

ADOPTED

**REDWOOD COAST
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: May 7, 2018

Public Hearing: June 4, 2018

Adopted: June 4, 2018

LAFCo Resolution No: 2017-18-12

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Resolution No. 2017-18-12
of the Mendocino Local Agency Formation Commission

Approving Adoption of the
Redwood Coast 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 Redwood Coast 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 thirteen 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 June 4, 2018; 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.
3. This municipal service review and sphere of influence update is assigned the following distinctive short-term designation: “Redwood Coast FPD MSR/SOI Update 2018”.

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 Redwood Coast FPD MSR/SOI Update 2018 is hereby approved and incorporated herein by reference and the existing sphere of influence for the District is amended to add Area A containing 16 parcels to the District SOI boundary 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 June 2018, by the following vote:

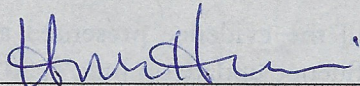
AYES: Commissioners Brown, Doble, Gonzalez, McCawen, McNeilin, Orth, & Ward

NOES: ∅

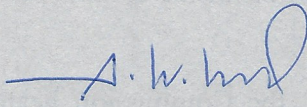
ABSTAIN: ∅

ABSENT: ∅

ATTEST:



UMA HINMAN, Executive Officer



GERALD WARD, Chair

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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 January 4, 2016, under Chapter 9 (Spheres of Influence, MSRs, and Special Studies) and Sections 1.4 through 1.10 (LAFCo, 2016b).

Reduced Spheres

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

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

Zero Spheres

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

Service Specific Spheres

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

Agriculture and Open Space Lands

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

Annexations are not Mandatory

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

Islands or Corridors

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

Overlapping Spheres

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

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

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

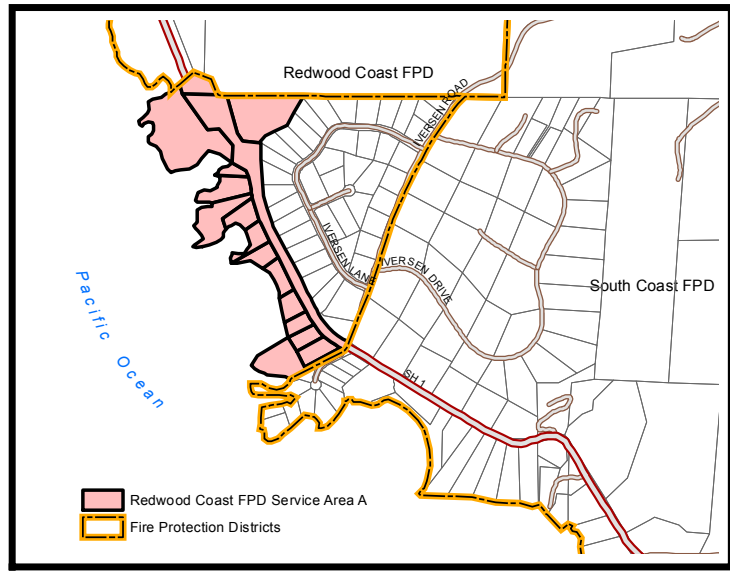
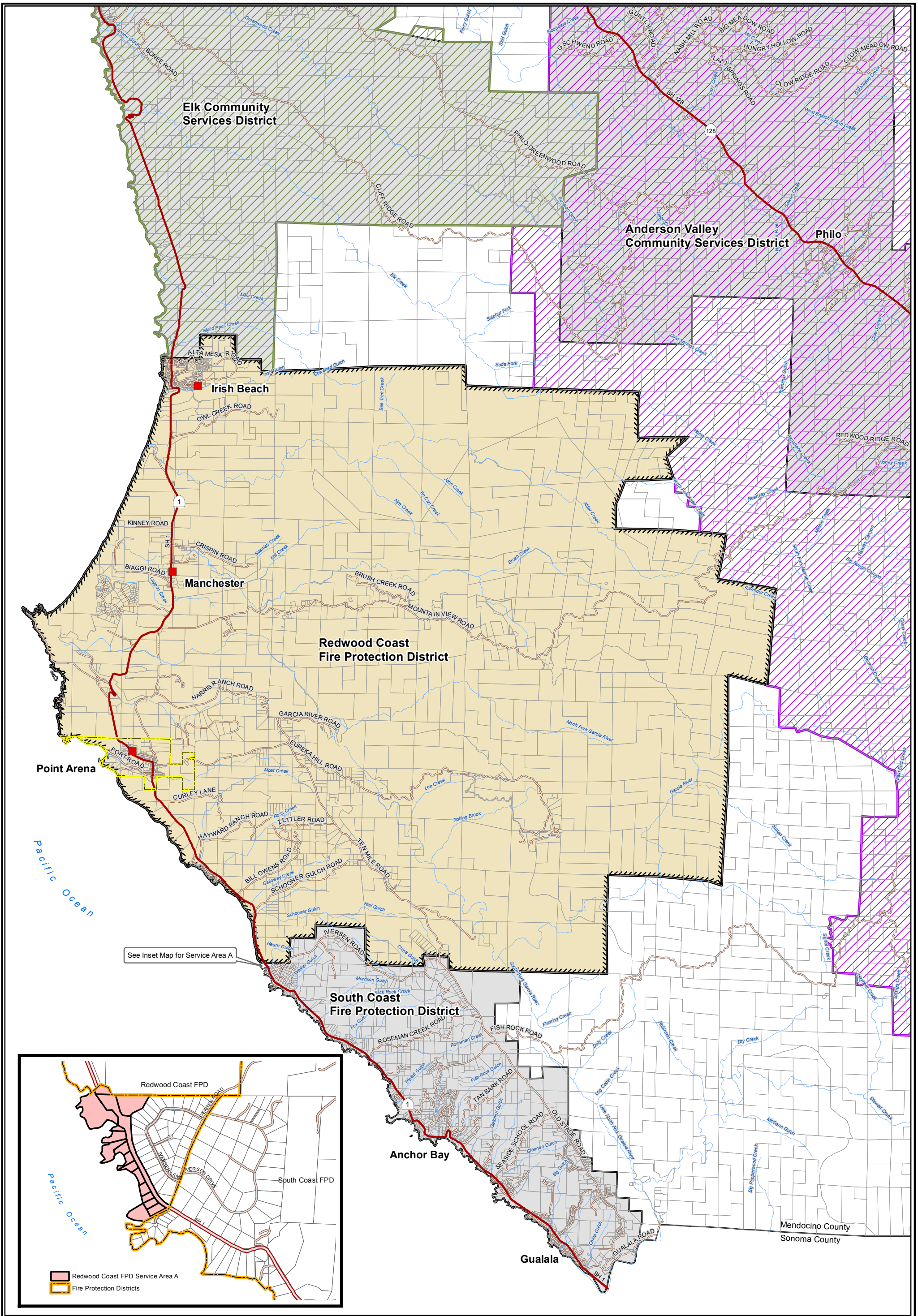
Territory placed within a city's sphere indicates that the city is the most logical provider of urban services. LAFCo encourages annexation of developing territory (i.e., area not currently receiving services) that is currently within a city's sphere to that city rather than to one or more single-purpose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

1.6 SENATE BILL 215

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

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

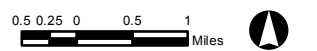
Mendocino County and the Cities of Fort Bragg, Point Arena, Ukiah, and Willits are the local agencies primarily responsible for planning regional growth patterns through adoption and implementation of general plan and zoning regulations. The fire districts in Mendocino County were established to provide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



Redwood Coast Fire Protection District

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

- Redwood Coast FPD
- Redwood Coast FPD SOI
- Fire Protection Districts
- Anderson Valley CSD SOI
- Elk CSD SOI
- Incorporated City
- Parcels
- Highways
- Roads
- Streams
- Redwood Coast FPD Stations



2 AGENCY OVERVIEW

Table 2.1 Redwood Coast FPD Profile	
Agency Name:	Redwood Coast Fire Protection District
Phone Number:	(707) 882-1833
Fax Number:	(707) 882-2003
Mailing Address:	P.O. Box 245, Point Arena, CA 95468
District Office:	19601 S Highway 1, Manchester, CA 95459
Website:	http://www.rcfpd.net/
General Email:	rcfpd731@gmail.com
Date of Formation:	June 3, 1997
Agency Type:	Independent Special District, Single-Service Provider
Enabling Legislation:	Fire Protection District Law: Health and Safety Code §13800 et seq.
Board Meeting Schedule:	2nd Tuesday of the month at 6:00 p.m. at the Manchester fire station

2.1 HISTORY

2.1.1 FORMATION

The formation of the Redwood Coast Fire Protection District (Redwood Coast FPD or RCFPD) was ordered by special election on June 3, 1997 pursuant to Health and Safety Code §13823 (RCFPD, 2017). As background, in October 1996, the City of Point Arena initiated the LAFCo process to form the Redwood Coast Fire Protection District per City Resolution No. 19-96. At the time of the proposed District formation, fire protection services were being provided by the Redwood Coast Volunteer Fire Department, which included the City of Point Arena Volunteer Fire Department and the Garcia Fire and Rescue Volunteer Fire Department. In June 1997, registered voters approved formation of the District which effectively merged the volunteer departments into an independent special district. Upon establishment, the District and the City of Point Arena entered into a Joint Powers Agreement (JPA) regarding the District's provision of service within the City and the District's use of the City's equipment, water, and lease of the City's fire station. The District received all material and monetary assets from the Point Arena Volunteer Fire Department and the Garcia Fire and Rescue Volunteer Fire Department. The City's Sphere of Influence was also modified upon District formation to remove fire protection services. (LAFCo, 2006)

All assets have been distributed as stipulated in the agreement and the JPA is no longer in effect. The District continues to provide the same fire protection services and receive the same taxes from the City of Point Arena residents as any property owner within the District boundary. (RCFPD, 2018)

2.1.2 BOUNDARY

The Redwood Coast FPD boundary comprises 135-square miles and encompasses the City of Point Arena and the unincorporated coastal communities of Manchester, Stornetta, Flumeville, and Gallaway (Figure 1-1). The District is located in the southwest portion of Mendocino County and is bordered by the Pacific Ocean on the western boundary of the District. State Highway 1 traverses the District in a north-south

direction for approximately 14-miles, and is the primary transportation route in the area. The District extends from Irish Beach on the north to Schooner Gulch on the south. The District extends inland for approximately 14-miles and includes remote inland areas to the east including McAllister Ridge and Hanes Ridge. Access to the interior of the District is provided by Mountain View Road, Eureka Hill Road, Ten Mile Road, and Schooner Gulch Road. The District boundary includes the Manchester Point Arena Band of Pomo Indians, Garcia River Casino, Manchester State Park, California Coastal National Monument, Point Arena-Stornetta Public Lands, Point Arena Lighthouse and Museum, Mendocino College Coastal Field Station, and the AT&T Point Arena Cable Station, which is one of the termination points for a trans-Pacific fiber-optic cable coming from Hawaii.

Since its formation, the District has undertaken one annexation to add approximately 2,837-acres to the northwest and southwest portions of the District boundary. This application was approved by the Commission at a Public Hearing on October 2, 2006 and included 1,300-acres of territory within the Irish Beach Water District (IBWD) boundary (LAFCo Resolution No. 2006-04), 12 parcels (737 acres) adjacent to the IBWD boundary (LAFCo Resolution No. 2006-05), and 16 parcels (800 acres) adjacent to South Coast Fire Protection District boundary (LAFCo Resolution No. 2006-06). As result of this boundary change, the District is contiguous with the boundaries of the Elk Community Services District to the north and almost entirely with the South Coast Fire Protection District to the south. (LAFCo, 2006)

Prior to the mutually proposed application between the District and the IBWD, the IBWD fire department was providing fire and rescue services within its boundary under special legislation (Water Code Section 35412). However, IBWD was having difficulty recruiting and training sufficient volunteer firefighters and reached an agreement with the District to provide fire and rescue services to Irish Beach. Recognizing that this was not a long-term solution, the IBWD Board of Directors approached the District regarding permanently adding this area to the District boundary. (LAFCo, 2006)

Fire protection providers adjacent to the District include Elk Community Services District to the north, Anderson Valley Community Services District to the east, and South Coast Fire Protection District to the south. The area located east of the District is not within a fire district jurisdiction. The District is primarily within the State Responsibility Area (SRA), with a few pockets of Federal Responsibility Area (FRA), and the core of the City of Point Arena is within the Local Responsibility Area (LRA). The FRA includes federal land associated with (a) the Point Arena-Stornetta Unit of the California Coastal National Monument, which is approximately 1,665 acres of Bureau of Land Management (BLM) lands along the Mendocino coastline, (b) the Point Arena Air Force Station, which is a closed United States Air Force General Surveillance Radar station located 3.7-miles east of Point Arena and which was closed in 1998 by the Air Force and turned over to the Federal Aviation Administration, and (c) the Manchester Band of Pomo Indians of the Manchester Rancheria. (LAFCo, 2006; RCFPD, 2018)

2.1.3 SERVICES

The Redwood Coast FPD provides structural fire protection, first responder for emergency medical and hazardous materials incidents, rescue and extrication, fire prevention, and wildland fire protection as a secondary provider (Refer to Section 3.1.1 for more information).

2.2 GOVERNMENT STRUCTURE

2.2.1 GOVERNING BODY

The District is governed by a five-member Board of Directors elected at-large to serve staggered four year terms (Table 2.2). The Board follows an alternating two-year election cycle with three members being elected at one time and then two members being elected in the next cycle (LAFCo, 2006). 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 Board of Supervisors. The District has not had any contested elections in the past five years (RCFPD, 2018). At the first regular Board meeting following an election, the Board elects a President, Vice-President, and Treasurer; there are no time limits for serving as an officer of the Board (RCFPD, 2017). Board Members do not receive a stipend for attending meetings; however, travel and other expenses incurred by a Board member in performance of Board and District related duties may be reimbursed at the discretion of the Board (RCFPD, 2017).

Name	Title	Term Expiration
Rebecca Golly	President	2019
David Branesky	Vice President	2021
Brian Dressler	Director	2019
Judy Seymour	Director	2021
Greg Stefani	Director	2019

Source: RCFPD, 2018.

Regularly scheduled meetings for the District Board of Directors are held on the second Tuesday of every month starting at 6:00 p.m. at the Manchester fire station located at 19601 State Highway 1 in Manchester (RCFPD, 2017). 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 Manchester and Point Arena Post Offices and at the meeting location (RCFPD, 2017). Meeting agendas are sent via email to everyone that has requested electronic notification (RCFPD, 2017). The District also provides meeting agendas and the full meeting packet to the local newspaper, the Independent Coast Observer (RCFPD, 2018). Minutes are kept for all meetings and are available upon request (LAFCo, 2006). There are no standing committees of the District Board of Directors (LAFCo, 2006).

2.2.2 VOLUNTEER ORGANIZATION

Redwood Coast FPD is the governing agency for the Redwood Coast Firefighters Association (RCFA). The RCFA augments or supports the activities of the District and as a 501(c)(3) non-profit organization may accept charitable funds on behalf of the District. The RCFA hosts fundraisers and capital campaigns that support donations to the District for purposes of purchasing equipment and making facility improvements. The relationship between the District and the RCFA is structured such that finances are held separately, the District owns and maintains the equipment and facilities, and firefighting personnel are volunteers of the RCFA rather than employees of the District.

2.2.3 PUBLIC OUTREACH

In addition to public meetings, the District tries to reach its constituents through community outreach efforts including the Redwood Coast Firefighters Association's Annual Hog and Lamb BBQ Fundraiser, and volunteer firefighters providing: fire prevention education presentations at local schools, fire protection services at the annual 4th of July fireworks show, food and food service for the Senior Center spaghetti feed each year, and installing FIRST 5 smoke alarms for low income families (RCFPD: 2017, 2018). The District also maintains a website at <http://www.rcfpd.net> which includes the following tabs: About, Board Members, Next Meeting Agenda, Approved Minutes, Redwood Coast Firefighters Association (this page is under construction), and Contact. The About tab includes the following information about the District: history, volunteer force, service area, governance, finances, and Board meeting information. 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 website could be expanded to include the term limits of and recruitment process for the Board of Directors in addition to posting past 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 comments or complaints by email, mail or fax and provide verbal comments or complaints by phone or in person at the District office during business hours, Fridays from 9 am to 1 pm, or at the Board of Directors meetings during the general public comment period. The District Board has not received any formal complaints to date. The District Office Manager has been successful in resolving issues and/or concerns from constituents without Board involvement. (RCFPD, 2017)

2.2.5 ACCOUNTABILITY

The District has adopted a Policies and Procedures Manual that addresses Board conduct and responsibilities, public meetings and rules of order, administrative policies and procedures, and standard operating guidelines (RCFPD, 2018). The District also has an adopted Illness and Injury Prevention Plan (IIPP), which is a Safety Plan required by the Federal Occupational Safety and Health Administration (OSHA). (LAFCo, 2006)

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 (RCFPD, 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 has three part-time paid employees including a Fire Chief, Duty Officer, and an Office Manager. The Fire Chief is a 0.2 Full Time Equivalent (FTE) position and is responsible for:

- Operating the fire department in accordance with the policies and guidelines as prescribed by the Board of Directors of the District and State laws.
- Maintaining a regular schedule as the Board of Directors may direct and responding to emergencies.
- Supervise and direct activities of the Duty Officer(s).
- Maintaining effective cooperation and communication with the Board of Directors, volunteers, citizens of the community, and other emergency services providers.
- Ensuring adequate staffing, training and supervision of all firefighters.
- Ensuring maintenance of all apparatus, fire stations and firefighting equipment.
- Conducting fire inspections as required by State law and District policy.
- Maintaining District records, including training, maintenance, fire and first aid records and building inspection reports.
- Assist in preparing and presenting the yearly budget.
- Perform periodic reviews of volunteers.

(RCFPD, 2018)

The Duty Officer is a 0.25 Full Time Equivalent (FTE) position and is responsible for:

- Operating the fire department in accordance with the policies and guidelines as prescribed by the Board of Directors of the District and State laws.
- Maintaining a regular schedule as the Board of Directors may direct and responding to emergencies.
- Maintaining effective cooperation and communication with the Fire Chief, Board of Directors, volunteers, citizens of the community, and other emergency services providers.
- Ensuring adequate staffing, training and supervision of all firefighters.
- Ensuring maintenance of all apparatus, fire stations and firefighting equipment.
- Conducting fire inspections as required by State law and District policy.
- Maintaining District records, including training, maintenance, fire and first aid records and building inspection reports.
- Assist in preparing and presenting the yearly budget.
- Act as Incident Commander in the Chief's absence.

(RCFPD, 2018)

The Office Manager is a 0.2 Full Time Equivalent (FTE) position and is responsible for:

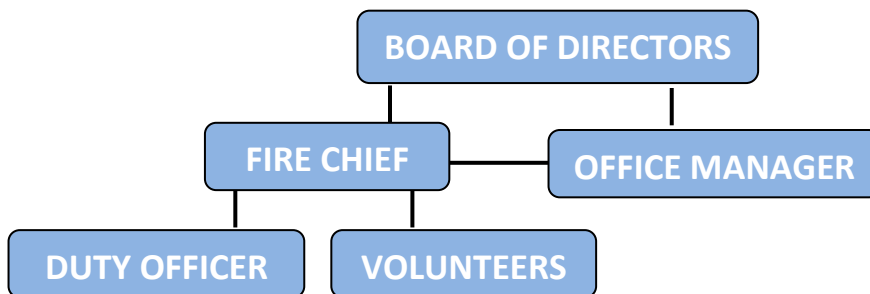
- Interfacing with the public, Fire Chief, Board of Directors, District Counsel, vendors, and other agencies as required.
- Maintaining the District tax billing software (Excel database). Understand District tax information and District policy. Answer questions relating to tax related matters.
- Research, apply for and administer grants.

- Implement Board policies.
- Interface with legal counsel and understand laws relating to District operation.
- Maintain FirePrograms software, the District’s incident reporting system.
- Maintain training records and assist the Fire Chief with other operational needs.
- Maintain the RCFPD website.
- Create the newsletter for publishing on the website.

(RCFPD, 2018)

In addition, the District has two volunteer Fire Captains and twenty-three volunteer Firefighters (RCFPD, 2017). The District labor force is declining due to an aging group of volunteer firefighters and difficulty in recruiting younger replacements. Legal Counsel for the District is provided by the County of Mendocino County Counsel’s office. Refer to Figure 2-1 below for the District’s organizational chart.

Figure 2-1 Redwood Coast FPD Organizational Chart



(RCFPD, 2018)

2.3.2 AGENCY PERFORMANCE

A component of monitoring agency performance is routinely evaluating staff productivity. The District tracks employee workload through monthly timesheets and conducts annual written employee performance evaluations for the Fire Chief, Duty Officer, and Office Manager. In addition, the Fire Chief informally evaluates District volunteers as part of the biweekly training sessions held every month. The District also maintains an emergency response log and training records.

The District evaluates its own performance annually by comparing District operations and protocols with the California Special Districts Association Special District Leadership Foundation District Transparency Certificate of Excellence checklist, which includes three main categories: Basic Transparency Requirements, Website Requirements, and Outreach Requirements. Based on this review, the District identifies areas of improvement and updates are made to the District Board of Directors’ Policy and Procedures Manual. (RCFPD, 2017)

The District periodically identifies additional opportunities to achieve operational efficiencies by regularly attending regional fire agency meetings and discussing best practices. The Fire Chief attends the Mendocino County Fire Chiefs Association meetings and receives legal and administrative updates from various fire professionals. The Board President attends bimonthly Mendocino County Association of Fire Districts meetings and receives informational updates at the County, State, and Federal levels. In addition, the current Board President attended a 12-week course from the College of the Redwoods

related to Skills for Board of Directors Members and provided training at subsequent Board meetings. (RCFPD, 2017)

2.3.3 SHARED FACILITIES AND REGIONAL COLLABORATION

The District works cooperatively with other public agencies to deliver services more effectively or efficiently by sharing public facilities and/or resources. Below are some examples of the District's interagency collaborative efforts:

- The District shares the Manchester fire station facility with the Coast Life Support District during storm events to ensure ambulance availability north of the Garcia River.
- The District has a lease agreement with the Irish Beach Water District to park a Rescue unit at the Rex Dunning building in Irish Beach to provide better service to the residential subdivision in that area.
- The District has an agreement with the Mendocino Transit Authority (MTA) to rent space at the Point Arena fire station for parking buses.
- The District shares vehicles, equipment, and staff with other public fire service providers through Strike Team assignments and other mutual aid services.
- The District participates in Strike Team assignments and provides coverage for the CAL FIRE station located in the City of Point Arena when needed.

(RCFPD: 2017, 2018)

The District collaborates with other public agencies providing fire protection and emergency medical services through the countywide dispatch service call system and mutual aid agreements (Refer to Section 3.1.1.4 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, and the Golden State Risk Management Authority for pooled insurance purposes. The District is also considering joining the California Special Districts Association.

The District has established cooperative arrangements with other public service providers to share facilities, resources, and/or service responsibility where appropriate. 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 District prepares and adopts an annual budget prior to the beginning of each fiscal year (July 1) which serves as a financial planning tool and an expense control system. Expenses cannot exceed the authorized budgeted amounts unless the budget is amended by the Board of Directors by resolution during the fiscal year. Unused appropriations lapse at the end of the fiscal year (June 30) and are available to be allocated in the following budget. The District also has annually audited financial statements prepared by a Certified Public Accountant (CPA) which serves as financial assurance for the use of public funds. This section includes District financial information for FY 2013-14, 2014-15, and 2015-16, and highlights specific revenue sources and long term financial considerations.

The following table (Table 2.1) provides year-end (not budget) financial information for the District. This table summarizes the Statement of Activities prepared by Pehling & Pehling, CPAs and represents the long-term financial standing of the District based on reporting capital asset activity using the full accrual basis of accounting. This involves depreciation, which is a method of spreading the cost of a capital asset over its estimated useful life, as opposed to recognizing the cost of a capital asset as an expenditure at the date of acquisition. Capitalization policies commonly define a capital asset as a fixed asset (land, buildings and improvements, equipment and vehicles) with an initial cost of \$5,000 or greater with an estimated useful life in excess of one year. Also, refer to Figure 2-2 for the most recent Statement of Net Position, which represents the difference between the District's assets and liabilities.

Table 2.3 Financial Summary			
	FY 13-14	FY 14-15	FY 15-16
Prior Period Adjustments	\$0	-\$26,953	\$0
Beginning Fund Balance	\$183,098	\$240,196	\$197,732
Ending Fund Balance	\$240,196	\$197,732	\$330,367
Reserves Balance	\$146,962	\$110,028	\$177,182
Revenues			
Taxes & Intergovernmental	\$155,246	\$153,715	\$157,257
Charges for Services	\$9,762	\$18,912	\$395,039
Contributions & Donations	\$42,152	\$53,171	\$12,704
Rents	\$4,994	\$5,225	\$854
Other Revenue	\$34,052	\$7,808	\$40,357
Interest Income	\$144	\$529	\$154
Total Revenue	\$246,350	\$239,359	\$606,364
Expenses			
Salaries & Employee Benefits	\$94,425	\$94,592	\$318,562
Professional Services	\$1,712	\$8,142	\$3,158
Utilities	\$8,493	\$11,186	\$12,037
Insurance	\$16,374	\$17,419	\$18,125
Miscellaneous	\$1,229	\$2,088	\$3,495
Equipment	\$5,382	\$5,199	\$7,025

	FY 13-14	FY 14-15	FY 15-16
Depreciation	\$79,838	\$83,500	\$85,650
Interest Expense	\$9,980	\$8,915	\$3,719
Bad Debt	\$6,445	\$566	\$0
Maintenance	\$10,595	\$8,958	\$8,174
Supplies	\$10,413	\$14,691	\$28,123
Total Expenses	\$244,884	\$255,255	\$488,067
Net Income/Loss	\$1,466	-\$15,896	\$118,297
Fixed Assets Expenditures	\$34,186	\$57,500	\$40,846

Source: Pehling: 2014, 2015, 2017; RCFPD, 2018.

According to the financial information in the table above, the District annual operations fluctuate between a net income and loss and the District maintains sufficient reserves to address current and future needs in addition to unforeseen expenses. Financial reserves are held separately from the District's Checking Account (Refer to Section 2.4.2.1 for more information). A reasonable amount of annual growth in the fund balance 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's fund balance declines in years when annual expenditures are in excess of annual revenues.

Comparing annual revenues to annual expenditures (not accounting for depreciation expense) over multiple years is another measure of fiscal health as it helps to identify a structural deficit trend related to an inadequate service fee schedule. Reoccurring revenue sources for the District should sufficiently cover operating costs and allow for the accumulation of funds to protect against unexpected costs and to save for significant future expenses. In FY 2013-14, revenues exceeded expenditures by \$57,098. In FY 2014-15, expenditures exceeded revenues by \$15,511. In FY 2015-16, revenues exceeded expenditures by \$132,635.

The 1997 approved special election for District formation also included a tax measure to fund the newly created District at a maximum rate of \$85 per unit. In 2001, the District Board of Directors adopted Ordinance No. 2001-01 to repeal the special tax approved by the voters upon formation and proposed a new special tax to correct some identified inequities and inconsistencies. On November 6, 2001, the registered voters in the District approved the new special tax at a maximum rate of \$75 per unit, which became effective in Fiscal Year 2002-03. The current amount being assessed to property owners in the District is \$55 per unit leaving an additional \$20 per unit available for future increased operating costs and capital needs. The special tax system is based on the number of units per parcel. The lowest unit value assigned is one-half unit for an unimproved residentially-zoned parcel, or \$27.50 per year. A residence developed on less than 5-acres would be assigned a unit value of two, or \$110 per year, plus one-half unit if there is a second dwelling unit on the property, or a total of \$137.50 per year. A higher unit value would be assigned for commercial uses such as Heavy Industrial, Packing Plants, and Hospitals. (LAFCo, 2006; RCFPD, 2018)

In 2017, the County of Mendocino disbursed a share of Proposition 172 funds to eligible fire agencies within the County. The formula for funding allocations was developed by the Mendocino County Association of Fire Districts and incorporates a minimum distribution per district, plus a population-based proportional allocation. Mendocino County disbursed a share of Proposition 172 funds to

Redwood Coast FPD as follows: \$12,704 in FY 2016-17 and \$15,538 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding.

The District participates in Strike Team assignments and receives reimbursement from CAL FIRE and Cal OES for responding to wildland fire incidents throughout the State. The District received \$41,652 in Fiscal Year 2013-14, \$44,434 in Fiscal Year 2014-15, \$343,259 in Fiscal Year 2015-16, and \$188,141 in Fiscal Year 2016-17. While volunteer firefighters are not paid personnel, volunteers receive a large percentage of reimbursements from Strike Team assignments and the District receives approximately 25-33% of this funding. (RCFPD, 2018)

The District also provides coverage for the CAL FIRE station located in the City of Point Arena and receives reimbursement for the service.

The Redwood Coast Firefighters Association raises approximately \$25,000 annually from fundraising activities and \$1,000 annually from donations. The RCFA occasionally purchases optional equipment for District engines. (RCFPD, 2018)

2.4.2 LONG TERM FINANCIAL CONSIDERATIONS

2.4.2.1 Reserves

The District Board of Directors established Capital Reserve Account Policies on February 5, 2002 per District Resolution No. 2002-02, which outlines that the purpose of the Capital Reserve Account is for purchasing new capital equipment, improving existing capital assets, or acquiring real estate. The Policies also set forth the Board's intent that when capital equipment purchases are made, reserves are to be replenished. The Board adopted the following policies relating to the District's Capital Reserve Account:

- The Board's goal shall be to maintain a minimum balance in the Reserve Account equal to one-half of the District's yearly tax income.
- The Board shall budget annually a minimum of 12% of the yearly tax income to be placed into the Reserve Account.
- Funds from the Reserve Account will be used to purchase capital equipment, major capital improvements, real estate purchases, and for emergency expenditures.
- Money loaned from the Reserve Account to the General Fund to accommodate cash-flow situations for budgeted items will be returned to the Reserve Account as soon as possible.
- Any unspent funds budgeted in a given fiscal year shall be placed into reserves at the close of the fiscal year.

(RCFPD, 2017)

2.4.2.2 Outstanding Debt

The District has \$66,000 in long term debt from purchase of a fire engine; this debt will retire in January 2020 (RCFPD, 2018). The District does not have any other outstanding financial obligations.

2.4.2.3 Capital Improvement Plan

The District does not have a Capital Improvement Plan (CIP); however, the Board of Directors periodically defines priorities for purchasing new capital equipment, improving existing capital assets, and acquiring real estate by establishing capital expenditure priorities in District Resolutions (Refer to Section 3.1.3.4 for more information).

Redwood Coast Fire Protection District

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

	<u>General</u>
<u>ASSETS</u>	
<u>Current Assets:</u>	
Cash	216,257
Accounts Receivable	61,070
Taxes Receivable	59,419
Prepays	5,681
Total Current Assets	<u>342,426</u>
<u>Fixed Assets:</u>	
Land	114,996
Buidlings & Improvements	583,407
Equipment	1,465,420
Less: Accumulated Depreciation	(999,262)
Total Fixed Assets	<u>1,164,560</u>
TOTAL ASSETS	<u>1,506,986</u>
<u>LIABILITIES</u>	
<u>Current Liabilities:</u>	
Current Portion of Notes Payable	31,177
Accounts Payable	2,858
Total Current Liabilities	<u>34,035</u>
<u>Long-Term Liabilities:</u>	
Notes Payable	97,957
Total Long-Term Liabilities	<u>97,957</u>
TOTAL LIABILITIES	<u>131,992</u>
<u>NET POSITION</u>	
Net Investment in Capital Assets	1,035,426
Unrestricted	339,568
TOTAL NET POSITION	<u>\$ 1,374,994</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 Redwood Coast FPD boundary contains a variety of land uses including commercial and residential development and recreational areas in the City of Point Arena, Manchester, Irish Beach and various other places along State Highway 1, transitioning to rural residential, agricultural and open space lands, and large tracts of forest and range lands in outlying areas. Mendocino County and the City of Point Arena have land use authority over privately-owned lands within the District boundary and make land-use decisions based on their respective jurisdictional boundaries, General Plans, and Zoning Regulations. (RCFPD, 2017)

The City of Point Arena is 1.35-square miles in size and is predominately composed of single-family residential development, with small areas of multi-family residential, commercial, civic, and religious land uses. City parks, recreation areas, open space, trails, and schools comprise the remaining land uses. The City also has important local services including the Coast Community Library Branch of the Mendocino County Library System; a medical/dental center through Redwood Coast Medical Services; a technology center; the Arena Theater for cinema, live performances and telecasts; a local radio station; and the only coastal pharmacy between Petaluma and Fort Bragg. (LAFCo, 2015; RCFPD, 2018)

While there have been no major new development projects built within the District since the 2006 MSR, there have been changes to the area that affect the District's provision of services. For example, naming the Point Arena-Stornetta Public Lands as part of the California Coastal National Monument in 2014, opening BLM lands to the public, and increased use of the Mendocino College Coastal Field Station, located on the former U.S. Coast Guard LORAN site. These changes have added more people to the District's service area and increased the potential for more service calls. (RCFPD, 2018)

Mendocino County and the City of Point Arena are not currently proposing to change their existing land use and development codes. In addition, no substantial new development is anticipated for the District in the foreseeable future. (RCFPD, 2017)

2.5.2 EXISTING POPULATION AND PROJECTED GROWTH

The District boundary overlaps with approximately half of Census Tract 111.02, consisting of a population of 3,915. Based on the 2010 census data, the District population is estimated to be 1,958. This includes a population of 449 in the Point Arena Census Designated Place (CDP) and 195 in the Manchester CDP. (USCB, 2010)

The District estimates that they serve approximately 2,500 residents within their boundary and they serve approximately 5,000 residents/visitors during the summer and fishing or surf events (RCFPD, 2017).

Based on the 2015 MSR prepared for the City of Point Arena, the City has a population of approximately 445 as of January 2014, an estimated slight increase in population to 473 by 2020, and a projected buildout population of 1,350 based on development constraints (topography, access, municipal services) and existing development patterns. (LAFCo, 2015)

Population growth is expected to increase at an annual rate of approximately 0.2% for unincorporated areas of County of Mendocino (DOT, 2016) and 1.05% for the City of Point Arena (LAFCo, 2015). The

table below shows the projected growth for the District in 2020 and 2030 based on the small annual growth rate estimated for unincorporated areas.

Table 2.4 District Projected Growth			
2010 Population	Annual Growth Rate (%)	Projected Population (2020)	Projected Population (2030)
1,958	0.2	1,998	2,038

The District and surrounding areas are anticipated to experience minimal change in population size over the next 5-10 years.

With minimal growth anticipated for the District, 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 incorporated City of Point Arena and the unincorporated community of Manchester are the population centers within the District. Point Arena has an MHI of \$28,000 and Manchester has an MHI of \$44,821 (USCB, 2016). 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. Manchester qualifies as a DUC and the areas surrounding Point Arena and Manchester 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 sewer 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 Redwood Coast Fire Protection District. This is the second MSR prepared for the District; the first one was adopted by the Commission on October 2, 2006 (LAFCo Resolution No. 2006-03).

3.1.1 SERVICE OVERVIEW

The Redwood Coast FPD provides structural fire protection, first responder for emergency medical and hazardous materials incidents, rescue and extrication, and fire prevention. Wildland fire protection service is primarily provided by the California Department of Forestry and Fire Protection (CAL FIRE) in State Responsibility Areas (SRA) during the wildfire season and secondarily by the District; although, the District is often the first to respond to such incidents, particularly during non-fire season months when the Point Arena CAL FIRE Station is not staffed. Ambulance Service in the District is provided by the Coast Life Support District.

Fire prevention services include Plan Check services and Fire Inspections for State Fire Marshal mandated occupancies according to the Uniform Fire Code regulations, voluntary inspections of public and private property to improve fire safety and defensible space for occupancies without enforcement authority, assisting wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires, and providing public education on fire safety through various types of public presentations. The City of Point Arena also enforces a weed abatement program (LAFCo, 2006).

3.1.1.1 Customers

The District serves approximately 1,958 residents, including a population of 449 in the Point Arena Census Designated Place (CDP) and 195 in the Manchester CDP. This population estimate results in a ratio of 11.75 firefighters per 1,000 residents. Refer to Section 2.5.2 for more information regarding District population estimates.

The District estimates that they serve approximately 2,500 residents and there are approximately 1,999 parcels located within the District boundary. The District also estimates that they serve approximately 5,000 residents/visitors during the summer and fishing or surf events. (RCFPD, 2017)

3.1.1.2 Contract Services

The District serves without a contract the Manchester Point Arena Band of Pomo Indians since they do not have their own fire personnel or equipment. The Manchester Point Arena Band of Pomo Indians Reservation is comprised of two non-contiguous land holdings, divided by the Garcia River, at the

Manchester Rancheria and the Point Arena Rancheria. The Point Arena Rancheria includes the 10,000-square foot Garcia River Casino. (RCFPD, 2018; Linda Lawson, personal communication, June 4, 2018)

3.1.1.3 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.

3.1.1.4 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 District maintains a Mutual Automatic Aid Agreement with the South Coast Fire Protection District.

The District primarily serves residents and property within their jurisdictional boundary. 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 District response area is larger than the District boundary area based on the Countywide Mutual Aid System. According to the 2015 Mendocino County Community Wildfire Protection Plan, Redwood Coast FPD is within Mutual Aid/Planning Zone 3, which includes Anderson Valley Community Services District, Elk Community Services District, and South Coast Fire Protection District (MCFCA, 2015).

In addition to the local mutual aid system, the District participates in the California Fire Service and Rescue Emergency Mutual Aid System based on the California Fire Assistance Agreement (CFAA) negotiated reimbursement mechanism for local government fire agency responses or Strike Team assignments throughout the State.

3.1.1.5 Staffing

The following table provides information regarding the District's current staff resources dedicated to providing fire protection and emergency medical services.

Staff	Career	Part-time	Paid-call	Volunteer
Fire Chief	0	0.2 FTE	0	0
Battalion Chief	0	0	0	0
Fire Captain	0	0	0	2
Duty Officer	0	0.25 FTE	0	0
Firefighter	0	0	0	23

EMT	0	0	0	0
Paramedic	0	0	0	0
Office Manager	0	0.2 FTE	0	0

(RCFPD: 2017, 2018)

The District does not have paid firefighters and relies on volunteers to provide services. The District reports that their current number of firefighters and emergency responders is adequate to deliver services. Although, the District is always recruiting new firefighters because their volunteer force is aging and declining in number and the District is in need of more volunteers available during daytime hours. The age range for the District volunteer firefighters is 19 to 79 and the average age is 45. (RCFPD: 2017, 2018)

3.1.1.6 Training

District volunteer firefighters have a bi-weekly regular training schedule on Wednesdays at the Manchester Fire station from 7:00 to 9:30 pm. District firefighters must attend 80% of all mandatory trainings per year and be evaluated every 6 months. District firefighters are trained to the California State Fire Marshal's Volunteer Training standard. (RCFPD, 2018)

3.1.2 SERVICE ADEQUACY

3.1.2.1 Service Calls

The following table provides a summary of the number and types of service calls the District responded to during years 2012 through 2016.

Service Call Type	2012	2013	2014	2015	2016
Fire Suppression	18	24	15	14	13
EMS/ALS	196	140	185	170	223
Rescue	4	2	1	3	3
Hazardous Materials	6	6	17	29	14
Service	26	27	19	24	12
False Alarm	1	7	8	8	25
TOTAL	251	206	245	248	290

(RCFPD: 2017, 2018)

The Service category in the table above includes the following types of calls for service: lift assist, person in distress, open hydrant, animal rescue, assist police or another agency. The majority of District service calls are related to emergency medical responses.

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 District would fall under the NFPA 1720 category.

The District's overall average response time is 10-minutes (RCFPD, 2017).

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, 2006)

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 District has an ISO rating of 6 within the City of Point Arena, which is served by water and hydrant system, and an ISO rating of 10 in the outlying areas of the District (RCFPD, 2017).

3.1.3 FACILITIES AND INFRASTRUCTURE

The District owns, operates, and maintains multiple capital assets including land, buildings, equipment, and infrastructure to provide services to its constituents and/or customers.

3.1.3.1 Facilities

The District operates three fire stations. The main station, located at 19601 S. Highway One in Manchester, is a four-bay 3,200-square foot structure constructed in 1999 with a training/conference room, kitchen, shower facilities, and storage space. This station is owned by the District and has an estimated value of \$507,379. The second fire station, located at 282 Lake Street in Point Arena, is a five-bay 2,870-square foot structure constructed in 2003 with bathroom and laundry. This station is owned by the District and has an estimated value of \$285,744. The third fire station, located at 15401 Forest View Road in Irish Beach, is a two-bay structure in adequate condition owned by the Irish Beach Water District and leased to the District.

3.1.3.2 Equipment

The District owns and operates multiple fire engines and emergency response vehicles as detailed in Figure 3-1 below. The current fleet is adequate; however, the District will need a new engine and water tender to address future needs.

Figure 3-1 District Asset Inventory (7/1/2017)

Vehicles:

Year	Make	Cond	Type			GPM	Gallo ns
2009	FORD		Rescue	4X4	F550		
2008	PIERCE		Engine Type III	4x4 Truck	Wildland Contender	500	500
2011	INTL		Engine Type II	4x4 Truck	Rosenbauer Timberwolf	1000	750
1996	HME		Engine Type II	2x4 Truck	1250/500 Fire Pumper		
2012	FORD		Engine Type III	4x4 Truck	F-550 Pumper	250	200
2003	FORD		Ambulance		Ford AM		
2002	INTL	Good	Tanker/Tender	4x6 Truck	Water Tender	500	2000
1985	FORD	Good	Engine Type I	2x4 Truck	9000 Westates Pumper	1500	750
1997	DODGE	Good	Rescue	4x4 Pickup	Fire Truck	150	200
2016	Ford	Good	CV	4x4 shortbed	F350	NA	NA
2000	Ford	Good	CV	4x4 SUV	Expedition	NA	NA
2007?	Interstate		MCI	Trailer			

(RCFPD, 2018)

3.1.3.3 Water Supply

Available water supply for fire suppression varies based on location within the District and includes such resources as a water and hydrant system in the City of Point Arena and areas served by the Irish Beach Water District, two 5,000-gallon water storage tanks at the Manchester fire station, a 2,000-gallon water tender, on-board tanks on fire engines, and other water supplies available for drafting such as ponds, rivers, and private cisterns.

Water service within the City of Point Arena is provided by the private water company Point Arena Water Works (PAWW) with a service area that coincides with the City boundary. Within the City, there are 43 fire hydrants on the water system served from 12-inch and 6-inch water lines, two water storage tanks with a total of 557,000-gallons (a 6-hour supply at 1,500 gallons per minute), and additional water available from the main pump at 132-gallons per minute. The water infrastructure is in good condition; however, there are fire flow limitations in Zone 1 (the downtown area) which has existing 6-inch water lines needing replacement. (LAFCo, 2015) The District does not own, operate, or maintain any of the fire hydrants within its boundaries; most of the fire hydrants in the City of Point Arena are the responsibility of PAWW and some are the responsibility of the City (RCFPD, 2018).

In addition, based on a 2015 grant from the Community Foundation of Mendocino County and matched by a donation from a property owner, the District purchased two new 5,000-gallon water tanks for the Manchester main fire station and relocated two existing 3,500-gallon water tanks approximately 6-miles up Mountain View Road to increase available water supply in outlying areas of the District. (RCFPD: 2017, 2018)

3.1.3.4 Needs and Deficiencies

The District does not have a Capital Improvement Plan (CIP); however, the Board of Directors periodically defines priorities for purchasing new capital equipment, improving existing capital assets, and acquiring real estate by establishing capital expenditure priorities in District Resolutions. For example, District Resolution No. 2018-02 identified the following two capital expenditure categories for the 2018 calendar year: establish water storage/availability in the outlying areas, particularly on the two ridges, and pave firehouse parking lots at both Manchester and Point Arena. The District Board of Directors performs an annual review of its current asset inventory to determine expenditure priorities for budget setting purposes. (RCFPD: 2017, 2018)

The District has identified additional facility and/or infrastructure needs and deficiencies to assist in the preparation of this MSR. First, during winter storm events, flooding can occur on State Highway 1 at the Garcia River Bridge limiting vehicle access and potentially creating a life threatening situation. Second, the District needs to establish fire stations, or at least water storage capability, on both ridges within the District including the Ten Mile Cutoff Road and Mountain View Road. (RCFPD: 2017, 2018)

3.1.4 DETERMINATIONS

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

3.1.4.1 Growth

Growth and population projections for the affected area

1. The District serves approximately 1,958 residents, including a population of 449 in the Point Arena Census Designated Place (CDP) and 195 in the Manchester CDP. The District estimates that the population doubles at times due to an influx of visitors during the summer and fishing or surf events.
2. Population growth is expected to increase at an annual rate of approximately 0.2% for unincorporated areas of County of Mendocino and 1.05% for the City of Point Arena. The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future.
3. Mendocino County and the City of Point Arena have land use authority over privately-owned lands within the District boundary and make land-use decisions based on their respective jurisdictional boundaries, General Plans, 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
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4. The City of Point Arena and the unincorporated community of Manchester are the population centers within the District. Point Arena has an MHI of \$28,000 and Manchester has an MHI of \$44,821. The City qualifies as a disadvantaged community and Manchester qualifies as a DUC. The areas surrounding Point Arena and Manchester might also qualify as a DUC. All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.

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 District has 1 firefighter per 108 residents covering an area of 135-square miles with three fire stations and five fire engines, one water tender, and multiple emergency response vehicles.
6. The District relies on volunteer firefighters to provide services. The District reports that they are always recruiting firefighters because their volunteer force is aging and declining in number and they need more volunteers available during daytime hours.
7. The District has adequate capacity to serve current demand for fire protection services within the District boundary and to assist CAL FIRE and adjacent fire districts through mutual aid services and dispatched services calls.
8. There are no capacity issues or major infrastructure needs that need to be addressed within the timeframe of this MSR.
9. It is suggested that the District prepare a capital plan that identifies current and long-term District facility and equipment needs, including upgrades, renovations, and major maintenance, capital improvements and purchases, and facility expansions, and identifies potential revenue sources for addressing those capital needs.

3.1.4.4 Financial Ability of Agency

Financial ability of agencies to provide services

10. The District prepares an annual budget and has annual independent financial audits prepared by a Certified Public Accountant.
11. According to financial information from Fiscal Years 2013-14, 2014-015, and 2015-16, the District annual operations fluctuate between a net income and loss and the District maintains a sufficient unrestricted fund balance to sufficiently cover operating costs and allow for the accumulation of funds to protect against unexpected costs and to save for significant future expenses. This indicates that under the current level of service delivery, the District is able to meet its ongoing financial obligations.
12. The District is very resourceful in using volunteer labor, surplus and donated equipment, and by working cooperatively with other fire agencies to deliver services more efficiently and effectively.

3.1.4.5 Shared Facilities

Status of, and opportunities for, shared facilities

13. The District works cooperatively with other public agencies to deliver services more effectively or efficiently by sharing public facilities and/or resources. There are no additional opportunities for the District to achieve management or operational efficiencies identified during the preparation of this MSR.
14. The District participates in regional and/or service-specific associations and organizations including the Mendocino County Fire Chiefs Association, the Mendocino County Association of Fire Districts, and the Golden State Risk Management Authority for pooled insurance purposes.

15. The District participates in Zone 3 of the Mendocino Countywide Mutual Aid System and the California Fire Service and Rescue Emergency Mutual Aid System.

3.1.4.6 Accountability for Community Services

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

16. 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 second Tuesday of every month starting at 6:00 p.m. at the Manchester fire station located at 19601 State Highway 1 in Manchester. 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.
17. It is recommended that the District prepare written performance evaluations for District employees on an annual basis.
18. The District maintains a website at <http://www.rcfpd.net>, which is a helpful communication tool to enhance government transparency and accountability. The District website could be expanded to include the term limits of and recruitment process for the Board of Directors in addition to posting past meeting agendas and staff reports, public hearing notices, adopted ordinances and resolutions, adopted budgets, financial audit reports, and the District fee schedule.
19. The public can submit written complaints by email, mail or fax and provide verbal complaints by phone or in person at the District office during business hours, Fridays from 9 am to 1 pm, or at the Board of Directors meetings during the general public comment period. The District Board has not received any formal complaints to date.

3.1.4.7 Other Service Delivery Matters

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

20. 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 for the Redwood Coast FPD 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 Redwood Coast Fire Protection District.

4.1 SOI UPDATE

4.1.1 EXISTING SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for Redwood Coast FPD is coterminous with the District boundary and was established by LAFCo on October 2, 2006 (LAFCo Resolution No. 2006-07). There have been no changes to the District boundary or SOI since the 2006 annexation (Refer to Section 2.1.2 for more information).

4.1.2 OUT-OF-AREA SERVICES

The District does not maintain contracts with individual property owners to provide services outside its boundary. The District response area is larger than the District boundary area based on mutual aid services and dispatched service calls. Refer Section 3.1.1.4 for more information regarding mutual aid services.

4.1.3 AREAS OF INTEREST

The District boundary is coterminous with the jurisdictional boundaries of the Elk Community Services District to the north and the South Coast Fire Protection District to the south. However, the majority of land in proximity to the District boundary is not within a fire district jurisdiction and is therefore considered to be unserved from a local provider perspective. While these areas are not located within the boundary of a local fire protection agency, they do receive fire protection services from CAL FIRE during fire season and local fire districts when dispatched. These adjacent areas are within the SRA and are primarily owned by a timber production company and the Conservation Fund. These areas are difficult to serve due to the distance from existing District fire stations, remote location, and access issues.

There is a large unserved area located north of the District boundary accessible from Cliff Ridge Road. This area is almost entirely owned by a timber production company. The District reports that this area is difficult to serve due to its distance from District facilities and resources (RCFPD, 2018).

There is a large unserved area located northeast and east of the District boundary accessible from Mountain View Road. The majority of this area was added to the Anderson Valley Community Services District (AVCSD) SOI in 2015; although, there are 7 parcels located directly south of the North Fork of Alder Creek that were not included because they were not within AVCSD's response area as mapped in 2015. The District reports that they cannot adequately serve this area and requests that these 7 parcels not be added to the District SOI (RCFPD, 2018).

There is a large unserved area located southeast of the District boundary accessible from Fish Rock Road. This area is primarily owned by a timber production company and the Conservation Fund. This remote area is located in the SRA and CAL FIRE is the appropriate service provider for the foreseeable future.

There is a small unserved area located south of the District boundary and north of the South Coast Fire Protection District (SCFPD) boundary. The District currently serves the parcels accessible from State Highway 1 and adjacent to the Pacific Ocean and SCFPD currently serves the parcels accessible from Iversen Road which encompasses a rural residential subdivision.

4.1.4 PROPOSED SOI CHANGES

A portion of the fourth unserved area described in the Areas of Interest section above is proposed to be added to the District's SOI boundary, and eventually the District's jurisdictional boundary. The District is the first responder to Area A containing 16 parcels located directly south of the District boundary and adjacent to the Pacific Ocean, as depicted in Figure 1-1. These parcels are accessible from State Highway 1 and are served by the District's fire station at 282 Lake Street in Point Arena located approximately 6-miles north of Area A.

Area A - List of Assessor Parcel Numbers (APNs):

027511RW	14201007
142050RW	14201008
14201054	14201009
14201053	14203101
14201003	14203102
14201004	14203103 (developed)
14201005	14203104
14201006	14203105 (developed)

4.1.5 CONSISTENCY WITH LAFCO POLICIES

The 16 parcels proposed to be added to the District SOI are zoned Rural Residential 5 Acre Minimum (RR5) and Rangeland (RL) by Mendocino County. Two of the 16 parcels are located in road right-of-way (RW), two parcels are developed with single-family dwellings, five parcels are owned by the Redwood Coast Land Conservancy, 14 of the 16 parcels are undeveloped, and 12 of the 14 non-RW parcels are approximately 2-acres in size or less.

While there is one non-RW parcel in Area A designated for rangelands, the provision of fire protection services alone does not jeopardize the preservation of this open space area. While the addition of Area A to the District SOI will create a corridor, this irregular boundary shape represents the most logical and orderly provision of fire service because it is consistent with the existing conditions of the first responder to the area. The addition of Area A to the District SOI is not anticipated to affect the District's current operating level since the District already serves this area and is consistent with Mendocino LAFCo Policies. Refer to Section 1.5 for the specific SOI policies.

4.1.6 DETERMINATIONS

It is recommended that the Commission amend the existing SOI for the Redwood Coast Fire Protection District to add Area A containing 16 parcels to the District SOI boundary. The following statements have been prepared in support of this recommendation.

4.1.6.1 Land Uses

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

The Redwood Coast FPD boundary contains a variety of land uses including commercial and residential development and recreational areas in the City of Point Arena, Manchester, Irish Beach and various other places along State Highway 1, transitioning to rural residential, agricultural and open space lands, and large tracts of forest and range lands in outlying areas. Mendocino County and the City of Point Arena have land use authority over privately-owned lands within the District boundary and make land-use decisions based on their respective jurisdictional boundaries, General Plans, and Zoning Regulations.

4.1.6.2 Need for Facilities and Services

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

The Redwood Coast FPD provides structural fire protection, first responder for emergency medical and hazardous materials incidents, rescue and extrication, fire prevention, and wildland fire protection as a secondary provider

The District serves approximately 1,958 residents, including a population of 449 in the Point Arena Census Designated Place (CDP) and 195 in the Manchester CDP. The District estimates that the population doubles at times due to an influx of visitors during the summer and fishing or surf events. Population growth is expected to increase at an annual rate of approximately 0.2% for unincorporated areas of County of Mendocino and 1.05% for the City of Point Arena. The population of the District is not expected to increase significantly and no substantial new development is anticipated in the foreseeable future. The District provides a critical service to the public. The residents and visitors currently receiving fire protection services from the District will continue to need this public service.

4.1.6.3 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 Redwood Coast FPD, the District has adequate facilities, personnel, finances, and equipment to meet current and future demands for public services within the next five years.

4.1.6.4 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 District boundary or SOI.

4.1.6.5 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 City of Point Arena and the unincorporated community of Manchester are the population centers within the District. Point Arena has an MHI of \$28,000 and Manchester has an MHI of \$44,821. The City qualifies as a disadvantaged community and Manchester qualifies as a DUC. The areas surrounding Point Arena and Manchester might also qualify as a DUC. All future proposed annexations to the District will require consideration of any DUC in proximity to the annexation area. The District does not provide water or sewer services, and is therefore not responsible for ensuring that these services are adequately provided to the community.

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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.

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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.

Redwood Coast Fire Protection District	Claudia Hillary, Office Manager Rebecca Golly, Board President Michael Suddith, Fire Chief
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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/>.