |
| Fire Prevention Officer | 1 | | |
| Maintenance Engineer | 1 | | |
| Office Manager | 1 | | |
| *There are 16 EMTs and 1 Paramedic that operates at an EMT level. | | | |

Source: FBRFPD: 2018, 2019.

The Fire Chief is responsible for managing the daily operations of fire protection services provided under the Fire Authority and specific duties include the following:

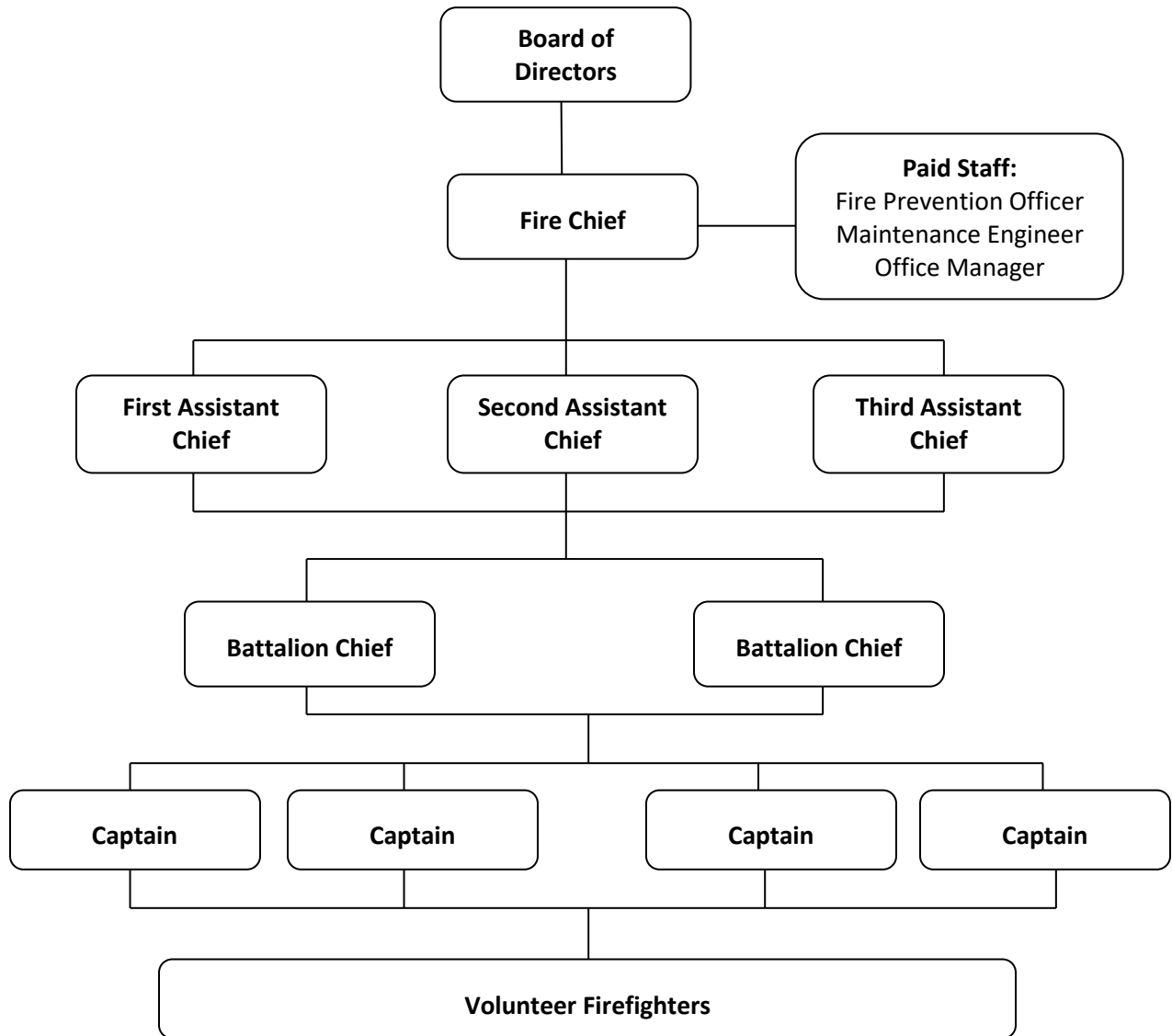
- Supervise the fire protection and suppression functions of the City of Fort Bragg and Fort Bragg Rural Fire Protection District.

- Administer efficient and effective management of fire operations.
- Appoint all chief officers from within with the approval of the FBVFD.
- Approve all new volunteers as to their physical and mental capabilities to perform as firefighters.
- Evaluate organizational structure and make modifications as necessary to improve and maintain the level of fire protection and suppression services.
- Develop administrative systems for purchasing of supplies and materials.
- Prepare annual budget after consultation with FBVFD officers.
- Review development plans for fire safety adequacy.
- Develop long range plans for equipment replacement.
- Respond to citizen inquiries and complaints.
- Recommend ordinances or regulation changes to improve fire protection.
- Participate as a member of the Technical Advisory Committee.
- Attend meetings of the City of Fort Bragg Public Safety Committee, Fort Bragg Rural FPD Board of Directors, and Fire Authority Board of Directors.
- Supervise Fort Bragg Fire Protection Authority employees and manage FBVFD volunteer workforce.

(LAFCo, 2011)

Refer to Figure 2-1 below for the Fire Authority's organizational chart.

Figure 2-1 Fire Authority Organizational Chart



Source: FBRFPD, 2019.

2.3.2 AGENCY PERFORMANCE

A component of monitoring agency performance is routinely evaluating staff productivity. The District does not have employees. The Fire Authority, on behalf of the District and the City, tracks employee workload through regular timesheets. The Fire Authority informally evaluates employee performance for paid staff on a weekly basis, but does not prepare written annual evaluations.

In addition, the Fire Chief informally evaluates volunteers as part of training sessions. Volunteer firefighters have a weekly regular training schedule on Thursdays from 7:00 to 10:00 pm. Volunteer firefighters are encouraged to attend 75% of all mandatory trainings per year. Volunteer firefighters are trained to a Firefighter 1 level and must meet first responder level under Title 22 requirements.

The Fire Authority maintains an emergency response log and training records. During the monthly District Board meetings, the Fire Chief provides a report on all emergency calls that occurred since the prior meeting and provides an update on Fire Authority and FBVFD activities.

The District periodically identifies additional opportunities to achieve operational efficiencies by regularly attending regional fire agency meetings and discussing best practices.

(LAFCo, 2011; FBRFPD: 2018, 2019)

2.3.3 SHARED FACILITIES AND REGIONAL COLLABORATION

In addition to participating in the Fire Authority, the District works cooperatively with other public agencies to deliver services more effectively or efficiently by sharing public facilities, resources, and service responsibility when feasible. For example, the Fire Authority staffs the Fort Bragg CAL FIRE Station when requested and when volunteers are available. The Fire Authority collaborates with other public agencies and emergency response providers through the countywide dispatch service call system and mutual aid agreements (refer to Sections 3.1.1.4 and 3.1.1.5 for more information).

The District also participates in regional and/or service-specific associations and organizations including the Mendocino County Fire Chiefs Association, the Mendocino County Association of Fire Districts, the Fire Districts Association of California, and the California Special Districts Association.

There are no additional opportunities for the District to achieve management or operational efficiencies identified during the preparation of this MSR. There is no recommendation for a reorganization of local fire protection service providers in the area at this time.

2.4 FINANCES

2.4.1 CURRENT FISCAL HEALTH

The Fire Authority annual budget is approved by the District and City and adopted by the Fire Authority at the May Board meeting. Funding responsibility for the Fire Authority operating budget is shared by the District and the City and the share of operating costs is calculated based on a three-year service call ratio average. Typically, the City averages a higher percentage of service calls and therefore pays a higher percentage of the approved budget, with the District paying the remaining amount. The following table (Table 2.4) provides an overview of the Fire Authority operating budget and respective shares for each agency for the past five years. (LAFCo, 2011; FBRFPD, 2018)

| Fiscal Year | Operating Budget | District Share | City Share |
|---|-------------------------|-----------------------|-------------------|
| 2013-14 | \$649,992 | 43% | 57% |
| 2014-15 | \$658,200 | 45% | 55% |
| 2015-16 | \$677,976 | 44% | 56% |
| 2016-17 | \$698,360 | 45% | 55% |
| 2017-18 | \$718,776 | 45% | 55% |
| 2018-19 | \$735,448 | * | * |
| * To be calculated at the end of the fiscal year. | | | |

Source: FBRFPD, 2018.

The District prepares an annual budget and submits the budget to the Mendocino County Auditor-Controller in August each year. The budget serves as a financial planning tool and an expense control system. A written summary of monthly expenditures is provided at District Board meetings and all checks issued require two signatures by active Board members. The most recent independent financial audit report for the District was prepared by Pehling and Pehling, CPAs on December 29, 2017 for Fiscal Year (FY) 2013-14 and FY 2014-15. (LAFCo, 2011; FBRFPD: 2018, 2019)

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.

| Table 2.5 Financial Summary | | | |
|---|------------------|-------------------|------------------|
| | FY 14-15 | FY 15-16 | FY 16-17 |
| Beginning Fund Balance | \$526,647 | \$1,899,897 | \$1,747,446 |
| Ending Fund Balance | \$1,899,897 | \$1,747,446 | \$471,960 |
| Revenues | | | |
| Property Taxes | \$200,157 | \$215,554 | \$218,051 |
| Special Tax/Assessment | \$167,743 | \$170,178 | \$169,744 |
| Other Taxes & Assessments | \$0 | \$0 | \$43,816 |
| Intergovernmental | \$0 | \$0 | \$43,848 |
| Charges for Services | \$0 | \$0 | \$0 |
| Other State | \$0 | \$0 | \$0 |
| Interest Income | \$888 | \$3,108 | \$2,547 |
| Other Revenue | \$0 | \$0 | \$0 |
| Total Revenues | \$368,788 | \$388,840 | \$478,006 |
| Expenses | | | |
| Salaries & Employee Benefits | \$0 | \$0 | \$0 |
| Contributions to other Agencies | \$0 | \$0 | \$394,216 |
| Debt Service | \$5,889 | \$6,000 | \$0 |
| Services & Supplies | \$338,557 | \$361,371 | \$9,368 |
| Capital Outlay | \$0 | \$297,980 | \$0 |
| Interest Expense | \$1,000 | \$800 | \$0 |
| Other Expenses | \$0 | \$0 | \$0 |
| Total Expenses | \$345,446 | \$666,151 | \$403,584 |
| Revenues Over/Under Expenditures | \$23,342 | -\$277,311 | \$74,422 |

Source: CSCO: 2017, 2018.

According to the financial information in the table above, the District generally operates at a net income or revenue gain which is a key measure of fiscal health and indicates that the District does not need to utilize reserve funds to balance the budget or meet current operating costs. The District also maintains a sufficient fund balance to protect against unexpected costs.

On June 5, 2018, the voters in the District approved Measure D to replace the existing special tax of \$18.75 per unit established in 2002 with a new tax of \$25.00 per unit to maintain and improve fire protection, suppression activities, and prevention; to acquire and maintain equipment or apparatus; and to increase the District's medical and rescue services. The District estimates that this new annual special tax will increase revenues by approximately \$55,914 annually. The special assessment tax is based on the number of units on a given parcel. For example, a residential parcel of less than 3-acres with one single-family residence is assigned a unit value of 2 and an assessment of \$50 per year. If the same property had a second home it would be assigned an additional unit and be assessed an additional \$25 per year. A higher unit value is assigned for commercial uses such as Heavy Industrial, Packing Plants, and Hospitals. (LAFCo, 2011; Mendocino, March 2018)

Mendocino County disbursed a share of Proposition 172 funds to Fort Bragg Rural FPD as follows: \$35,856 in FY 2016-17 and \$34,066 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. Based on the current adopted County Budget, the same level of Proposition 172 funding will be provided in FY 2018-19 based on actual Proposition 172 receipts from the most recent year (Mendocino, June 2018).

The Fire Authority participates in Strike Team assignments for wildland fire incidents throughout the State and receives reimbursement for firefighters and the responding fire engine from the out-of-county California Fire Assistance Agreement (CFAA). The FBVFD raises approximately \$20,000 annually from donations and fundraising activities and purchases equipment to provide to the Fire Authority. (FBRFPD, 2019)

2.4.2 LONG TERM FINANCIAL CONSIDERATIONS

2.4.2.1 Reserves

The District does not have a policy related to financial reserves; however, the District's current practice is to set aside \$40,000 annually for the Fire Authority's Engine Replacement Plan. The District currently has \$200,000 in their account with the Mendocino County treasury and \$35,938 in an account with a local credit union earmarked as restricted funds to be used for engine replacement. In an emergency, the District Board could approve by majority vote to use this funding for another purpose. The District's current special tax would need to be increased to provide for the accumulation of reserves to safeguard the District and plan for significant future expenses beyond engine replacement. (FBRFPD, 2019)

2.4.2.2 Outstanding Debt

The District currently does not have any outstanding debt. (FBRFPD, 2018)

2.4.2.3 Capital Improvement Plan

The Fire Authority is responsible for prioritizing and budgeting for all capital needs of the District and the City, including on-going operations and maintenance costs. The Fire Authority maintains an Engine Replacement Plan and the District contributes \$40,000 annually for implementing this plan (refer to Section 3.1.3.2 for more information). The Fire Authority also maintains a small Capital Improvement Fund. When a project exceeds available funds, the project is put on hold until another source of funding is identified. (FBRFPD, 2019)

Fort Bragg Rural Fire Protection District

**Statement of Net Position
June 30, 2014
and
June 30, 2015**

| <u>ASSETS</u> | <u>2014</u> | <u>2015</u> |
|---|--------------------|--------------------|
| <u>Current Assets:</u> | | |
| Cash | \$ 409,632 | \$ 433,364 |
| Accounts Receivable | 45,499 | 45,499 |
| Deposits & Prepaid Expenses | 82,275 | 84,747 |
| Total Current Assets | <u>537,406</u> | <u>563,610</u> |
| <u>Capital Assets:</u> | | |
| Land | 113,420 | 113,420 |
| Total Capital Assets | <u>113,420</u> | <u>113,420</u> |
| TOTAL ASSETS | <u>650,826</u> | <u>677,030</u> |
| <u>DEFERRED OUTFLOW</u> | | |
| TOTAL DEFERRED OUTFLOW | <u>-</u> | <u>-</u> |
| TOTAL ASSETS AND DEFERRED OUTFLOWS | <u>650,826</u> | <u>677,030</u> |
| <u>LIABILITIES</u> | | |
| <u>Current Liabilities:</u> | | |
| Current Portion of Long-Term Debt | 5,889 | 6,189 |
| Accounts Payable | - | - |
| Total Current Liabilities | <u>5,889</u> | <u>6,189</u> |
| <u>Long-term Liabilities:</u> | | |
| Long-Term Debt | 7,026 | 837 |
| Total Long-term Liabilities | <u>7,026</u> | <u>837</u> |
| TOTAL LIABILITIES | <u>12,915</u> | <u>7,026</u> |
| <u>DEFERRED INFLOWS</u> | | |
| TOTAL DEFERRED INFLOWS | <u>-</u> | <u>-</u> |
| TOTAL LIABILITIES AND DEFERRED INFLOWS | <u>12,915</u> | <u>7,026</u> |
| <u>NET POSITION</u> | | |
| Net Investment in Capital Assets | 100,505 | 106,394 |
| Unrestricted | 537,406 | 563,610 |
| TOTAL NET POSITION | <u>\$ 637,911</u> | <u>\$ 670,004</u> |

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

2.5 GROWTH

2.5.1 PRESENT AND PLANNED LAND USE AND DEVELOPMENT

The Fort Bragg Rural FPD boundary contains a variety of land uses including commercial and residential development adjacent to the City of Fort Bragg, various tourist-based commercial and recreational areas along State Highway 1, and transitioning to rural residential, agricultural and open space lands, and large tracts of forest and range 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's Coastal and Inland General Plan and Zoning Regulations.

For the Fire Authority, the primary area with existing development pressure is in the City of Fort Bragg, including redevelopment of the old Georgia Pacific mill site (refer to the 2017 MSR prepared for the City of Fort Bragg for more information). In addition, the Noyo Harbor is a significant commercial hub and tourist attraction located south of the City limits and is developed with restaurants, fishing-related businesses, and an extensive marina. There is a commercial center within the City limits located south of the Noyo River and the Todd Point residential subdivision is located outside the City limits and west of this commercial center. There are also various lodging and commercial areas located along State Highway 1. Developed areas in the northern portion of the City limits include a low-density residential area along the Pudding Creek riparian corridor and industrial businesses north of Pudding Creek. (Mendocino, 2008)

There have been no significant new development projects built within the District in the last 5 years. In addition, no substantial new development is anticipated for the District in the foreseeable future.

2.5.2 EXISTING POPULATION AND PROJECTED GROWTH

The Fire Authority is estimated to serve approximately 15,000 residents (LAFCo, 2011), including a population of 7,287 in the City of Fort Bragg (LAFCo, 2017) and a remaining population of 7,713 in the District. The 15,000 population estimate is consistent with the 2013-2017 American Community Survey (ACS) 5-Year Population Estimates for the area based on zip codes and are as follows: 95437 has a population of 14,489 and 95437 has a population of 752 for a total estimated population of 15,241 (USCB, 2018). There are also large influxes of visitors to the area during the summer and fishing season. The population of the District is heavily concentrated near the coast; however, there are many homes built in remote locations within the rural portion of the District boundary.

Population growth is expected to increase at an annual rate of approximately 0.5% for Mendocino County (DOT, 2017). The table below shows the projected growth for the District over a ten year period based on this small estimated annual growth rate.

| 2017 Population | Annual Growth Rate (%) | Projected Population Increase (2027) | Total Projected Population (2027) |
|------------------------|-------------------------------|---|--|
| 7,713 | 0.5 | 386 | 8,099 |

The District is anticipated to experience minimal change in population size over the next 5-10 years.

With minimal growth anticipated, future service demands are projected based on the number and type of prior year service calls and tracking historical trends.

2.6 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 State MHI of \$63,783, or \$51,026 (USCB, 2017). 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 unincorporated communities of Caspar and Cleone are Census Designated Places (CDPs) and are the population centers within the District. Caspar has an MHI of \$73,776 and Cleone has an MHI of \$44,000 (USCB, 2018); Cleone qualifies as a DUC. The incorporated City of Fort Bragg is not located within the District boundary, but is a major population center adjacent to the District. Fort Bragg has an MHI of \$41,273 (USCB, 2018). While the City MHI is less than 80% of the State MHI, the City does not qualify as a DUC because it is an incorporated area. The areas surrounding Caspar, Cleone, and Fort Bragg may 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 wastewater services, and is therefore not responsible for ensuring that these services are adequately provided to the community.

3 MUNICIPAL SERVICES

A Municipal Service Review (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. The MSR determinations inform the SOI Update process and assist LAFCo in considering the appropriateness of a public service provider's existing and future service area boundary. The information and analysis presented in Chapters 2 and 3 of this document form the basis for the MSR determinations provided under Section 3.1.4.

3.1 FIRE PROTECTION SERVICES

This section provides information regarding the municipal services provided by the Fort Bragg Rural Fire Protection District. This is the second MSR prepared for the District; the first one was adopted by the Commission on September 12, 2011 (LAFCo Resolution No. 2011-01).

3.1.1 SERVICE OVERVIEW

Through the Fire Authority, the District provides structural fire protection, first responder for emergency medical services and hazardous materials incidents, rescue and extrication, cliff and close to shore ocean rescue, fire prevention, and wildland fire protection.

The entire District is located within the State Responsibility Area (SRA) and the District, through the Fire Authority, is responsible for responding to wildfires within the District boundary. During wildfire season, the California Department of Forestry and Fire Protection (CAL FIRE) is also dispatched to wildfires in the SRA, and the first agency to respond generally assumes the role of Incident Command (IC). The Fire Authority is often the first to respond to such incidents, particularly during non-wildfire season months when the Fort Bragg CAL FIRE Station is not staffed. The City of Fort Bragg is located within the Local Responsibility Area (LRA) and CAL FIRE normally does not respond to wildfires within this designation.

The Fire Authority does not have a hazardous materials response team. Mendocino County's Redwood Empire Hazardous Incident Team (REHIT) is responsible for HAZMAT incidents including direct management and control of the event. All firefighters take the Haz-Mat FRO (First Responder Operational) course within their first year as members of the FBVFD. The Fire Department has the materials needed and the capabilities to set up decontamination zones, as well as diking, absorbing, and controlling a basic hazardous material spill. The Fire Authority offers fire safe inspections to all existing commercial and institutional buildings. A weed abatement program is enforced within the City of Fort Bragg. Upon request, the Fire Authority will make recommendations to residents regarding defensible space, fuel load, fire rated roofing, accessibility, signage, and other issues regarding fire prevention. (LAFCo, 2011)

3.1.1.1 Customers

The Fire Authority is estimated to serve approximately 15,000 residents, including a population of 7,287 in the City of Fort Bragg and a remaining population of 7,713 in the District (refer to Section 2.5.2 for more information). There are also large influxes of visitors to the area during the summer and fishing season.

3.1.1.2 Contract Services

The District does not maintain contracts with individual property owners to provide services outside its boundary. However, as part of the JPA, the Fire Authority responds to service calls both within the District and the City boundaries.

3.1.1.3 Adjacent Providers

Local fire protection providers adjacent to the District include the City of Fort Bragg and the Mendocino Fire Protection District to the south. The Westport Volunteer Fire Department is located approximately 6-miles north of the District's northern boundary line. The areas located north, east, and southeast of the District are not within the jurisdiction of a local fire agency. These areas are within the State Responsibility Area (SRA) and receive wildland fire protection services from CAL FIRE during wildfire season and local fire agencies when dispatched.

Ambulance or medical transport service is provided within the District and the City by the Mendocino Coast Healthcare District.

3.1.1.4 Dispatch

In Mendocino County, dispatch for fire protection services and Emergency Medical Services (EMS) are provided by the CAL FIRE Emergency Communications Command Center (ECC) at the Howard Forest Station near Willits. Mendocino County pays for dispatch services from a portion of Proposition 172 funds.

Due to the dynamic and unpredictable nature of emergencies, multiple public agencies could be dispatched to a single service call. In responding to medical emergencies, local fire protection and ambulance service providers are often dispatched simultaneously. In many cases, local fire agencies are the first to arrive on scene and provide first aid and basic life support while preparing the patient for transport to a hospital.

An emergency backup for the coastal repeater tower is needed and an upgraded system is needed to eliminate dark spots. (LAFCo, 2011)

3.1.1.5 Mutual and Automatic Aid Agreements

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. The Fire Authority maintains a verbal agreement with the Mendocino Fire Protection District for mutual aid and written agreement with the Westport Volunteer Fire Department for automatic aid on structure fires (FBRFPD, 2018).

The Fire Authority primarily serves residents and property within the District and City jurisdictional boundaries. However, 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. Therefore, the Fire Authority response area is larger than the District and the City boundaries based on the Countywide Mutual Aid System. According to the 2015 Mendocino County Community Wildfire Protection Plan, the Fire Authority is within Mutual Aid/Planning Zone 4, which includes the City of Fort Bragg, Mendocino Fire Protection District, Albion-Little River Fire Protection District, Comptche Community Services District, and Westport Volunteer Fire Department (MCFCA, 2015).

In addition to the local mutual aid system, the Fire Authority participates in the California Fire Service and Rescue Emergency Mutual Aid System for wildland fire incidents throughout the State. The Fire Authority responds to out-of-County fire incidents upon request and when the remaining equipment and personnel are capable of providing service to the District and City.

(LAFCo, 2011; FBRFPD: 2018, 2019)

3.1.2 SERVICE ADEQUACY

3.1.2.1 Service Calls

The following table provides a summary of the total number and types of service calls the Fire Authority responded to during years 2013 through 2017.

| Service Call Type | 2013 | 2014 | 2015 | 2016 | 2017 |
|---------------------------|------|------|------|------|------|
| Structure/Vegetation Fire | 91 | 61 | 60 | 78 | 72 |
| Wildland Fire | 0 | 0 | 0 | 0 | 0 |
| EMS/ALS | 143 | 163 | 150 | 208 | 202 |
| Rescue and Extrication | 103 | 108 | 155 | 124 | 129 |
| Hazardous Conditions | 56 | 37 | 63 | 70 | 62 |
| Public Assist | 37 | 139 | 98 | 117 | 89 |
| Mutual Aid | 5 | 5 | 7 | 5 | 10 |
| False Alarm | 70 | 96 | 43 | 82 | 98 |
| Other | 20 | 8 | 3 | 16 | 13 |
| TOTAL | 525 | 617 | 579 | 700 | 675 |

Source: FBRFPD, 2018.

The Fire Authority responds to 500 to 700 calls per year, varying from structure fires to public assistance. The majority of service calls are related to emergency medical responses. The Fire Authority can successfully manage multiple service calls in one day and simultaneously.

The Structure/Vegetation Fire category in the table above includes calls for vegetation fires that are not considered wildland fires. The Fire Authority also responds to larger fires located outside the District boundary which is accounted for in the Mutual Aid category in the table above. The Hazardous Conditions category in the table above involves calls related to downed power lines, suspicious odors, and potentially hazardous materials.

(FBRFPD: 2018, 2019)

3.1.2.2 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. 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.

Emergency response time standards vary by the level of urbanization of an area; the more urban an area, the faster a response should be. The Coastal Valleys EMS Agency has established recommended guidelines for response times which apply to Mendocino County. For 90% of emergency responses, response times for first responders should not exceed 5-minutes in metropolitan to urban areas, 15-minutes in suburban to rural areas, and 30-minutes for wilderness areas (CVEMSA, 2012). These standards are intended for ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies. The National Fire Protection Association (NFPA) has also established industry standards for response time performance based on the service structure of the agency: NFPA 1710 for agencies with paid staff and NFPA 1720 for agencies with volunteer staff. NFPA 1720 recommends the following response times: 9-minutes in urban areas 90% of the time, 10-minutes in suburban areas 80% of the time, 14-minutes in rural areas 80% of the time, and in remote areas response time is directly dependent on travel distance (NFPA, 2010). The Fire Authority would fall under the NFPA 1720 category.

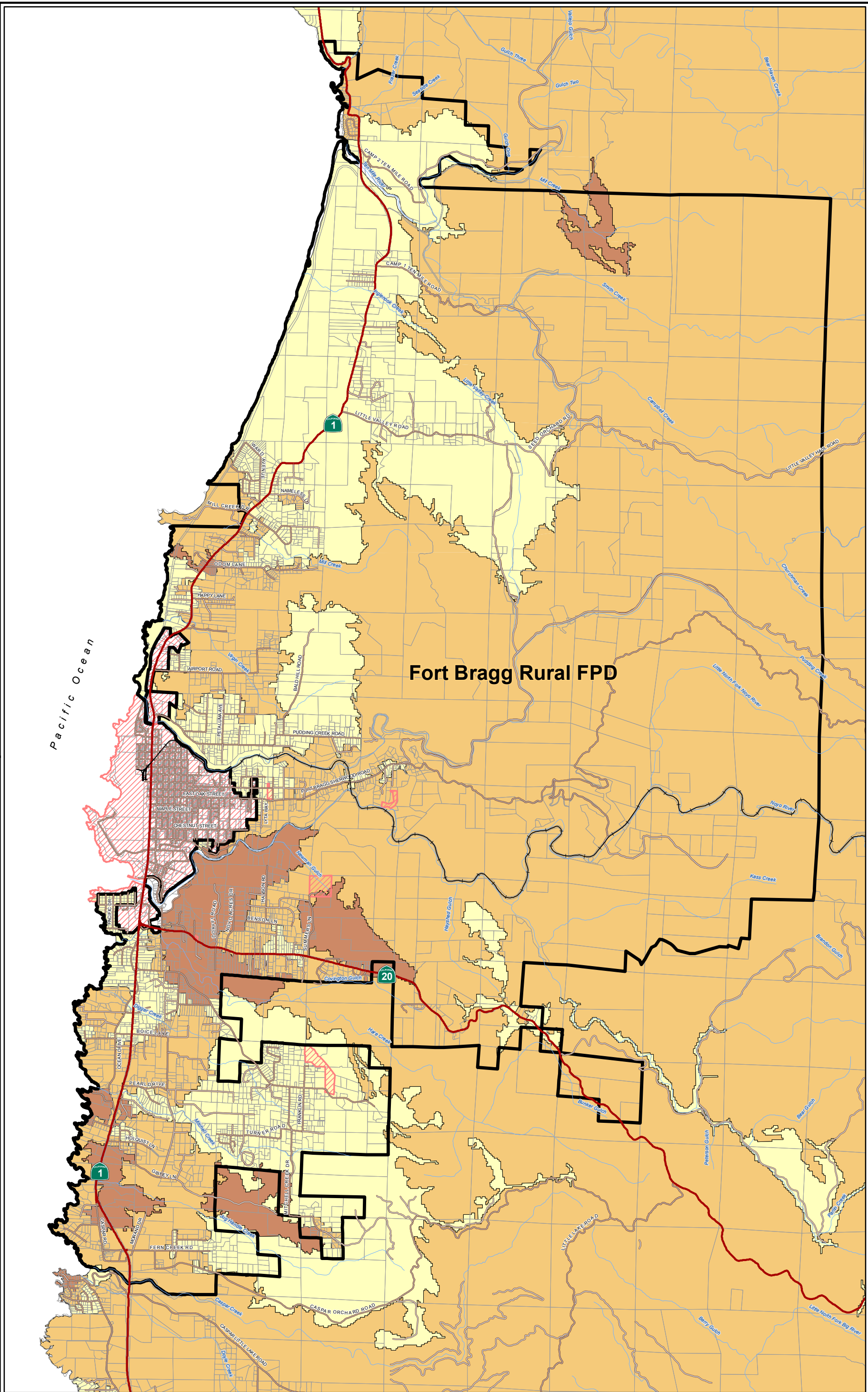
The Fire Authority's average response time is six to eight (6-8) minutes for fire and medical emergencies. Overall response time varies by call location. Emergency response personnel are generally able to arrive on scene within five to seven (5-7) minutes within City limits and within fifteen (15) minutes for remote locations. Prior policy allowed EMT volunteers with personal EMS bags to go directly to the scene of an emergency to expedite response. The current policy requires volunteers to report to the fire station and travel with the responding fire engine, unless the incident is located on the way to the fire station in which case the volunteer may drive directly to the incident. (LAFCo, 2011; FBRFPD: 2018, 2019)

The remote rural residential portions of the District do not have adequate address signage and often have locked gates, which negatively impacts response times. (LAFCo, 2011)

3.1.2.3 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 rating classifies fire service in communities with a ranking from 1 to 10, indicating the general adequacy of coverage. 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.

The City of Fort Bragg has an ISO rating of 3 and the District has an ISO rating of 4. Areas of the District that are not served by a public water and hydrant system and are beyond 5-miles from a fire station have an ISO rating of 10. (LAFCo, 2011; FBRFPD, 2019)



Fort Bragg Rural FPD

Fort Bragg Rural Fire Protection District, Fire Hazard Zones

Source: This map was prepared by the County of Mendocino Division of Information Services GIS Program, February 2019.

Note: This map is not a survey product.

- Fort Bragg Rural Fire Protection Dist.
- Very High Fire Hazard
- High Fire Hazard
- Moderate Fire Hazard
- City of Fort Bragg
- Parcels
- Highways
- Roads
- Rail Roads
- Streams



While wildfires are a natural occurrence in California, the effects of prolonged drought, record high temperatures, and longer fire seasons are resulting in increasingly extreme and destructive wildfires. There is a growing trend of insurance companies issuing non-renewal notices for existing homeowner's insurance policies due to high wildfire risk. The insurability of property has historically been closely tied to the ISO rating classification system. With the changing landscape of wildfires in California, some insurance companies are moving away from ISO rating altogether and some are also relying on information regarding the level of fire severity established by CAL FIRE. With more sophisticated fire behavior modeling available, CAL FIRE is anticipated to update the 2007 Fire Hazard Severity Zones mapping (Figure 3-1), which could result in property being re-classified into a higher fire severity zone and becoming less insurable. As a last resort, the California Fair Access to Insurance Requirements (FAIR) Plan is a fire insurance pool comprised of all California licensed insurers to provide insurance for property owners that are not able to obtain basic coverage in the voluntary insurance market. The District reports that there are properties within the District boundary that have received notice of non-renewal, but property owners are finding coverage from other insurance providers (FBRFPD, 2019).

3.1.3 FACILITIES AND INFRASTRUCTURE

The Fire Authority operates and maintains multiple capital assets including land, buildings, equipment, and infrastructure to provide services to the District and the City.

3.1.3.1 Facilities

The Fire Authority leases the following three facilities from the District and the City:

- The City-owned Main Street Fire Station, located at 141 N. Main Street in Fort Bragg, was built in the late 1940's and is approximately 13,062-square feet in size. The station consists of three sections. The oldest of these sections dates to 1947 and is not considered seismically safe. The north section of the station, which includes a truck garage, storage rooms, and a firefighter's lounge, was built with unreinforced masonry and will eventually need to be repaired. The south apparatus bay was constructed in 1977, and the office and crew room portions were constructed in 1977 and 1997. The City and the Fire Authority have engineering plans for retrofitting all three sections of the station to current seismic safety standards; however, funding is not available at this time.
- The City-owned Highway 20 Substation, located at 32270 Highway 20, was rebuilt in 2013 with a 40-foot by 60-foot metal building to house one Type I Engine and one 2000-gallon Water Tender and a separate 30-foot by 50-foot metal building to house specialty items such as a rescue boat and an Urban Search and Rescue (USAR) trailer.
- The District-owned Little Valley Fire Company Station, located at 33680 Little Valley Road, is improved with a 40-foot by 60-foot metal building built in 2011 to house one Type I Engine and one Type III Engine, two 5,000-gallon water storage tanks, a rocked driveway, and electrical, water, and sewer service. This site served as a water storage and engine refill facility prior to construction of the fire station. Adding this fire station and annexing properties within five-miles of this facility to the District boundary has helped property owners in the northern portion of the District address fire insurance needs.

(LAFCo, 2011; FBRFPD; 2018, 2019)

3.1.3.2 Equipment

The Fire Authority operates multiple fire engines and emergency response vehicles (Figure 3-2).

Figure 3-2 Fire Authority 2018 Schedule of Vehicles

| FORT BRAGG FIRE PROTECTION AUTHORITY SCHEDULE OF VEHICLES - 2018 | | | |
|---|-------------------|-------------------------|---------------|
| YEAR | MAKE | BODY | ID # |
| 2018 | GMC | Utility | 8340 |
| 2016 | Chevy | First Response | 8300 |
| 2015 | Freightliner | Tender | 8391 |
| 2015 | Pierce | Pumper | 8381 |
| 2010 | International | Type 3 engine | 8360 |
| 2009 | Ford | Utility | 8340 |
| 2008 | Dodge | Prevention/Duty Officer | 8320 |
| 2006 | Pierce | Quint/Aerial | 8386 |
| 2005 | Kenworth | Tanker | 8390 |
| 2002 | Ferrara | Pumper | 8380 |
| 1997 | F-350 | Rescue | 8331 |
| 1996 | International | Pumper | 8370 |
| 1989 | Ford | Pumper | 8385 |
| 1984 | Ford | Pumper | 8381 |
| 1983 | GMC | Mini-Pumper | 8330 |
| 1951 | Mack | Hose wagon | 8350 |
| Fort Bragg Volunteer Association-Owned Vehicles | | | |
| YEAR | MAKE | BODY | Fbfdt. |
| 1955 | Chevy | Pumper | "Muster" |
| 1926 | American LaFrance | Pumper | Antique |
| Trailers | | | |
| 2018 | Bauer Compressors | SCBA fill | SCBA Fill |
| 2006 | Interstate | MCI/ATV | MCI |
| 2004 | Wells Cargo | USAR | USAR |
| Miscellaneous | | | |
| 1999 | Zodiac | Boat | Boat |
| 2006 | Polaris | ATV | ATV |

Source: FBRFPD, 2018.

The current fire protection fleet is adequate to deliver services. The Fire Authority maintains an Engine Replacement Plan (Figure 3-3) to address future equipment needs. The Engine Replacement Plan was originally developed in 2007 based on a 25-year schedule for replacing engines. The plan is updated regularly to reflect the actual condition of vehicles and to address unanticipated needs. The Engine Replacement Plan is funded by an annual contribution of \$100,000 as follows:

- \$45,000 - City of Fort Bragg Fire Tax Fund
- \$40,000 - Fort Bragg Rural FPD Engine Replacement Reserves
- \$15,000 - JPA Apparatus Replacement Account (funded by out-of-District service calls)

Figure 3-3 Fire Authority 2018-2025 Engine Replacement Plan

| FORT BRAGG FIRE PROTECTION AUTHORITY ENGINE REPLACEMENT PLAN/FINANCES | | | | | | | |
|--|--|------------------------------|--|-------------------------|---|------------------|--|
| Date | City Fire Tax Predicted Transactions | City Fire Tax Ending Balance | Rural District Transactions | Rural District Balances | JPA ARA Transactions | JPA ARA Balances | Total Fire Engine Replacement Balances |
| 7/1/2018 | | \$224,000 | \$200,000 +\$76,819 (OPA ARA) | \$276,819 | \$133,244 | \$133,244 | \$634,063 |
| 7/1/2019 | +\$55,000 -\$216,000 (New Engine) | \$63,000 | +\$40,000 -\$184,000 (New Engine) | \$132,819 | \$15,000 -\$100,000 (New Engine) | \$48,241 | \$244,063 |
| 7/1/2020 | +\$55,000 | \$118,000 | +\$40,000 | \$172,819 | \$15,000 | \$63,244.00 | \$354,063 |
| 7/1/2021 | +\$55,000 -\$54,000 (New Rescue Truck) | \$119,000 | +\$40,000 -\$46,000 (New Rescue Truck) | \$166,819 | \$15,000 -\$50,000 New Rescue Truck | \$28,244.00 | \$314,063 |
| 7/1/2022 | +\$55,000 | \$174,000 | +\$40,000 | \$206,819 | +\$15,000 | \$43,249.00 | \$424,063 |
| 7/1/2023 | +\$55,000 | \$229,000 | +\$40,000 | \$246,819 | +\$15,000 | \$58,244.00 | \$534,063 |
| 7/1/2024 | +\$55,000 | \$284,000 | +\$40,000 | \$286,819 | +\$15,000 | \$73,244.00 | \$644,063 |
| 7/1/2025 | +\$55,000 | \$339,000 | +\$40,000 | \$326,819 | +\$15,000 | \$88,244.00 | \$754,063 |

Source: FBRFPD, 2018.

3.1.3.3 Water Supply

Available water supply for fire suppression varies based on location in the District and includes such resources as two 5,000-gallon water storage tanks at the Little Valley Fire Company Station, one 2000-gallon water tender, on-board tanks on fire engines, and other water supplies available for drafting such as ponds, rivers, and 2,000 to 10,000-gallon water tanks with fire department hook-ups on private property. In some cases, property located within the District near the City limits may have use of City fire hydrants in an emergency.

In the City of Fort Bragg, water for fire suppression is available from the City's public water system via 260 fire hydrants. Implementing projects to address low pressure in the City's water distribution system for the East and South Fort Bragg Pressure Zones is needed to provide adequate water pressure for fire flows.

(LAFCo, 2011; Fort Bragg 2017)

3.1.3.4 Needs and Deficiencies

Since the prior MSR prepared for the District in 2011, the District has constructed a fire station on the property located at the intersection of State Highway 1 and Little Valley Road and the City has rebuilt the fire station located along State Highway 20.

The buildings at the Main Street Fire Station need to be retrofitted to current seismic safety standards, but funding is not available at this time to implement this project.

3.1.4 DETERMINATIONS

This section presents the required MSR determinations pursuant to California Government Code §56430(a) for the Fort Bragg Rural Fire Protection District.

3.1.4.1 Growth

Growth and population projections for the affected area

1. The Fort Bragg Fire Protection Authority is estimated to serve approximately 15,000 residents, including a population of 7,287 in the City of Fort Bragg and a remaining population of 7,713 in the Fort Bragg Rural Fire Protection District. There are also large influxes of visitors to the area during the summer and fishing season. The population of the District is heavily concentrated near the coast; however, there are many homes built in remote locations within the rural portion of the District boundary.
2. Population growth is expected to increase at an annual rate of approximately 0.5% for Mendocino County. The District is anticipated to experience minimal change in population size over the next 5-10 years and no substantial new development is anticipated for the District in the foreseeable future.
3. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County's Coastal and Inland General Plan and Zoning Regulations.

3.1.4.2 Disadvantaged Unincorporated Communities

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

4. The unincorporated communities of Caspar and Cleone are the population centers within the District. Caspar has an MHI of \$73,776 and Cleone has an MHI of \$44,000; Cleone qualifies as a DUC. The incorporated City of Fort Bragg is not located within the District boundary, but is a major population center adjacent to the District. Fort Bragg has an MHI of \$41,273. While the City MHI is less than 80% of the State MHI, the City does not qualify as a DUC because it is an incorporated area. The areas surrounding Caspar, Cleone, and Fort Bragg may 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 wastewater services, and is therefore not responsible for ensuring that these services are adequately provided to the community.

3.1.4.3 Capacity of Facilities and Adequacy of Services

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

5. The Fort Bragg Fire Protection Authority responds to 500 to 700 calls for service per year and the average response time is six to eight minutes for fire and medical emergencies and fifteen minutes for remote locations. The City of Fort Bragg has an ISO rating of 3 and the Fort Bragg Rural Fire Protection District has an ISO rating of 4. Areas of the District that are not served by a public water and hydrant system and are beyond 5-miles from a fire station have an ISO rating of 10.
6. The Fort Bragg Rural Fire Protection Authority is staffed by a full-time Fire Chief, a part-time Fire Prevention Officer, a part-time Maintenance Engineer, and a part-time Office Manager and

supplemented by the Fort Bragg Volunteer Fire Department volunteer workforce including, 32 volunteer Officers and Firefighters including sixteen EMTs and one Paramedic that operates at an EMT level, and four auxiliary members. The current staffing level is adequate to deliver services.

7. The Fire Authority leases three facilities from the Fort Bragg Rural Fire Protection District and the City of Fort Bragg including the Main Street Fire Station located at 141 N. Main Street which needs to be retrofitted to current seismic safety standards, the Highway 20 Substation located at 32270 Highway 20 which has been rebuilt since the 2011 MSR, and the Little Valley Fire Company Station located at 33680 Little Valley Road which has been constructed since the 2011 MSR. There are no major facility or infrastructure needs to be addressed within the timeframe of this MSR.
8. It is recommended that the City of Fort Bragg continue to secure funding to implement projects to address low pressure in the water distribution system for the East and South Fort Bragg Pressure Zones to provide adequate water pressure for fire flows.
9. The Fort Bragg Fire Protection Authority maintains an Engine Replacement Plan to address future equipment needs with a shared funding responsibility of \$100,000 dedicated annually. The current fire protection fleet is adequate to deliver services.
10. It is suggested that the Fort Bragg Fire Protection Authority prepare a Capital Improvement Plan (CIP) similar to the Engine Replacement Plan that identifies current and long-term facility and infrastructure needs, including upgrades, renovations, facility expansions, new facilities, and land acquisitions, and identifies potential revenue sources for addressing those capital needs.
11. The Fort Bragg Fire Protection Authority has adequate capacity to serve current demand for fire protection services within the jurisdictional boundaries of the Fort Bragg Rural Fire Protection District and the City of Fort Bragg in addition to assisting CAL FIRE and adjacent fire districts through mutual aid services and dispatched services calls.

3.1.4.4 Financial Ability of Agency

| |
|---|
| Financial ability of agencies to provide services |
|---|

12. The District prepares an annual budget. The District's most recent independent financial audit report was prepared for Fiscal Years 2013-14 and 2014-15. The District shall provide LAFCo a complete copy of all subsequent financial audit reports prepared by a Certified Public Accountant upon completion, and once the District is current on preparing financial audit reports, within 12-months of the end of the fiscal year or years under examination consistent with the timeframes established by Government Code Section 26909(a)(2)(b)(ii) as amended by SB 448.
13. According to State Controller's Office financial information from Fiscal Years 2014-15, 2015-016, and 2016-17, the District generally operates at a net income or revenue gain to sufficiently cover operating costs and maintains a sufficient fund balance to protect against unexpected costs. This indicates that under the current level of service delivery, the District is able to meet its ongoing financial obligations.
14. On June 5, 2018, the voters in the District approved Measure D to replace the existing special tax of \$18.75 per unit established in 2002 with a new total tax of \$25.00 per unit. The District estimates that this new annual special tax will increase revenues by approximately \$55,914 annually.
15. The District is very resourceful in maintaining a robust volunteer workforce. There may be a time when volunteer resources will no longer be sufficient to meet demand and the community will need to determine their willingness to pay for additional staffing at that time.
16. Funding responsibility for the Fort Bragg Fire Protection Authority operating budget is shared by the Fort Bragg Rural Fire Protection District and the City of Fort Bragg. The share of operating costs is

calculated based on a three-year service call ratio average. Typically, the City averages a higher percentage of service calls and therefore pays a higher percentage of the approved budget, with the District paying the remaining amount.

3.1.4.5 Shared Facilities

Status of, and opportunities for, shared facilities

17. The Fort Bragg Rural Fire Protection District and the City of Fort Bragg established the Fort Bragg Fire Protection Authority in 1990 to work cooperatively and to deliver fire protection services more efficiently and cost effectively within the jurisdictional boundaries of both agencies. The District and the City have consolidated their fire equipment and share the costs of operating the Fort Bragg Fire Protection Authority and the Fort Bragg Volunteer Fire Department volunteer workforce.
18. Dispatch services are provided by the CAL FIRE Emergency Communications Command Center (ECC) at the Howard Forest Station near Willits.
19. The District participates in Zone 4 of the Mendocino Countywide Mutual Aid System and works closely with the Mendocino Fire Protection District and the Westport Volunteer Fire Department.
20. There are no additional opportunities for the District to achieve management or operational efficiencies identified during the preparation of this MSR.

3.1.4.6 Accountability for Community Services

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

21. The District is governed by a five-member Board of Directors elected to serve 4-year terms. Regularly scheduled Board meetings are held on the Wednesday following the fourth Tuesday of every month, when the Fire Authority Board meets, starting at 7:00 p.m. at the Main Fire Station located at 141 N. Main Street in Fort Bragg. All meetings are open to the public and are publicly posted a minimum of 72 hours prior to the meeting in accordance with the Brown Act.
22. The Fort Bragg Fire Protection Authority is governed by a five-member Board of Directors appointed to serve two year terms and consists of two members from the District, two members from the City, and one at-large member. Regularly scheduled meetings for the Fire Authority Board of Directors are held on the fourth Tuesday of every month starting at 5:00 p.m. at the City of Fort Bragg Town Hall located at 363 N. Main Street in Fort Bragg.
23. It is recommended that the District prepare written performance evaluations for District employees on an annual basis.
24. A local agency website can be a helpful communication tool to enhance government transparency and accountability and to provide details regarding agency services and programs. It is recommended that the District create and maintain a website. The website for the City of Fort Bragg includes a page for fire protection services at <https://city.fortbragg.com/372/Fire-Department> and provides information regarding the Fort Bragg Fire Protection Authority and includes a link to the Fort Bragg Volunteer Fire Department's Facebook Page.
25. The public can submit written or provide verbal comments or complaints at the District Board of Directors meetings during the general public comment period.

3.1.4.7 Other Service Delivery Matters

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

26. There are no other matters related to service delivery required by Mendocino LAFCo Policy.

4 SPHERE OF INFLUENCE

LAFCo prepares a Municipal Service Review (MSR) prior to or in conjunction with the Sphere of Influence (SOI) Update process. An SOI Update considers whether a change to the SOI, or probable future boundary, of a local government agency is warranted to plan the logical and orderly development of that agency in a manner that supports CKH Law and the Policies of the Commission. The MSR and required determinations are presented in Chapters 2 and 3 of this document and form the basis of information and analysis for this SOI Update. This chapter presents the SOI Update and required determinations pursuant to California Government Code §56425(e) for the Fort Bragg Rural Fire Protection District.

4.1 SOI UPDATE

4.1.1 EXISTING SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for the Fort Bragg Rural FPD was amended by LAFCo on September 12, 2011 (LAFCo Resolution No. 2011-03) to address the following proposed changes of organization:

- Detachment of 862.2-acres from the District boundary to address three areas that overlapped the City of Fort Bragg boundary and one area located south of Caspar Creek that was actually served by the Mendocino Fire Protection District.
- Annexation of 1,200-acres to the District boundary for a contiguous area comprised of 66-parcels located north of the Ten Mile River.

These changes of organization have been completed and the District's SOI is coterminous with the District boundary as modified by these changes of organization. There have been no further changes to the District boundary or SOI since then (refer to Section 2.1.2 for more information).

4.1.2 STUDY AREAS

The areas located north, east, and southeast of the District are not within the jurisdictional boundary of a local agency providing fire protection services. These areas are within the State Responsibility Area (SRA) and receive wildland fire protection services from CAL FIRE during wildfire season and local fire agencies when dispatched. These areas are primarily owned by timber production companies and public land for the Jackson State Forest. These remote areas are difficult to serve due to their distance from existing District fire stations and access issues. CAL FIRE is the appropriate service provider in these areas for the foreseeable future.

The City boundary includes five island areas (non-contiguous land) comprised of City-owned property that was annexed in 1997 and that overlap the District boundary. These City/District Overlap Areas are shown in yellow in Figure 1-1 and are proposed to remain within the City and District boundaries since the Fire Authority is dispatched to all service calls in the District and City boundaries. If the Fire Authority ceases to exist, the appropriate responding agency to these outlying areas will then be determined.

4.1.3 PROPOSED SOI CHANGES

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 Fort Bragg Rural FPD.

4.1.4 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).

4.1.5 DETERMINATIONS

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

4.1.5.1 Land Uses

The present and planned land uses in the area, including agricultural and open space lands

The Fort Bragg Rural FPD boundary contains a variety of land uses including commercial and residential development adjacent to the City of Fort Bragg, various tourist-based commercial and recreational areas along State Highway 1, and transitioning to rural residential, agricultural and open space lands, and large tracts of forest and range 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's Coastal and Inland General Plan and Zoning Regulations.

4.1.5.2 Need for Facilities and Services

The present and probable need for public facilities and services in the area

Through the Fort Bragg Fire Protection Authority, the Fort Bragg Rural FPD provides structural fire protection, first responder for emergency medical services and hazardous materials incidents, rescue and extrication, cliff and close to shore ocean rescue, fire prevention, and wildland fire protection.

The Fort Bragg Fire Protection Authority is estimated to serve approximately 15,000 residents, including a population of 7,287 in the City of Fort Bragg and a remaining population of 7,713 in the Fort Bragg Rural Fire Protection District. There are also large influxes of visitors to the area during the summer and fishing season. Population growth is expected to increase at an annual rate of approximately 0.5% for Mendocino County. The District is anticipated to experience minimal change in population size over the next 5-10 years and no substantial new development is anticipated for the District 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.

4.1.5.3 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 determined in the MSR prepared for the District, through the Fort Bragg Fire Protection Authority, the Fort Bragg Rural FPD has adequate personnel, finances, facilities, and equipment to meet current and future demands for public services within the next five years.

4.1.5.4 Communities of Interest

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 that should be included in the Fort Bragg Rural FPD boundary or SOI.

4.1.5.5 Disadvantaged Unincorporated Communities

The present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence

The unincorporated communities of Caspar and Cleone are the population centers within the Fort Bragg Rural FPD boundary. Caspar has an MHI of \$73,776 and Cleone has an MHI of \$44,000; Cleone qualifies as a DUC. The incorporated City of Fort Bragg is not located within the District boundary, but is a major population center adjacent to the District. Fort Bragg has an MHI of \$41,273. While the City MHI is less than 80% of the State MHI, the City does not qualify as a DUC because it is an incorporated area. The areas surrounding Caspar, Cleone, and Fort Bragg may 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 wastewater services, and is therefore not responsible for ensuring that these services are adequately provided to the community.

5 REFERENCES

- Board of Supervisors, County of Mendocino (BOS). January 23, 2018. Meeting Agenda Item 4c, Attachment A- Corrected Footnote. [Online]. Available at: <https://mendocino.legistar.com/Calendar.aspx>. Accessed January 26, 2018.
- California Department of Transportation (DOT). 2017. Mendocino County Economic Forecast. [Online]. Available at: http://www.dot.ca.gov/hq/tpp/offices/eab/socio_economic_files/2017/Mendocino.pdf. Accessed December 10, 2018.
- California State Controller's Office (CSCO). October 31, 2018. Special Districts Raw Data for Fiscal Year 2016 - 2017. [Online]. Available at: <https://bythenumbers.sco.ca.gov/Raw-Data/Special-Districts-Raw-Data-for-Fiscal-Years-2003-2/vi4x-fbus>. Accessed December 11, 2018.
- California State Controller's Office (CSCO). October 17, 2017. Special Districts Raw Data for Fiscal Years 2003 - 2016. [Online]. Available at: <https://bythenumbers.sco.ca.gov/Raw-Data/Special-Districts-Raw-Data-for-Fiscal-Years-2003-2/vi4x-fbus>. Accessed January 4, 2018.
- Coastal Valleys Emergency Medical Services Agency (CVEMSA). 2012. Emergency Medical Services System Plan 2013-2014. [Online] Available at: https://www.coastalvalleysems.org/images/documents/EMS_Plans/systemplan.pdf. Accessed April 6, 2018.
- Fort Bragg, City of. 2018. City of Fort Bragg Fire Department website. [Online] Available at: <https://city.fortbragg.com/372/Fire-Department>. Accessed November 12, 2018.
- Fort Bragg Fire Protection Authority (FBFPA). March 28, 2005. Joint Powers Agreement between City of Fort Bragg and Fort Bragg Rural Fire District.
- Fort Bragg Rural Fire Protection District (FBRFPD). January and February 2019. District Response to Information Request from the Local Agency Formation Commission of Mendocino County in preparation for the Municipal Service Review and Sphere of Influence Update.
- Fort Bragg Rural Fire Protection District (FBRFPD). October 2018. District Response to Information Request from the Local Agency Formation Commission of Mendocino County in preparation for the Municipal Service Review and Sphere of Influence Update.
- Fort Bragg Volunteer Fire Department (FBVFD). 2018. Fort Bragg Volunteer Fire Department Facebook page. [Online]. Available at: <https://www.facebook.com/fortbraggfire?rf=262001130492389>. Accessed November 12, 2018.
- LAFCo, County of Mendocino. November 5, 2018. Policies & Procedures Manual. [Online]. Available at: <http://mendolafco.org/wp-content/uploads/2018/11/FINAL-Adopted-Mendo-LAFCo-PP-Manual-2018-1.pdf>. Accessed December 13, 2018.

- LAFCo, County of Mendocino. December 4, 2017. City of Fort Bragg & Fort Bragg Municipal Improvement District No. 1 Municipal Service Review and Sphere of Influence Update. [Online]. Available at: <http://mendolafco.org/wp-content/uploads/2016/08/ADOPTED-Fort-Bragg-MSR-SOI-Update-2017.pdf>. Accessed November 12, 2018.
- LAFCo, County of Mendocino. September 12, 2011. Fort Bragg Rural Fire Protection District Sphere of Influence Municipal Service Review Report. [Online]. Available at: http://mendolafco.org/msr/fbrfpd_msr_final_report.pdf. Accessed November 12, 2018.
- Mendocino, County of. June 19, 2018. County of Mendocino State of California FY 2018-19 Adopted Budget. [Online]. Available at: <https://www.mendocinocounty.org/home/showdocument?id=23646>. Accessed December 13, 2018.
- Mendocino, County of. March 16, 2018. Full Text of Measure D. [Online]. Available at: <https://www.mendocinocounty.org/home/showdocument?id=20574>. Accessed December 12, 2018.
- Mendocino, County of. September 2008. General Plan Update Draft Environmental Impact Report (EIR), Section 4.9 Land Use. [Online]. Available at: http://www.co.mendocino.ca.us/planning/pdf/4.9_land_use.pdf. Accessed November 14, 2016.
- Mendocino County Fire Chief's Association (MCFCA). 2015. Mendocino County Community Wildfire Protection Plan. [Online]. Available at: <https://www.co.mendocino.ca.us/bos/meetings/28658/28666/28667/28988/29050/ProtectionPlan29050.pdf>. Accessed June 28, 2017.
- National Fire Protection Association (NFPA). 2010. NFPA 1720 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments, 2010 Edition. [Online]. Available at: <https://www.nfpa.org/Codes-and-Standards/ARCHIVED/Safer-Act-Grant/NFPA-1720>. Accessed April 10, 2018.
- U.S. Census Bureau (USCB). December 6, 2018. American Fact Finder Community Facts. Income in the Past 12 Months (In 2017 Inflation-Adjusted Dollars) and ACS Demographic and Housing Estimates, 2013-2017 American Community Survey 5-Year Estimates. [Online]. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Accessed December 10, 2018.

6 ACKNOWLEDGEMENTS

6.1 REPORT PREPARATION

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

Uma Hinman, LAFCo Executive Officer
Larkyn Feiler, LAFCo Analyst
Beth Salomone, LAFCo Commission Clerk

6.2 ASSISTANCE AND SUPPORT

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

| | |
|---|------------------------|
| Fort Bragg Rural Fire Protection District | Steve Orsi, Fire Chief |
|---|------------------------|

7 APPENDICES

7.1 APPENDIX A – OPEN GOVERNMENT RESOURCES

The purpose of this appendix is to provide a brief list of some educational resources for local agencies interested in learning more about the broad scope of public interest laws geared towards government transparency and accountability. This appendix is not intended to be a comprehensive reference list or to substitute legal advice from a qualified attorney. Feel free to contact the Mendocino LAFCo office at (707) 463-4470 to make suggestions of additional resources that could be added to this appendix.

The websites listed below provide information regarding the following open government laws: (1) **Public Records Act** (Government Code §6250 et seq.), (2) **Political Reform Act** – Conflict-of-Interest regulations (Government Code §81000 et seq.), (3) **Ethics Principles and Training** (AB 1234 and Government Code §53235), (4) **Brown Act** – Open Meeting regulations (Government Code §54950 et seq.), and (5) **Online Compliance** regulations (Section 508 of the US Rehabilitation Act and Government Code §11135).

- Refer to the State of California Attorney General website for information regarding public access to governmental information and processes at the following link: <https://oag.ca.gov/government>.
- Refer to the State of California Attorney General website for information regarding Ethics Training Courses required pursuant to AB 1234 at the following link: <https://oag.ca.gov/ethics>.
- The Fair Political Practices Commission (FPPC) is primarily responsible for administering and enforcing the Political Reform Act. The website for the Fair Political Practices Commission is available at the following link: <http://www.fppc.ca.gov/>.
- Refer to the California Department of Rehabilitation website for information regarding Section 508 of the US Rehabilitation Act and other laws that address digital accessibility at the following link: <http://www.dor.ca.gov/DisabilityAccessInfo/What-are-the-Laws-that-Cover-Digital-Accessibility.html>.
- Refer to the Institute for Local Government (ILG) website to download the Good Governance Checklist form at the following link: www.ca-ilg.org/post/good-governance-checklist-good-and-better-practices.
- Refer to the Institute for Local Government (ILG) website to download the Ethics Law Principles for Public Servants pamphlet at the following link: www.ca-ilg.org/node/3369.
- Refer to the Institute for Local Government (ILG) website for information regarding Ethics Training Courses required pursuant to AB 1234 at the following link: <http://www.ca-ilg.org/ethics-education-ab-1234-training>.
- Refer to the California Special Districts Association (CSDA) website for information regarding online and website compliance webinars at the following link: <http://www.csda.net/tag/webinars/>.