

LAKE LAFCO
Fire Protection Municipal Service Review: Resolution 2007-0007
Fire Protection Districts Sphere of Influence: Resolution 2007-0008
Adopted October 19, 2007

2. LAKE COUNTY FIRE PROTECTION DISTRICTS

2.1 Lake County Background and General Setting

2.1.1 Lake County Location

Lake County is located in northern California, situated between Sonoma, Colusa, Glenn, Napa, Yolo and Mendocino counties. As home to the State's largest natural freshwater lake, Clear Lake, the area has been a strong attraction for family vacations, fishing tournaments, and general tourism destinations for many generations.

There are two incorporated cities within the County: Clearlake, on the Lake's eastern border, and Lakeport, on the western border. Many unincorporated communities dot the landscape, and provide year-round and summer homes, camping, hotels, and bed and breakfast inns, specialty retail, and access to outdoor recreational activities.

Elevations in Lake County range from 1,000___ feet above sea level in the Hidden Valley Lake area to 7,056 feet at Snow Mountain located in the Mendocino National Forest. Government Preserves, Bureau of Land Management areas, Snow Mountain Wilderness, Mendocino National Forest and other public lands encompass 381,193 acres of the 857,000 total acreage of Lake County.

2.1.2 Lake County Climate

The climate in Lake County is generally described as semi-arid. Summers are typically dry, with high daytime temperatures and warm nights. Winters are typically wet, with an average annual rainfall of approximately 28 inches. Almost all precipitation falls between October and April. The mean annual high and low temperatures are 94 degrees and 30 degrees Fahrenheit, with extremes recorded of 109 and 12 degrees. Wildland fire season varies, but usually runs from late May to late October.

2.1.3 Lake County Cities

Lake County includes two incorporated cities: Clearlake and Lakeport, each of which is located adjacent to the Shore of Clear Lake. Most of the populated areas of Lake County are located near Clear Lake, with the exception of the Middletown area, located in the southern portion of the County, and small communities located in the Mayacmas Mountains such as Bonanza Springs.

2.1.4 Lake County Highways

The primary means of access to Lake County is by automobile, and the roadway system within Lake County serves as the primary means of movement between communities. The major service routes are Highway 20, providing access to Sacramento/Bay Area and Santa Rosa; Highway 29, providing access to the Napa region; and Highway 175, which also provides access to Napa. State Highways 29 and 175 traverse mountainous areas, and are narrow and winding. State

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Highways 20 and 53 are major routes of travel, and are well maintained, but are also heavily traveled and present travel hazards to motorists.

2.1.5 Lake County Land Use

Most of the land area in Lake County is undeveloped. Of the total 857,000 acres included within the County, approximately 77 percent, or 664,000 acres, consists of wildland areas of forest or brushland.

Approximately 36,000 acres in Lake County are committed to cultivated agricultural production. Of this total, approximately 24,000 acres are irrigated. Some crops, such as pears, walnuts and almonds have decreased in acreage on a steady basis since the mid-1970s. Other crops, including alfalfa, nursery and truck crops, and wine grapes have increased in acreage during that period.

Recreational opportunities in Lake County attract a substantial number of visitors to the area, especially in the summer. Estimates provided by service providers and police agencies within the County indicate that the summer population in the County sometimes exceeds twice the resident population, especially on holiday weekends. The areas most affected by the population increase are located in the immediate vicinity of Clear Lake, Blue Lakes, Nice, Lucerne, Glenhaven and Clearlake Oaks.

State Highway 20 along the eastern shore of Clear Lake is narrow, and provides access to the communities of Clearlake Oaks, Glenhaven, Lucerne and Nice, each of which is settled on a narrow strip of land between Clear Lake and the mountain areas immediately to the north. These communities were developed with motor lodges and mobile homes in past decades, and present unique challenges in terms of fire protection. Redevelopment of existing structures, and development of vacant parcels in the areas north of State Highway 20 has tended to increase the density of development in these areas.

The configuration of State Highway 20 along the north shore, and the proximity of the route to the lake, creates substantial concerns regarding the transportation of hazardous materials through the County. Trucks carrying hazardous materials are directed to use State Highways 29 and 53 via the Upper Lake-Lakeport-Lower Lake-Clearlake route to avoid the risks posed by the north shore route.

Residential development in Lake County is concentrated in areas near the eastern Shore of Clear Lake, and in the Middletown area. In recent years the development pattern has also included residential nodes in isolated areas of the County. These nodes are predominated by single-family residences that provide either summer or year-round residences.

Water service is provided by wells and Clear Lake, and wastewater by individual septic systems. Fire protection can be provided by the California Department of Forestry and Fire Protection (CDF), but the CDF closes many of its stations during the non-fire season. Fire protection and emergency medical services during the non-fire season are usually provided, by default, by the closest fire protection district.

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2.2 Lake County Population and Growth

The population of Lake County, according to the 2000 U.S. Census, was 58,309. It is projected that the population will increase to 93,000 by the year 2020. From 1990 to 2000, Lake County and California’s population increased by 15.2 percent and 13.8 percent respectively.

Permanent population in Lake County as estimated by the California Department of Finance (2003) is 61,300. According the 2000 Census, the number of housing units is estimated to be 32,525. According to the 2000 Census, the unincorporated portion of the County has a permanent population of 40,347 and the estimated number of existing housing units is 22,529.

Population characteristics throughout the study area (Lake County) are substantially affected by seasonal variations, distinct user groups and the abundance of second homes. According to the 2000 census, there are 8,884, unoccupied units representing a 26.30% vacancy rate.

To illustrate the effect part-time residents have on the County, projections are provided for the County with and without inclusion of part-time residents as follows:

Year	2000	2005	2010	2015	2020
Lake County Total	59,100	69,200	77,620	84,400	93,000
Lake County Total Peak (Assuming existing number of vacant units are seasonally occupied.)	79,518	89,618	98,038	104,818	113,418

The median age was 43 years. For every 100 females there were 97.60 males. For every 100 females age 18 and over, there were 94.70 males in Lake County. A large number of elderly residents will probably mean more medical emergency calls for fire departments.

The median income for a household in the county was \$29,627, and the median income for a family was \$35,818. Males had a median income of \$35,771 versus \$24,026 for females. The per capita income for the county was \$16,825. About 12.90% of families and 17.60% of the population were below the poverty line, including 22.80% of those under age 18 and 7.30% of those aged 65 or over.

2.3 Lake County Fire Protection Districts

This Municipal Service Review evaluates fire protection and emergency medical services within Lake County, California. There are various entities that are involved in providing such services, only some of which are subject to the oversight of the Lake County LAFCo in terms of service area boundaries and spheres of influence. The agencies subject to LAFCo oversight are as follows:

1. Kelseyville Fire Protection District
2. Lake County Fire Protection District

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3. Lake Pillsbury Fire Protection District
4. Lakeport Fire Protection District
5. Northshore Fire Protection District
6. South Lake County Fire Protection District

In addition to the above districts, fire protection and emergency medical services are provided by the following agencies:

- U.S. Forest Service (USFS)
- California Department of Forestry and Fire Protection (CDF)

2.4 Cooperative Fire Protection Efforts in Lake County

There are several key service areas in which governmental agencies have established cooperative efforts in Lake County.

2.4.1 Lake County 9-1-1 Emergency Dispatch

Emergency dispatch for fire and medical emergencies is handled through the 9-1-1 telephone network provided by the Lake County Sheriff's Department. The Sheriff's Department provides direct dispatch service for the entire County, with the exception of the Middletown and Cobb areas. Calls for service from these areas are routed to the California Department of Forestry and Fire Protection Sonoma Lake Napa Unit in St. Helena (Napa Valley), which then dispatches CDF units from Lake County.

The Sheriff's Department responds to all 9-1-1 calls for service from State Responsibility Areas and refers the nature of call to the CDF dispatch in St. Helena or the USFS Dispatch in Willows (Glenn County) by dispatching a CDF unit and the local agency responder (i.e., one of the fire protection districts). The same procedure is followed in responding to calls for service on Federal land, with dispatch of U.S. Forest Service or CDF as appropriate, in addition to the local agency provider. Units that arrive on the scene determine the manner of responding to the emergency.

Ambulance services are provided by the Fire Protection Districts. Two air ambulance services operate in Lake County. The Sheriff's Department alerts these services for calls in remote areas.

The Sheriff's Department began dispatching for fire and emergency medical calls for service in 1989-1990. Demands on the system have increased during that period due in part to increases in the resident population, and in part due to the increasing popularity of Lake County as a vacation destination. While calls for police, fire and emergency medical services once decreased significantly after Labor Day, in recent years the 9-1-1 system has experienced a steady demand for calls throughout the year.

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2.4.2 Lake County Mutual Aid.

Each of the fire protection districts is a member of a mutual aid agreement that provides for assistance for fire and other emergency events that exceed the capacity of any individual district. Mutual aid agreements are standardized throughout the State to ensure assistance can be obtained from outside fire districts across the State. The Sheriff's Department and emergency providers have agreed to protocols for responding to emergencies in those cases where multiple calls occur.

2.4.3 Lake County Fire Protection Service Training

Training exercises are held periodically for the purpose of improving coordination between the various agencies that operate in Lake County. For example, the OGRE 2000 (Operation Get Ready) included CDF, the U.S. Forest Services, and each of the fire districts, with the exception of Lake Pillsbury (not yet a district at the time of training). The exercise was held in Clearlake Oaks, and curriculum included handline construction, mobile attack, progressive hose lays, firefighter safety and survival, helicopter safety and operations, bulldozer safety and operations and fire behavior.

2.4.4 Lake County Fire Safe Council

The Fire Safe Council was formed in 1993 to educate and encourage Californians to prepare for wildfires before they happen to reduce the risk to their communities, homes, and property. Additionally, to serve the south county communities, the South Lake Fire Safe Council was formed in 2001. Members of the Statewide Fire Safe Council include the California State Fire Marshal's Office, California State Firefighters Association, and the California Department of Forestry and Fire Protection.

As part of their duties on the Council, the State Board of Forestry and Fire Protection, and the California Department of Forestry and Fire Protection (CDF) have drafted a comprehensive update of the fire plan for wildland fire protection in California. The planning process defines a level of service measurement, considers assets at risk, incorporates the cooperative interdependent relationships of wildland fire protection providers, provides for public stakeholder involvement, and creates a fiscal framework for policy analysis. The overall goal is to reduce the total costs and losses from wildland fire in California by protecting assets at risk through focused pre-fire management prescriptions and increasing initial attack success.

In mid 2007 Lake County is in the process of developing a Fire Safe Plan.

2.4.5 Lake County Hazardous Materials

Response to hazardous materials events is coordinated with the State Office of Emergency Services (OES), through local emergency service operators.

2.5 Review of Fire and Emergency Service Adequacy Standards

Standards are used for comparison or evaluation and are based on a combination of locally adopted thresholds, State and Federally recognized performance measures, or other criteria, as

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relevant. Following are some of the major criteria and standards used for evaluation of the districts within this Municipal Service Review.

2.5.1 ISO Rating.

The Insurance Services Office (ISO) uses a 1-10 rating scale to assess the adequacy of fire services from a particular station or district. A rating of one (1) is the best level of service and a rating of ten (10) is the lowest level of service. When ISO develops a single classification for a community, all of the community’s properties receive that classification. In many instances, ISO develops a split classification (for example, 5/9). Generally, the first class, (class 5 in the example) applies to properties within a defined distance (5 miles in California) of a fire station and within 1000 feet of a fire hydrant.

The second class (class 9 in the example) applies to properties beyond 1000 feet of a hydrant but within the defined distance (5 miles) of a fire station. ISO generally assigns Class 10 to properties beyond the defined distance of a fire station.

ISO ratings are the basis for setting fire insurance premium costs for local property owners, and thus are of significant importance to residents and property owners within each district.

The rating assigned to a particular district or station is based on three factors as follows:

1. communication (10 percent),
2. water supply (40 percent), and
3. fire department abilities (50 percent).

ISO ratings higher than five (5) result in increased insurance premiums, and ratings of nine (9) or ten (10) typically result in premiums twice as high as those in areas which have a rating of seven (7) or less.

2.5.2 Fire Flow Standards

Fire flow is a measure of the amount of water pressure available for use in firefighting in a particular area. Minimum fire flow standards are typically adopted by local fire districts, based on local requirements and desires. Where local districts have not adopted standards relative to minimum fire flows, this MSR relies on standards recommended by the California Public Utilities Commission (CPUC), as indicated below:

California Public Utilities Commission

Recommended Minimum Fire Flow Standards

Primary Land Use	Recommended Fire Flow
Rural, residential with a lot density of two or less per acre, primarily for recreational and/or part-time occupancy	250 gpm
Lot density of less than one single-family residential unit per acre	500 gpm
Lot density of one or two single-family residential units per acre	750 gpm
Lot density of three or more single-family residential units per acre, including mobile home parks	1,000 gpm
Duplex residential units, neighborhood business of one story	1,500 gpm

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Multiple residential, one and two stories light commercial or light industrial	2,000 gpm
Multiple residential, three stories or higher, heavy commercial or heavy industrial	2,500 gpm

2.6 Public Land Managed by the Federal Government

2.6.1 Mendocino National Forest

Mendocino National Forest is the only national forest within Lake County. A portion of this National Forest is located in adjacent counties. The Mendocino National Forest Headquarters is located at 825 N. Humboldt Avenue, Willows, CA 95988, Phone: (530) 934-3316.

Fire protection within, and adjacent to, the Lake County portion of the Mendocino National Forest is provided through cooperative agreements for mutual aid between the U.S. Forest Service, California Department of Forestry and Fire Protection (CDF), and local fire districts within Lake County. The U.S. Forest Service also responds to fires outside the boundary that threaten the Forest. CDF provides protection for 11,031 acres within the National Forest total protection boundary through a cooperative agreement.

The Mendocino National Forest adopted a Land and Resource Management Plan in 1995. The Plan provides a comprehensive strategy for managing the diverse resources of the Forest. The goal of the Plan is to provide a management program reflecting a mix of activities for the use and protection of the Forest. It establishes long-range goals and objectives for Forest management, specifies standards and timing for Plan implementation, and establishes a monitoring and evaluation program.

Specific issues addressed in the Plan include: timber, mineral, and rangeland management; wilderness area protection; wild and scenic river designation and protection; watershed restoration; fire management programs; construction and maintenance of transportation facilities; wildlife habitat management and protection; and continued provision of public recreation opportunities. The Mendocino National Forest Plan goals are maintenance of a cost effective detection, prevention, suppression, and fuels management program mix in support of other resource programs.

2.6.2 Bureau of Land Management (BLM)

All public land within the BLM, Ukiah Field Office, including the land in Lake County, is under the direct protection of the California Department of Forestry and Fire Protection (CDF). CDF is responsible for all fire suppression. The BLM Ukiah Field Office, 2550 North State Street, Ukiah, CA 95482, (707) 468-4000 is actively involved in fuel management efforts such as prescribed burning on public land. Prescribed burning is usually accomplished through a cooperative effort with CDF under its vegetative management program.

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Grant funding through BLM has been made available over the past two years to assist local fire districts in various efforts. Funding is awarded through a competitive application process.

The Bureau of Land Management has established a relationship with CDF that allows the approximately 129,000 acres of BLM land in Lake County to be protected by CDF. BLM is also a member of the California Fire Alliance that assists other federal and local agencies in fire management programs.

The National Fire Plan (NFP), prepared following the 2000 fire season, outlined a comprehensive strategy with a commitment to funding for a continued level of “Hazardous Fuel Reduction” and new funding for a “Community Assistance/Community Protection Initiative.” The intent of the initiative is to provide communities interfacing with Federal lands an opportunity to get technical assistance and funding to reduce the threat of wildfires. The NFP directed federal agencies to “work directly with communities to ensure adequate protection from wildfires, and to develop a collaborative effort to attain the desired future condition of the land.” The key wildland fire management agencies in California have chosen to accomplish this effort through the California Fire Alliance.

The California Fire Alliance was formed on a cooperative membership basis, dedicated to the support of pre-fire principles and activities ensuring that pre-fire management provide for public and community safety, minimizes costs and loses, and maintains and improves the quality of the environment. The Alliance constitutes an interagency forum for coordinating member agencies' efforts in an integrated fashion. This benefits the County in many ways, by bringing all the affected agencies together in common pursuit of one goal.

2.6.3 Bureau of Indian Affairs (BIA)

The Bureau of Indian Affairs has fewer than 1,000 acres within Lake County in five areas as follows:

Big Valley Indian Rancheria	(Population 225)
Middletown Rancheria	(Population 73)
Robinson Rancheria	(Population 153)
Sulpher Bank Rancheria/Elem Indian Colony	(Population 69)
Upper Lake Rancheria	(Population 82)

During the fire season, CDF and the local responder are dispatched by the Sheriff’s Department in response to 9-1-1 calls for service for fire or medical emergencies. BIA is one of the members of the California Fire Alliance. In addition, the Alliance provides funding for fire management practices within the entire state. BIA has also arranged verbal agreements with Mendocino National Forest and local fire districts within Lake County to help protect such lands from fire.

2.7 Public Land Managed by the State of California

The California Department of Forestry and Fire Protection (CDF) has a legal responsibility to provide fire protection on all State Responsibility Area (SRA) lands. The State Board of Forestry

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and Fire Protection identifies SRA areas in which the primary financial responsibility for preventing and suppressing fires is that of the State.

These include the following:

- a) lands covered wholly or in part by timber, brush, undergrowth or grass, whether of commercial value or not;
- b) lands which protect the soil from erosion, retard run-off of water or accelerated percolation;
- c) lands used principally for range or forage purposes; lands not owned by the Federal government; and
- d) lands not incorporated.

By State Board of Forestry and Fire Protection regulations, unless specific circumstances dictate otherwise, lands are removed from SRA when housing densities average more than 3 units per acre over an area of 250 acres.

CDF has SRA responsibility for the protection of over 31 million acres of California's privately-owned wildlands. CDF is responsible for the SRA lands within Lake County during the fire season, which usually runs from May through November. The exception is South Lake County Fire Protection District, which is maintained, under contract, by CDF on a year-round basis.

Local fire protection districts are responsible for the Local Responsibility Areas (LRA). LRAs are made up of densely populated areas, agricultural lands, or lands administered by the federal government for which CDF does not have responsibility. All local responsibility areas within Lake County are within the existing boundaries of the fire districts in the County.

Beyond its wildland fire-fighting role, CDF responds to an average of more than 286,000 non-wildfire emergencies throughout the state each year. The Department responds to medical aids of all types like hazardous material spills, swift-water rescues, search and rescue missions, and civil disturbances. Because of the Department's size and major incident management experience, it is often asked by fire districts to assist or take the lead in disasters. Each of the Lake County Fire Protection Districts has a verbal agreement with CDF, which allows the Fire Protection Districts within the County to call on CDF for assistance in major fires that are beyond the control of that particular Fire Protection District.

There are three CDF Fire Stations in Lake County as follows:

- Clearlake Oaks 140 Springs Road, Clearlake Oaks, CA 95423
Phone: 707-998-3711
- Middletown 15522 Lake Street, Middletown, CA, 95461
Phone 707-987-3089

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3. KELSEYVILLE FIRE PROTECTION DISTRICT

3.1 Kelseyville Fire Protection District Background

3.1.1 Kelseyville Fire Protection District Description

A. Kelseyville FPD Area

Kelseyville Fire Protection District (FPD) is located on the southwest side of Clear Lake. The District includes the communities of Kelseyville, Mt. Hannah, Clearlake Riviera, Rivera West, Buckingham, Rivera Heights, Soda Bay and Corinthian Bay. The FPD covers approximately 90 square miles.

The District's population estimate of 10,500 is based on 2000 Census data. There are approximately 3,926 single-family dwellings, 179 multi-family dwellings and 26 mobile home parks in the District.

B. Kelseyville FPD Mission Statement

The Kelseyville Fire Department has adopted a mission statement as part of its Fire Protection System Study, which reads as follows:

The Kelseyville Fire Protection District was formed as an arm of the local government to function for the good of the citizens it protects. The fire district provides services which are both legal and necessary to protect lives and property.

Kelseyville FPD provides fire protection, Emergency Medical Services (EMS), ambulance service, rescue, hazardous materials (Haz Mat), fire boat, and critical care out-of-county service. Most of the land area within the Sphere of Influence for Kelseyville is within the State Responsibility Area covered by the California Department of Forestry and Fire Protection.

C. Kelseyville FPD History

The Kelseyville Fire Protection District was formed in 1925, and has a governing body of five independently elected fire commissioners. The current district was formed in 1959 from the merger of the Big Valley County Fire Department and the Kelseyville Fire District.

3.1.2 Kelseyville FPD Communities

The "Lake County General Plan Goals and Policies Report" describes the communities in the Kelseyville Fire Protection District as follows:

A. Clearlake Riviera

The Clear Lake Riviera community area is located east of Kelseyville on State Highway 281 north of its intersection with State Highway 29. Originally

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developed in the 1960's, Clear Lake Riviera is now the fastest growing subdivision in the Rivas planning area. The area is primarily residential, but its commercial area is developing to provide services including groceries, restaurants and real estate offices. The area provides only limited public Lake Shore access through a small restaurant and RV park on Konocti Bay. Clearlake Riviera is located within the Thurston Lake Water Inventory Unit.

The 2005 population was 3,100. Clearlake Riviera includes one elementary school in the community. Water is provided within the Clear Lake Riviera subdivision by the Mount Konocti Mutual Water Company. Outside of the subdivision, water is obtained either directly from the lake or from wells. Wastewater service is provided by individual septic systems.

The Konocti Hills Golf Course loops through the eastern side of the subdivision. Konocti Harbor Resort and Spa is nearby.

B. Kelseyville

Kelseyville, located between State Highway 29 and Clear Lake, is a key agricultural center in Lake County. Once known as the "Pear Capital of the World", the area is also known for walnuts and wine grapes. The community center contains numerous retail shops and is in close proximity to Clear Lake State Park, which includes a visitor's center, camping, boating, hiking and swimming facilities.

The 2000 population was 2,928. There are two elementary schools, one middle school, and one high school located within Kelseyville. Water is provided by the Kelseyville County Waterworks District #3 through its two wells. Groundwater provides the primary water source for both municipal and agricultural water users. Kelseyville is within the Big Valley Water Inventory Unit. Wastewater service is also provided by the Kelseyville County Waterworks District #3, with its wastewater treatment facility located just north of the community.

C. Soda Bay

The community of Soda Bay is located on the south side of Clear Lake, between Kelseyville and Clearlake Riviera west on Soda Bay Road. In the late 1800's Soda Bay's mineral springs were so popular that large resorts were constructed to provide lodging for the hundreds of thousands of visitors that were drawn for their touted healing qualities.

Subdivisions were recorded in Soda Bay in the 1920's, as electricity became more widely available and roads throughout the county were improved. The community is currently mostly made up of single family homes. There are also RV parks and campgrounds, limited commercial development along Soda Bay Road provides restaurants and a general store.

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The 2000 population was 700. A county Service Area administers the water system in the area. Municipal water sources are provided by surface (lake) water supplies. Wastewater service is provided by septic systems.

3.2 Kelseyville Community Center Population Data

The Kelseyville community center is located off State Highway 29, south of Lakeport, southwest of Clear Lake. The area of the Kelseyville community center is 3.2 square miles. The following information is for the Kelseyville community center but it is anticipated that the demographic trends for the entire Fire Protection District would be similar.

As of the Census of 2000, there were 2,928 people (1,095 households, and 724 families) residing in 1,175 housing units in Kelseyville. The 2005 population of Kelseyville is 3,800 according to the “Kelseyville Wastewater Collection System Infiltration and Inflow Analysis Report.”

Kelseyville qualifies as a “Census Designated Place” (CDP) so Census data is available.

There were 1,095 households in the CDP of which 33.7% had children under the age of 18 living with them, 46.9% were married couples living together, 14.8% had a female householder with no husband present, and 33.8% were non-families. 27.6% of all households were made up of individuals and 15.8% had someone living alone who was 65 years of age or older. The average household size was 2.66 and the average family size was 3.24.

The median age was 37 years. For every 100 females there were 98.0 males. For every 100 females age 18 and over, there were 93.8 males. The median income for a household in the CDP was \$24,363, and the median income for a family was \$28,958. Males had a median income of \$26,758 versus \$20,036 for females. The per capita income for the CDP was \$15,651. About 12.8% of families and 15.3% of the population were below the poverty line, including 17.7% of those under age 18 and 11.1% of those aged 65 or over.

3.3 Kelseyville Fire Protection District Personnel

The District is organized under Fire Chief Howard Strickler. The District has 15 full-time paid firefighters and 26 volunteers.

3.4 Kelseyville Fire Protection District Facilities and Equipment

3.4.1 Kelseyville FPD Fire Stations

Kelseyville Fire Protection District Fire Stations

Station Number	Location	Type
55	4020 Main Street, Kelseyville	Full
56	2816 Rivera Heights Drive, Kelseyville	Full
57	9757 Highway 281, Kelseyville	Substation

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Each station within the Kelseyville FPD has been provided a class rating by the ISO. Within five miles of stations 55 and 56 for areas within 1,000 feet of a recognized hydrant the District is a class 5. Outside five miles but within 1,000 feet of a recognized hydrant the District is a class 9. Station 55 has received a rating of 6, Station 56 has a rating of 8, and Station 57 has a rating of 9.

3.4.1 Kelseyville FPD Equipment

	Type	Year	Tank size	gpm	
Engine 155	Ford C-8000	1977	750 gal	1000	Type I
Engine 255	Ford 4x4	1971	500 gal	750	Type II
Engine 355	Dodge 4x4	1990	250 gal	250	Type III
Engine 455	Ford F-800	1989	500 gal	1250	Type II
Engine 555	Ford C-800	1965	750 gal	1000	Type I
Squad 155	Inter. 4700	1995	300 gal	500	Rescue Squad
Medic 155	Ford E-350	1994			Type II Ambulance, Paramedic
Medic 255	Ford E-350	1993			Type II Ambulance, Paramedic
Medic 355	Ford E-350	1998			Type II Ambulance, Paramedic
Ambulance 455		1980			Type II Ambulance, B.L.S.
Water Tender 155	Ford	1979	3600 gal	650	Type I
Utility 599	Ford Crown Victoria	1998			Chief Officer Vehicle
Utility 598	Chevy Pickup	1991			Utility Pick-up
Utility 596	Olds Cutlass 4 dr.	1993			Utility Sedan
Rehab 155	Chevy Astro Van	1990			Rehab. Van
Haz-Mat 155	GMC	1979			

3.5 Kelseyville FPD Calls for Service

Kelseyville FPD Calls for Service

Type of Call	1990	1993	1995	2000	2001	2002
Emergency Medical Service	408	468	489	654	712	770
Fire	75	48	71	79	84	62
MVA	106	75	107	95	97	114
Haz Cond	20	31	35	22	21	16
Mutual Aid	23	23	25	52	26	n/a
Other	74	59	75	568	485	490
Total	706	705	802	1,477	1,415	1,452

The District has adopted standards for response times and quality levels in its Fire Protection System Study. According to this Study, the District sees a first response of four minutes to a fire

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eighty percent of the time, and within six minutes one hundred percent of the time. For emergency medical responses, the District has a stated goal of a first responder on the scene within four minutes of dispatch at least eighty percent of the time, and within five minutes one hundred percent of the time.

The average response time for Fire/EMS services within the District is five minutes. The average remote distance response time is 10-12 minutes. There are some remote areas within the District in which these response times would be further extended, especially during winter months. The District provides ambulance service with 5 ALS ambulances and one ALS engine within its Boundaries. The District operates three advanced life support and one basic life support units.

3.6 Kelseyville Fire Protection District Water Supply

Fire flows throughout the District have been reported to be deficient. Much of the water system is old and provides flow rates below 300 gpm. The Kelseyville FPD adopted standards for desired fire flows are those provided within the California Fire Code and NFPA and are well below the CPUC recommended standards for urban density residential and commercial uses, which exist within the District in and around the town of Kelseyville. The District does not meet internally adopted or Statewide recommended water pressures at present.

3.7 Kelseyville Fire Protection District Finances

Kelseyville FPD primary revenue sources come from fire, property taxes and ambulance transports. The total budget for the year of 2003-04 was \$1,759,810. The 2006-07 budget is \$2,267,300. The Sphere of Influence is small (2,975 acres) compared to the other districts and would not create a significant financial strain on the district if it were annexed.

The district has calculated its fire facilities fees based on the likely cost of service to new and existing structures, needed capital improvements, and inflationary adjustments. The Fire Protection System Study completed in 2001 provides data to support the district’s mitigation fees, and details regarding the planned capital improvements needed through 2011.

Kelseyville FPD Reported Income

Fiscal Year	Property Tax Revenue	Charge for Services	Total Revenue	EOY Balance
04-05	\$906,388	\$1,901,742	\$1,541,844	(\$359,898)
00-01	\$635,093	\$891,954	\$1,527,047	\$85,637
01-02	\$693,091	\$655,831	\$1,418,520	\$158,411
02-03	\$731,041	\$847,189	\$1,688,815	\$32,044

Source: 1999-2000 and 2004-2005 Annual Special Districts Report, State Controller’s Office; 2000-2001 Annual Special Districts Report, State Controller’s Office; 2003-2004 Adopted Budgets, County of Lake.

3.8 Kelseyville Fire Protection District Board

The Kelseyville FPD meets the requirements of the Brown Act and public meeting laws as set forth for the conduct of special districts. They hold regularly scheduled and properly agendized and noticed meetings on the second Wednesday of every month. The District posts meeting agendas on public bulletin boards at fire district facilities. Representatives of the district appear to be open and accessible to the public. The contact number for the district is 707-279-4268.

3.9 MSR Kelseyville Fire Protection District Written Determinations

3.9.1 Kelseyville FPD infrastructure needs or deficiencies

- 1-1) Multiple water supply systems for the Kelseyville FPD fail to produce the required standard of 300 GPM flows.
- 1-2) The Kelseyville FPD, in conjunction with local water purveyors, has identified water system improvements necessary to increase water pressure in deficient areas, but water purveyors have yet to set aside sufficient funding to enact these improvements.
- 1-3) Existing capital needs related to equipment and vehicles for the district have also been identified, and plans are in place to obtain this equipment in coming years.
- 1-4) The district should continue updating its Capital Improvements Plan to ensure that full costs associated with the stated capital needs are known and appropriately budgeted for.

3.9.2 Kelseyville FPD growth and population projections for the affected area

- 2-1) The Kelseyville FPD uses population growth figures provided annually by the State Department of Finance to address additional service demands related to growth.
- 2-2) Kelseyville FPD has one of the largest fire district budgets in the County and in the past five years has made approximately \$50,000 in portable equipment upgrades and planned for/invested in at least eight new vehicles, two property acquisitions for new and expanded fire stations, and construction of a new main fire station.
- 2-3) Based on the past five years performance, it is likely that the current structure is sufficient to ensure that the district will be able to increase services necessary to meet demand associated with projected growth.

3.9.3 Kelseyville FPD Financing constraints and opportunities

- 3-1) The Kelseyville FPD maintains a financial management system sufficient to protect the long-term viability of the district.

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- 3-2) Although the State Controllers Office Special Districts Annual Report for FY 2001-2002 reported a year end deficit of \$32,044, the reported deficit was compensated for by a \$30,000 error on the part of the county in calculating the district's interest for FY 2001-02.
- 3-4) Although the Kelseyville Fire Protection District has had end-of-year reserves of less than two percent of total revenues in some recent years, the district's revenues have grown by 30 percent over the previous four years.
- 3-5) The Kelseyville Fire Protection District currently has approximately \$500,000 in reserves and the highest property tax base of all the fire districts in Lake County.

3.9.4 Kelseyville FPD cost avoidance opportunities

- 4-1) The Kelseyville FPD has had significant budget increases in each of the last three years, with a 17 percent total increase between FY 2001/02 and FY 2003/04.
- 4-2) Budgetary increases have primarily been in the areas of benefits for employees (PERS), and to a lesser extent for salaries as staff members have been added to the Kelseyville Fire Protection District.
- 4-3) The Kelseyville Fire Protection District utilizes all available income generation options, including service fees for fire and emergency services, mitigation fees, and other miscellaneous revenue sources.
- 4-4) The Kelseyville Fire Protection District may be able to reduce costs through reductions in salaries or staffing levels, greater use of volunteers, or other forms of reduction related to service provision.
- 4-5) Any reduction in staffing levels would have the potential to negatively affect service levels; and therefore, should not be considered unless it can be shown that reductions would not lower service levels or ISO ratings to a level less than that acceptable to the Kelseyville Fire Protection District.

3.9.5 Kelseyville FPD opportunities for rate restructuring

- 5-1) Kelseyville FPD, as a fire service provider, is a non-enterprise district.
- 5-2) Funding for Kelseyville Fire Protection District services are derived from a combination of property taxes, service charges for emergency medical services, interest from investments, and local, State, and Federal grants.
- 5-3) EMS service fees and critical out-of-district care services fees are opportunities for the Kelseyville Fire Protection District to alter rates to positively affect their financial situation.
- 5-4) Options for increasing funding other than EMS service rates are as follows:
 - Increase the special tax (a vote would be required).
 - Increase impact mitigation fees.
 - Charge a special fee for any emergency response involving alcohol or drugs.

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3.9.6 Kelseyville FPD opportunities for shared facilities

- 6-1) Each of Lake County's fire protection districts has a verbal agreement with CDF, which allows the Fire Protection Districts within the County to call on CDF for assistance in major fires that are beyond the control of that particular Fire Protection District.
- 6-2) The Kelseyville Fire Protection District participated in the Operation Get Ready (OGRE) training exercises with other districts in 2000.
- 6-3) There are opportunities for sharing of facilities with the nearby Lakeport FPD and Lake County FPD as follows:
 - 1. Sharing a breathing apparatus fill station with Lakeport Fire Protection District.
 - 2. Using Lakeport Fire District's ladder truck for target hazards within Kelseyville Fire Protection District.
 - 3. Sharing ownership of a hose tester with North Shore Fire Protection District.
 - 4. Responding automatic mutual aid to the Point Lakeview area (Lake County Fire Protection District), eliminating the need for a fire station in that area.
 - 5. Using the Joint Fire Training Facility located in Lake County Fire District, built by the Lake County Fire Chief's Association.
- 6-4) Financial impacts relative to additional sharing arrangements should be evaluated by the district to determine if specific opportunities for additional sharing may help reduce costs and improve financial stability within the district.

3.9.7 Kelseyville FPD government structure options

- 7-1) Restructuring the governmental operation is not a feasible option for the Kelseyville FPD, based on existing information and known issues.
- 7-2) The district has significant operational issues associated with aging infrastructure and insufficient water pressure, as well as financial constraints limiting options for improving capital resources and systems.
- 7-3) There does not appear to be another fire district in the immediate vicinity capable of assuming fire protection services in the Kelseyville area, limiting options for merging or consolidation.
- 7-4) Continued examination of service delivery and cost may, from time to time, reveal opportunities for addressing such issues without a change in government structure.

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3.9.8 Kelseyville FPD evaluation of management efficiencies

- 8-1) The Kelseyville FPD has a management structure appropriate and sufficient to ensure fire and emergency service provision within its district boundaries and SOI.
- 8-2) The Kelseyville Fire Protection District has 41 total firefighters (15 paid, 26 volunteer) serving a 90 square mile area.
- 8-3) The Kelseyville Fire Protection District has not fully implemented recommendations from recent financial and management audits, which relate to adequate financial oversight and management of finances.
- 8-4) The management structure of the Kelseyville Fire Protection District, consisting of a governing Board of Commissioners, with an appointed Fire Chief overseeing a department of firefighters and administrative staff, is appropriate for provision of fire and emergency services.

3.9.9 Kelseyville FPD local accountability and governance

- 9-1) The Kelseyville FPD Board of Directors meets the requirements of the Brown Act and public meeting laws, as set forth for the conduct of special districts.
- 9-2) The Kelseyville FPD Board of Directors regularly scheduled and properly agendized and noticed meetings on the second Wednesday of every month.
- 9-3) The Kelseyville FPD Board of Directors posts meeting agendas on public bulletin boards at District facilities.
- 9-4) Representatives of the District appear to be open and accessible to the public.

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4. LAKE COUNTY FIRE PROTECTION DISTRICT

4.1 Lake County FPD Background

4.1.1 Lake County FPD History

The Lake County FPD was formed in 2001 from the consolidation of the Lower Lake Fire Protection District and the Lakeshore Fire Protection District. The district has a governing body of five elected fire commissioners. The FPD includes the City of Clearlake and extends eastward to the County border.

The district covers the city of Clearlake and the unincorporated Lower Lake area, as well as surrounding lands to the south and east. The pre-existing districts were established in 1942. The City of Clearlake was incorporated in 1980, and decided not to establish a fire department. The properties within the District consist primarily of older homes and buildings and mobile homes, as well as newer residential, commercial, and industrial buildings constructed in the 1990s and 2000s. The Schoolhouse Museum is located in Lower Lake.

According to district personnel, the consolidation that created the district occurred in July, 2001. The District consists of two zones: Zone 1 consists of the former Lakeshore FPD area, and Zone 2 consists of the former Lower Lake FPD area. These were maintained to respond to citizen concerns. The consolidation resulted in savings in administration, training, and provided expanded purchasing power.

4.1.2 Lake County FPD Areas

The “Lake County General Plan Goals and Policies Report” describes the communities in the Lake County Fire Protection District as follows:

A. City of Clearlake

The City of Clearlake, which was incorporated in 1980, is the largest city in Lake County. The City is located along the southeast shore of Clear Lake just north of Cache Creek. Given its proximity to Clear Lake, the City offers abundant recreational opportunities, such as boating and other water sport activities.

The City has a total of three lakefront parks, Redbud Park, Austin Park and Highlands Park, which provide ample recreational opportunities. In addition, the City is adjacent to Anderson Marsh State Historical Park, which includes a 540-acre wildlife sanctuary and provides visitors with bird watching, hiking and picnic opportunities.

The 2000 population was 13,142. Yuba Community College provides a branch in Clearlake. Wastewater service is provided by LACOSAN. Water service is provided by three separate entities. These municipal systems use a combination of groundwater and surface water supplies from Clear Lake and its tributaries. Clearlake is within the Shoreline Water Inventory Unit.

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Points of Interest include Anderson Marsh State Historic Park and Borax Lake (National archaeological site for borax deposits).

B. Lower Lake

Lower Lake is located at the intersection of State Highways 29 and 53 near the south shore of Clear Lake. This community contains some of the County's prime historic structures along its Main Street and other areas within the community. It is also located in close proximity to the Anderson Marsh State Historic Park.

The 2000 population was 1,755. The community has one elementary school and two high schools. Water is provided by the Lower Lake County Waterworks District #1. Groundwater is the primary source of supply for both residential and agricultural water users. Wastewater service is provided by the Lake County Sanitation District which has a regional wastewater treatment plant in Clearlake.

Points of interest include Main Street, Lower Lake Historical Schoolhouse Museum and Anderson Marsh State Historic Park.

4.2 Lake County FPD Population Data

The population of the District is approximately 17,500. Although specific demographic data is not available for the area of the Lake County FPD, there is population data available for the City of Clearlake and for the smaller community of Lower Lake. This data is shown below and will provide information which can be generalized to the population of the Fire Protection District.

4.2.1 City of Clearlake

According to U.S. 2000 Census data, the City of Clearlake is well below Lake County averages for median household, family, and per capita income levels. As of the census of 2000, there were 13,142 people, 5,532 households, and 3,313 families residing in the City of Clearlake. There were 7,605 housing units.

There are 5,532 households out of which 26.4% have children under the age of 18 living with them, 38.1% are married couples living together, 15.7% have a female householder with no husband present, and 40.1% are non-families. 32.9% of all households are made up of individuals and 16.1% have someone living alone who is 65 years of age or older. The average household size is 2.35 and the average family size is 2.96.

The median age is 41 years. For every 100 females there are 91.9 males. For every 100 females age 18 and over, there are 87.8 males in the City of Clearlake.

The median income for a household in the City of Clearlake is \$19,863, and the median income for a family is \$25,504. Males have a median income of \$24,694 versus \$18,207 for females. The per capita income for the city is \$12,538. 28.6% of the population and 23.5% of families are

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below the poverty line. Out of the total population, 39.8% of those under the age of 18 and 8.4% of those 65 and older are living below the poverty line.

4.2.2. Lower Lake Area

As of the US Census of 2000, there were 1,755 people, 716 households, and 458 families residing in the Lower Lake CDP.

There were 716 households out of which 25.0% had children under the age of 18 living with them, 48.5% were married couples living together, 10.8% had a female householder with no husband present, and 35.9% were non-families. 27.5% of all households were made up of individuals and 12.2% had someone living alone who was 65 years of age or older. The average household size was 2.45 and the average family size was 2.97 in Lower Lake.

The median age was 43 years. For every 100 females there were 100.3 males. For every 100 females age 18 and over, there were 94.0 males in Lower Lake.

The median income for a household in the CDP was \$24,974, and the median income for a family was \$29,896. Males had a median income of \$38,750 versus \$21,250 for females. The per capita income for the CDP was \$13,516. About 9.9% of families and 12.4% of the population were below the poverty line, including 12.0% of those under age 18 and 5.4% of those aged 65 or over.

4.3 Lake County Fire Protection District Personnel

According to Fire Chief Jim McMurray, the Lake County FPD has 23 Sworn safety employees, two clerical employees, and nineteen active volunteers.

4.4 Lake County Fire Protection District Facilities and Equipment

4.4.1 Lake County Fire Protection District Fire Stations

Station Number	Location	Type
65	16354 Main Street, Lower Lake	Full
66	13065 Anderson Road, Lower Lake	Substation
70	14815 Olympic Drive, Clearlake	Full
71	Pierce Airport	Substation
72	13428 Lakeshore Drive, Clearlake	Substation

4.4.2 Lake County Fire Protection Equipment

Lake County FPD has the following 25 vehicles in service of which 21 are used for response to emergency calls and 4 are used for support, maintenance, education and prevention:

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Number of vehicles	Type of vehicle
4	Command Vehicles
4	Ambulance/Medic Units
3	Type I Engine/Pumpers (structure/building suppression units)
3	Type II Engines (wildland/brush/vegetation suppression units)
1	Type III Squad/Quick Attack Unit (primarily minor wildland response)
1	Type I Water Tender
1	Type I Heavy Rescue Unit
1	Aerial Ladder Truck (old)
1	Support Unit (rescue equipment, fire investigation, re-hab supplies)
2	Utility/Maintenance Vehicles
2	Reserve Engines
1	Haz-Mat/Decontamination Trailer
1	Educational Trailer (school programs, fire prevention programs)

Lake County FPD has an ISO Class rating of five for most areas within the District, and a rating of eight in outlying areas. The rating of eight is based primarily on reduced water pressure and supply in outlying areas. The FPD covers approximately 165 square miles. Lake FPD provides fire protection, EMS and ambulance services.

The Lake County Fire Protection District is the first responder for medical emergencies. The district has recently begun to provide ambulance service throughout the District. The District has two ambulances of its own, one on loan, and anticipates purchasing a new ambulance in the near future. Currently the Lake County FPD is able to adequately respond to all emergency situations.

4.5 Lake County FPD Calls for Service

The average response time for Fire/EMS services within the district is under 5 minutes. The response time for remote areas of the district, in the northern and eastern portions, can take up to 15 minutes. Delayed response times are due to weather and road conditions, which are exacerbated during winter months.

In 2006 there were 3,322 responses to calls for service as follows:

Request for Medical Services	2974
Structure/Building Fires	132
Wildland/Vegetation Fires	72
Vehicle/Mobile Equipment Fires	48
Other Fires (false alarm, smoke check etc.)	96

4.6 Lake County Fire Protection District Water Supply

Fire flows throughout the district currently range from 500-1500 GPM. The Lake County FPD is currently served by four separate water purveyors, which creates a great degree of inconsistency between water flow levels. Currently, flow levels are adequate to meet the district's needs, but as

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residential development continues to intensify throughout areas of the district, fire flows will need to be increased to maintain a safe level of service.

Lake County FPD has adopted fire protection standards by ordinance. Article XI of the ordinance establishes the following fire flow standards:

- a. For Class I residential properties, fire flows shall be capable of producing 250 gallons per minute (gpm) up to 750 gpm with storage capacities of 30,000 to 90,000 gallons depending on the development density.
- b. For Class II residential properties (1-5 acres in areas with hydrants) properties are required to have 250 gpm with 30,000 gallons storage.
- c. Commercial class properties in areas with hydrants are required to maintain 1,000 gpm.
- d. For areas outside of the above classifications, the FPD uses the National Fire Protection Association Publication 1142 to determine adequate fire flows.

4.7 Lake County Fire Protection District Finances

Lake County FPD primary revenue sources come from developer fees, property taxes and charges for services. The total budget for the year of 2003-04 was \$1,779,043. The 2006-07 budget is \$3,596,459.

Lake County FPD Reported Income

Fiscal Year	Property Tax Revenue	Charge for Services	Total Revenue	EOY Balance
04-05	\$754,462	\$1,655,108	\$2,207,504	\$552,396
02-03	\$505,935	\$704,331	\$1,512,674	\$265,783

Source: 1999-2000 Annual Special Districts Report, State Controller’s Office, 2004-2005 Annual Special Districts Report, State Controller’s Office, 2003-2004 Adopted Budgets, County of Lake.

The district was formed in 2001, thus there are no historical financial trends which can be analyzed. The district built \$265,783 in surplus reserves in its first two years of operation, which indicates that the district is operating under a financial structure sufficient to meet service demands without incurring debt or over-allocating funds.

4.8 Lake County Fire Protection District Board

The Lake County FPD holds regularly scheduled meetings of its Board of Directors on the third Tuesday of every month. The district posts meeting agendas on public bulletin boards at fire district facilities, in accordance with noticing requirements set forth by the State of California. Representatives of the district appear to be open and accessible to the public. The contact number for the district is 707-994-2170.

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4.9 MSR Lake County Fire Protection District Written Determinations

4.9.1 Lake County FPD infrastructure needs or deficiencies

- 1-1) Lake County Fire Protection District operates both owned and borrowed firefighting equipment.
- 1-2) Fire flows throughout the district currently range from 500-1500 GPM. Currently, flow levels are adequate to meet the district's needs, but as residential development continues to intensify throughout areas of the district, fire flows will need to be increased to maintain a safe level of service.
- 1-3) There are no known long-range infrastructure planning documents within the district, and there is no comprehensive inventory of equipment and facilities by which to assess the adequacy of overall infrastructure.
- 1-4) The District does maintain a Capital Improvements Program to ensure that full costs associated with the stated capital improvements are known and appropriately budgeted for.

4.9.2 Lake County FPD growth and population projections for the affected area

- 2-1) The Lake County FPD does not project population, but rather relies on incremental improvements and upgrades to address additional service demands related to growth.
- 2-2) It is common for fire districts in rural areas to rely on this method of accommodating projected growth.
- 2-3) The Lake County Fire Protection District has adopted and implemented mitigation fees for new development, which are intended to offset costs of growth on District operations.
- 2-4) The district appears able to adequately accommodate increased service demand associated with population growth.

4.9.3 Lake County FPD financing constraints and opportunities

- 3-1) The Lake County FPD was formed in 2001 from the consolidation of two fire districts.
- 3-2) Since that time, the district has accumulated approximately \$265,000 in reserves, and has established a stable revenue system sufficient to fund the ongoing operations of the District.
- 3-3) The financial status of the Lake County Fire Protection District is considered good.

4.9.4 Lake County FPD cost avoidance opportunities

- 4-1) The Lake County FPD has reduced its FY 2002/03 budget from 2001/02 levels, primarily through reductions in expenditures on fixed assets.

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- 4-2) Review of the district's operating methods and budgetary documents does not reveal outstanding opportunities to reduce costs within the district.
- 4-3) The district utilizes all available income generation options, including service fees for fire and emergency services, mitigation fees, and other miscellaneous revenue sources.

4.9.5 Lake County FPD opportunities for rate restructuring

- 5-1) Lake County FPD, as a fire service provider, is a non-enterprise District.
- 5-2) Funding for the fire protection services of the district is derived from a combination of property taxes, service charges for emergency medical services, interest from investments, and local, State, and Federal grants.
- 5-3) The current rate structure of the district has been sufficient to supplement other revenue sources and allow for financial stability within the District's operations.
- 5-4) The rate structure of the district is considered appropriate.

4.9.6 Lake County FPD opportunities for shared facilities

- 6-1) Each of Lake County's fire protection districts has a verbal agreement with CDF, which allows the Fire Protection Districts within the County to call on CDF for assistance in major fires that are beyond the control of that particular Fire Protection District.
- 6-2) The district participated in the Operation Get Ready (OGRE) training exercises with other districts in 2000.
- 6-3) There are no existing or proposed facilities sharing arrangements within the district.

4.9.7 Lake County FPD Government structure options

- 7-1) The Lake County FPD has a coterminous District boundary and Sphere of Influence. The service area includes the communities of Clearlake and Lower Lake, and extends from the southeast corner of Clear Lake to the eastern county line.
- 7-2) Based on evaluation of the District's operations, finances, and planning, the existing District and SOI boundaries are considered appropriate and logical, and fire service within the District is considered adequate.

4.9.8 Lake County FPD evaluation of management efficiencies

- 8-1) The Lake County FPD has a management structure appropriate and sufficient to ensure fire and emergency service provision within its district boundaries and SOI.
- 8-2) The district maintains a sound financial and management system, with adequate personnel and equipment to provide service and meet internal thresholds for service adequacy.

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- 8-3) The management structure of the district, consisting of a governing Board of Commissioners, with an appointed Fire Chief overseeing firefighters and administrative staff, is appropriate for provision of fire and emergency services.

4.9.9 Lake County FPD local accountability and governance

- 9-1) The Lake County FPD holds regularly scheduled meetings of its Board on the third Tuesday of every month.
- 9-2) The district posts meeting agendas on public bulletin boards at fire district facilities, in accordance with noticing requirements set forth by the State of California. Representatives of the district appear to be open and accessible to the public.

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5. LAKE PILLSBURY FIRE PROTECTION DISTRICT

5.1 Lake Pillsbury FPD Background

Lake Pillsbury Fire Protection District (FPD) is in the upper north end of the County, extending from Lake Pillsbury on the southeast to the County line on the north and west.

The district boundary constitutes several non-federally owned in holdings within the National Forest.

5.2 Lake Pillsbury FPD Personnel

The Lake Pillsbury Fire Department is made up of 16 volunteers. There is volunteer training two Saturdays per month with a training officer from the Northshore FPD.

5.3 Lake Pillsbury FPD Facilities and Equipment

The district has no fire station. Rather, the community of Pillsbury Ranch has allocated building space to house one engine and one emergency first response vehicle near the entrance gate to the 450-lot community. Fire department equipment is as follows:

Lake Pillsbury FPD Equipment

	Type	Year	Tank size	gpm	
195	GMC	1985	100 gal	750	Type III
295	International	1968	500 gal	500	Type III
395	International	1964	500 gal	300	Model I
Rescue	Chevy Van	1968			Van

5.4 Lake Pillsbury FPD Calls for Service

Lake Pillsbury FPD Calls for Service

Type of Call	2001	2002
Emergency Medical Service	20	20
Wildland Fire	5	5

The average response time for Fire/EMS services within the district is under ten minutes. However, response time for remote areas can require up to one hour. Lake Pillsbury FPD has not been rated by the ISO as of the date of this report, as the district was formed in 2001.

Helicopter service is provided from Ukiah, the Potter Valley area in Mendocino County, or Lakeport in Lake County. The nearest available ambulance provider is the Upper Lake Fire Protection District, which is located south of the Lake Pillsbury area.

This district can only provide services via a mountain road which can become impassable during snow storms in winter months. If the Upper Lake Fire Protection District is unable to reach the Lake Pillsbury area, the Ukiah Ambulance service has been known to respond, even though a formal agreement for services no longer exists. This district can only provide services via a

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mountain road which becomes impassable in winter months. Therefore, it is possible that, beginning in the winter of 2004, the Lake Pillsbury area could be unserved by ambulances during times in which helicopter services are unavailable.

5.5 Lake Pillsbury FPD Water Supply

Fire flows on location at Pillsbury Ranch are sufficient at 500 GPM. Outside the Pillsbury Ranch area, the District does not have water supplies. All outlying areas of the district are under State or Federal responsibility, thus the ability of the district to fight fires is supplemented by additional resources. The lack of water in outlying areas is a significant impediment to firefighting abilities, and development of a water system within these areas is necessary to ensure that adequate fire protection can be provided to structures and persons within the outlying district properties.

5.6 Lake Pillsbury FPD Financial Resources

Lake Pillsbury FPD was formed in 2001, and has not reported budget information to the County Auditor's office prior to FY 2003/04. The budget for FY 2003-04 totaled \$18,600, and is expected to decrease slightly in the 2004-05 budget year. The 2006-07 budget is \$29,896. All incomes are derived from property tax assessments on vacant and developed parcels. Vacant parcels are assessed \$18 per year, while developed parcels are assessed \$60 per year. The reduction in budget is due primarily to lot mergers occurring in the rural areas of the district.

The majority of the district's budget is used to pay for insurance costs, training for volunteer firefighters, and supplies. The limitations placed on the district by the small budget make purchase of additional equipment or expansion of the fire station unlikely. The district has also noted that it is unaware of any auditing requirements which it is required to comply with, and has not had an audit conducted in its history.

There do not appear to be funds set aside for reserves or contingencies. With continued increases in costs associated with insurance, training, and operations, it is unlikely that the district will be able to meet its ongoing operational costs without additional revenues in the future. Current budgeting practices do not establish or contribute to financial reserve funds to address unforeseen future costs, such as capital improvements, emergency repairs of land or facilities, or other such costs. Based on available information, it is reasonable to assume that the district may not be able to continue to fund operations at current levels without additional revenue.

An additional concern facing the district is its need to complete audits of district operations and finances. The cost of financial audits by private companies generally ranges \$5,000 to \$7,000, based on discussions with the Auditor's Office and various districts. With these audits necessary at least every three years, the additional financial burden brought about by this change will further increase financial problems with the operation of the district.

5.7 Lake Pillsbury Fire Protection District Board

The Lake Pillsbury Fire Protection District is managed by a five-member Board of Directors. These Directors were elected in 2002 and serve four-year terms.

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The Board holds two regularly scheduled meetings annually; one for the preliminary budget considerations and one for budget adoption. The meetings are noticed consistent with Brown Act requirements, and notices are posted at least 72 hours in advance in the local store at the entrance of town.

Existing State law requires that district boards meet at least once every three months to ensure public accountability. It appears that the Lake Pillsbury FPD does not meet this legal requirement.

There are no other Brown Act violations known to exist in the district, and the district representatives appear open and responsive to public inquiry.

5.8 MSR Lake Pillsbury Fire Protection District Written Determinations

5.8.1 Lake Pillsbury FPD infrastructure needs or deficiencies

- 1-1) Lake Pillsbury Fire Protection District owns vehicles primarily built before 1970. All equipment is in need of upgrading.
- 1-2) The district has no formal method of planning or budgeting for long-range capital improvement needs.
- 1-3) Fire flows are sufficient within the Lake Pillsbury Ranch area, but no water system is in place outside of this community.
- 1-4) The District should adopt a formal Capital Improvements Program or other planning document to ensure that full costs associated with the stated capital improvements are known and appropriately budgeted for.
- 1-5) Access to remote areas of the district during winter months is difficult if not impossible due to a variety of reasons. As of 2004, remote areas of the district may be unserved by ambulance service in the event helicopter access is not available.

5.8.2 Lake Pillsbury FPD growth and population projections for the affected area

- 2-1) The district will not be able to support substantial population growth, although no such growth is anticipated in the area.
- 2-2) The district has no fire mitigation fees adopted, and its revenues appear to be limited to property tax assessments.

5.8.3 Lake Pillsbury FPD financing constraints and opportunities

- 3-1) The Lake Pillsbury FPD was formed in 2001, and has a limited budget derived from property tax assessments on vacant and developed residential lots.
- 3-2) The district has received less than \$19,000 annually from the assessments in the two years of operation.

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- 3-3) The financial practices of the district are limited by the low revenues, and the majority of revenues are used to pay for insurance, training, and supply costs.
- 3-4) The district has not been audited, and is not aware of any auditing requirements for special districts. This represents a significant additional cost to the district which will likely be incurred in the next several budget years.

5.8.4 Lake Pillsbury FPD cost avoidance opportunities

- 4-1) The district has a very low budget and does not appear to have reducible expenditures.

5.8.5 Lake Pillsbury FPD opportunities for rate restructuring

- 5-1) The district obtains all financing from property tax assessments of \$18 on vacant lots and \$60 on developed lots.
- 5-2) The revenues generated from this special assessment are low and do not appear sufficient to maintain service provision in the long term.
- 5-3) The district will likely need to consider additional sources of revenue in the future to continue service provision of fire and emergency protection.

5.8.6 Lake Pillsbury FPD opportunities for shared facilities

- 5-1) Each of Lake County's fire protection districts has a verbal agreement with CDF, which allows the Fire Protection Districts within the County to call on CDF for assistance in major fires that are beyond the control of that particular Fire Protection District.
- 5-2) The geographic isolation of the district in the northwest corner of the County limits the ability of the district to participate meaningfully in facilities sharing arrangements with other districts.
- 5-3) The district has an agreement with the Northshore FPD District to provide ambulance service.

5.8.7 Lake Pillsbury FPD government structure options

- 7-1) All lands outside of the Pillsbury Ranch area, but within the district's Sphere of Influence, are classified as either State or Federal Areas of Responsibility.
- 7-2) The SOI extends to the County border on the north and west, and extends past Lake Pillsbury on the east and south.
- 7-3) Areas south and east of the SOI are not within any adopted district boundary or SOI. Expansion of the district's boundaries into these outlying SOI areas does not appear necessary or feasible at present.

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5.8.8 Lake Pillsbury FPD evaluation of management efficiencies

- 8-1) The Lake Pillsbury FPD has a management structure appropriate and sufficient to ensure fire and emergency service provision within its district boundaries and SOI.
- 8-2) The district has limited personnel and equipment, but its geographic location and isolation limit viable alternatives to the existing structure.
- 8-3) The management structure of the district, consisting of a governing Board of Commissioners, with an appointed Fire Chief overseeing a department of firefighters and administrative staff, is appropriate for provision of fire and emergency services.

5.8.9 Lake Pillsbury FPD local accountability and governance

- 9-1) The Lake Pillsbury Fire Protection District is managed by a five-member Board of Directors.
- 9-2) These Directors were elected in 2002 and serve four-year terms.
- 9-3) The Board holds two regularly scheduled meetings annually; one for the preliminary budget considerations and one for budget adoption.
- 9-4) The meetings are noticed consistent with Brown Act requirements, and notices are posted at least 72 hours in advance in the local store at the entrance of town.
- 9-5) Existing State law requires that District boards meet at least once every three months to ensure public accountability. The Lake Pillsbury FPD does not meet this legal requirement.
- 9-6) There are no other Brown Act violations known to exist in the District, and the District representatives appear open and responsive to public inquiry.

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6. LAKEPORT FIRE PROTECTION DISTRICT

6.1 Lakeport Fire Protection District Background

The Lakeport Fire Protection District provides fire protection and emergency medical services in and around the City of Lakeport. The district is the result of a merger in 2000 in which the district merged with the City of Lakeport's Fire Department.

The City of Lakeport, California is located in Lake County. Lakeport is located on the western shore of Clear Lake. State Highway 29 is located on the west side of the City, and provides access to Napa to the south and Ukiah to the west via State Highway 20.

The "Lake County General Plan Goals and Policies Report" describes the City of Lakeport as follows:

The City of Lakeport, which is the County Seat for Lake County, is located on the western shore of Clear Lake. The City, which was incorporated in 1888, still contains many of the historic buildings from the turn of the century. The City's Library Park, which is located at the Clear Lake shoreline, is the site of many annual events (e.g., fishing tournament and boat races). The City also is home to the Lake County Fairgrounds, which hosts the annual Lake County Fair and County Rodeo.

The 2000 population was 4,820. The Lakeport Unified School District has two elementary schools, one middle school, and one high school. The City is located two miles from the Lampson Field Airport. Water supply and wastewater service is provided by the City of Lakeport. Municipal water sources include a combination of groundwater and surface water. Lakeport is within the Big Valley Water Inventory Unit.

Point of Interest include the Lake County Museum, Library Park, Lake County Fairgrounds and Speedway.

6.2 Lakeport Population Data

Although the Lakeport Fire Protection District includes a larger area than the City of Lakeport, population data is only available for the City. However, the population data for the City should be indicative of the population characteristics for the district.

As of the U.S. Census of 2000, there were 4,820 people, 1,967 households, and 1,233 families residing in the City. There were 2,394 housing units.

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There were 1,967 households out of which 29.7% had children under the age of 18 living with them, 44.7% were married couples living together, 12.6% had a female householder with no husband present, and 37.3% were non-families. 31.0% of all households were made up of individuals and 16.2% had someone living alone who was 65 years of age or older. The average household size was 2.36 and the average family size was 2.93 in the City of Lakeport.

The median age was 41 years. For every 100 females there were 86.9 males. For every 100 females age 18 and over, there were 84.7 males in the City of Lakeport.

The median income for a household in the city was \$32,226, and the median income for a family was \$37,900. Males had a median income of \$36,719 versus \$25,089 for females. The per capita income for the city was \$17,215. About 13.5% of families and 15.7% of the population were below the poverty line, including 20.9% of those under age 18 and 5.6% of those aged 65 or over.

6.3 Lakeport Fire Protection District Personnel

The Lakeport Fire Protection District has nine sworn safety employees and one clerical employee. The district also uses 21 volunteer fire fighters. The ISO rating in town is 4.

6.4 Lakeport Fire Protection District Facilities and Equipment

Lakeport Fire Protection District Fire Stations

Station Number	Location	Type
50	445 North Main Street, Lakeport	Full
52	3600 Hill Road East, Lakeport	Substation

Lakeport Fire Protection District Equipment

Vehicle	Station	Type	Year
Engine 152	52	Mack	1974
Engine 150	50	Pierce	1987
Engine 250	50	Spartan	2001
Engine 350	50	International	1975
Engine 252	52	International Navistar	1997
WT 152	52	Kenworth	1984
T-150	50	American La France Aerial	1980
Has Mat 150	50	Ford Haz Mat	1982
Air 150	50	Chevy Air Truck	1986
M-250	50	Ford Ambulance	1988
M-150	50	Lifeline Ambulance	1993
M-350	50	Lifeline Ambulance	2004
M-450	50	Lifeline Ambulance	2000
W-150 (Utility)	50	Chevy Pickup S-10	1995

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500	50	Chevy Blazer	1996
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6.5 Lakeport FPD Calls for Service

Lakeport FPD Calls for Service

Type of Call	2000	2001	2006
Emergency Medical Service	936	1000	2121*
Fire	141	150	74

Note: The district recently took over Ambulance services. In 2006, 1500 calls were attributable to transporting people.

Source: Lakeport Fire Protection District, September 2007

The district provides its own ambulance service. The average response time for Fire/EMS services within district boundaries is two to four minutes from receipt of call to personnel movement, plus travel time. Travel time to specific emergencies is dependent upon distance from responding stations to the emergency, as well as the condition of roadways along the route. The average remote distance response time is eight minutes. There are some remote areas within the district in which these response times are further extended, especially during winter months.

6.6 Lakeport Fire Protection District Water Supply

Fire flows within the District service area are generally adequate. Hydrants within the Findley service area no longer experience poor flow rates since Kelseyville County Waterworks District water is being supplied to Findley.

6.7 Lakeport Fire Protection District Finances

Lakeport FPD Reported Income

Fiscal Year	Property Tax Revenue	Charge for Services	Total Revenue	EOY Balance
04-05	\$617,317	\$1,493,670	\$1,619,260	\$125,590
00-01	\$362,125	\$373,324	\$815,170	\$87,348
01-02	\$539,126	\$407,146	\$1,194,113	\$457,750
02-03	\$489,981	\$335,062	\$880,965	\$151,615

Source: 2004-2005 Annual Special Districts Report, State Controller's Office, 2000-2001 Annual Special Districts Report, State Controller's Office, 2003-2004 Adopted Budgets, County of Lake.

The Lakeport Fire Protection District Budget for 2006-2007 is \$1,723,625.

6.8 Lakeport Fire Protection District Board

The Lakeport Fire Protection District is governed by a five-member Board of Directors. The Lakeport FPD holds regularly scheduled meetings of its Board on the second Tuesday of every month. The district posts meeting agendas on public bulletin boards at fire district facilities.

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Representatives of the district appear to be open and accessible to the public. The Phone Number for the District is 707-263-4396.

6.9 MSR Lakeport Fire Protection District Written Determinations

6.9.1 Lakeport FPD infrastructure needs or deficiencies

- 1-1) The district is planning to develop a new Main Station. The property is being secured and construction should be completed in approximately 2 years. The district is also working with the County on securing property at the Airport. The district is also working on a possible addition to Station 52 within the next 2 years and replacing the ladder truck with a new model.

6.9.2 Lakeport FPD growth and population projections for the affected area

- 2-1) The Lakeport FPD does not project population, but rather relies on incremental improvements and upgrades to address additional service demands related to growth. A Possible Growth scenario is 473 Single Family Dwellings proposed in the City of Lakeport as of March 2007, 60 units of affordable housing, and 12 duplex units. Lake County Community Development Departments has projected 2,576 lots in the Lakeport Fire Protection District could be subdivided.
- 2-2) It is common for fire districts in rural areas to rely on this method of accommodating projected growth.
- 2-3) The district has adopted and implemented mitigation fees for new development, which is intended to offset costs of growth on District operations.
- 2-4) The district appears able to adequately accommodate increased service demand associated with population growth.

6.9.3 Lakeport FPD financing constraints and opportunities

- 3-1) The Lakeport FPD maintains sufficient budgetary reserves and has maintained a positive balance in accounts over the past five years.
- 3-2) The district uses a modified cash basis for financial statements, which varies from generally accepted accounting principles.
- 3-3) The district has submitted budgetary documents on time, and the merging of the district with the Lakeport Fire Department increased revenues while allowing for economies of scale to be realized.
- 3-4) The District's financial status is considered good.

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6.9.4 Lakeport FPD cost avoidance opportunities

- 4-1) The Lakeport FPD has had significant budget increases in each of the last three years, with a 28 percent total increase between FY 2001/02 and FY 2003/04.
- 4-2) Budgetary increases have primarily been in the areas of salaries and benefits for employees (including rising costs associated with provision of health and worker's compensation insurance), and the implementation of set-aside monies for contingencies.
- 4-3) The district uses all available income generation options, including service fees for fire and emergency services, mitigation fees, and other miscellaneous revenue sources.

6.9.5 Lakeport FPD opportunities for rate restructuring

- 5-1) Lakeport FPD, as a fire service provider, is a non-enterprise district.
- 5-2) Funding for the fire protection services of the district is derived from a combination of property taxes, service charges for emergency medical services, interest from investments, and local, State, and Federal grants.
- 5-3) The current rate structure of the district has been sufficient to supplement other revenue sources and allow for financial stability within the district's operations.
- 5-4) The rate structure of the district is considered appropriate.

6.9.6 Lakeport FPD opportunities for shared facilities

- 6-1) Each of Lake County's fire protection districts has a verbal agreement with CDF, which allows the Fire Protection Districts within the County to call on CDF for assistance in major fires that are beyond the control of that particular Fire Protection District.
- 6-2) The district participated in the Operation Get Ready (OGRE) training exercises with other districts in 2000.
- 6-4) The district is adjacent to three other fire districts in the County, and may have the potential to share administrative or equipment resources with other districts.
- 6-5) Given the financial stability of the district and the location of the two fire stations, it is not likely that such arrangements would be cost-effective.
- 6-6) There are no existing or proposed facilities sharing arrangements within the district.

6.9.7 Lakeport FPD government structure options

- 7-1) The Lakeport FPD encompasses the City of Lakeport and some surrounding areas, and has a Sphere of Influence that extends southwest to the county line.

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- 7-2) The existing physical boundaries of the district are appropriate, given the location of facilities and the structure of the district.
- 7-3) Current SOI boundaries are also logical and appropriate, as Lakeport FPD is the only district contiguous to most of the SOI area.
- 7-4) The boundaries and SOI of the district are considered suitable for continued efficient operation of fire services in this area of the County.

6.9.8 Lakeport FPD evaluation of management efficiencies

- 8-1) The Lakeport FPD has a management structure appropriate and sufficient to ensure fire and emergency service provision within its district boundaries and SOI.
- 8-2) The district maintains a sound financial and management system, with adequate personnel and equipment to provide service and meet internal thresholds for service adequacy.
- 8-3) The management structure of the district, consisting of a governing Board of Commissioners, with an appointed Fire Chief overseeing a department of firefighters and administrative staff, is appropriate for provision of fire and emergency services.

6.9.9 Lakeport FPD local accountability and governance

- 9-1) The Lakeport FPD holds regularly scheduled meetings of its Board on the second Tuesday of every month.
- 9-2) The district posts meeting agendas on public bulletin boards at fire district facilities. Representatives of the District appear to be open and accessible to the public.

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7. NORTHSHORE FIRE PROTECTION DISTRICT

7.1 Northshore Fire Protection District Background

7.1.1 Northshore Fire Protection District History and Formation

A. Clearlake Oaks Background

The Clearlake Oaks Fire Protection District (FPD) was formed in 1946, and was formally established by the Lake County Board of Supervisors on September 12, 1949 under enabling legislation set forth in §13800 of the California Health and Safety Code. The consolidation of Clearlake Oaks Fire Protection District and the Glenhaven Fire Protection District was finalized in 1974.

B. Lucerne Background

The Lucerne Recreation and Park District (Lucerne RPD) was formed in 1947 under section 5780 of the Public Resources Code.

C. Nice Background

The Nice Community Services District (CSD) was formed in 1987 under the provisions of the Community Services District Law. Prior to formation, the district was part of the Upper Lake Fire Protection District.

D. Upper Lake Background

The Upper Lake FPD was formed in 1942 pursuant to 13800 of the Health and Safety Code.

E. Northshore Fire Protection District Formation

Clearlake Oaks FPD, Lucerne Recreation and Park District, Nice CSD and Upper Lake FPD comprised the Northshore Fire Authority adopted in 1996 to share equipment. The four communities and districts had often worked together and although distinct in their individual town personalities, they have shared the benefits of tourism along the Highway 20 corridor for decades. Long-standing mutual aid agreements have permitted district employees opportunities to work together at emergencies.

The Northshore Fire Authority Proposal and Plan was adopted in 2003 to provide a three year trial for working together. Lake LAFCO Resolution 2006-10, "A Resolution Making Determinations and Approving the dissolution of the Upper Lake Fire Protection District, the Nice Community Services District, the Lucerne Park and Recreation District and the Clearlake Oaks Fire Protection District and the Formation of the Northshore Fire Protection District" was adopted on October 18, 2006.

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7.1.2 Northshore FPD Areas

The “Lake County General Plan Goals and Policies Report” describes the seven communities in the Northshore Fire Protection District as follows:

A. Blue Lakes

The Blue Lakes community is named after the two lakes located within a narrow valley adjacent to State Highway 20. The community contains resort-residential development and limited commercial development that supports the resorts and recreational activities at the Lakes. The area has a limited permanent population.

B. Clearlake Oaks

Clearlake Oaks, which began as a lakefront subdivision in the 1920’s, is located on the eastern shore of Clear Lake, adjacent to State Highway 20. The community contains a variety of single family housing, lodging, restaurants, and retail shops. The community also has a County Park (Clearlake Oaks Beach County Park) and two campgrounds at nearby Stubbs Island.

The 2000 population was 2,402. Clearlake Oaks Beach County Park offers picnic areas, swimming and a boat launch facility. One elementary school is located within the community. The Clearlake Oaks County Water District provides municipal water services within the community. Water sources include a combination of groundwater and surface water supplies from Clear Lake and its tributaries. Clearlake Oaks is within the Shoreline Water Inventory Unit.

Points of interest include Clearlake Oaks Beach County Park and Sulphur Bank Mine (inactive).

C. Glenhaven

Glenhaven is located on the eastern shore of Clear Lake, just northwest of Clearlake Oaks along State Highway 20. The community contains several resorts, motels, and campgrounds and nearby Glenhaven Beach for Lake County visitors.

Water service is provided by the Glenhaven Mutual Water Company. Groundwater serves as the primary water source. Glenhaven is within the Shoreline Water Inventory Unit. Public sewer is not available so on-site septic systems are used.

D. Lucerne

The town of Lucerne is a planned community dating back to the 1920’s. Due to the depression and financial difficulties the planned aspects were set aside and

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the community developed in a relatively haphazard fashion leading it to a blighted condition. The County, and its Redevelopment Agency, has taken on the challenge of revitalizing the community by bringing it back in tune with its original planned concepts which call for a lakefront promenade, town center on “the Strand” (13th Avenue) and town park along the Creek between 8th and 9th Avenues.

Part of the effort includes incorporating a “Swiss” or “Alpine” architectural theme as indicated by its name, and its geographic setting between the Lake and hills. Easy access along State Highway 20 make it an ideal location for tourism.

Capitalizing on existing parks along the lake, the County and the Redevelopment Agency are focusing effort on the establishment of the Promenade to stimulate the tourist economy.

Water is provided by the Lucerne Water Company. Water is supplied by a combination of groundwater and surface water supplies from Clear Lake and its tributaries. Lucerne is within the Shoreline Water Inventory Unit. Wastewater service is provided by the Lake County Sanitation District (LACOSAN) which operates a treatment facility north of Lakeport.

Points of Interest include the Alpine County Park, Lucerne clubhouse Park, and Lucerne Harbor boat launch.

E. Nice

Nice, located on the northern shore of Clear Lake, was originally named Clear Lake Villas, after its first subdivision was built in 1922. The community was later named Nice, after the city located on the French Riviera. Today, in addition to its residential development, Nice has retail shops, RV parks, and campgrounds. The community also has three parks: H.V. Keeling Park, Hinman Park, and the Nice Community Beach.

The 2000 population was 2,509. The majority of the community’s water service is provided by the Nice Mutual Water Company. Municipal water sources include a combination of groundwater and surface water supplies. Nice is located within the Shoreline Water Inventory Unit. Wastewater service is provided by the Lake County Sanitation District which operates a treatment facility north of Lakeport.

F. Spring Valley

Spring Valley is located in a mountain valley (Long Valley) east of Clear Lake. The residential subdivision that makes up Spring Valley Lake is located near three creeks and a private lake (Spring Valley Lake). There are currently 450

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homes with a potential population of 1000. These areas provide recreational activities, such as fishing, for both residents and guests.

A County Service Area provides water service. Water is provided using a surface water. Spring Valley Lake is located within Cache creek Water Inventory Unit.

G. Upper Lake

Upper Lake, named for its location along the upper arm of Clear Lake, was established in the 1860's. In 1924, most of its downtown was destroyed by a fire. In the 1930's, most of the Clear Lake arm near Upper Lake was drained for agricultural land.

Since the fire in 1924, a small downtown area was rebuilt. Today, this downtown area is being revitalized and targeted at community commercial and tourism-oriented commercial uses. It contains a number of historic buildings. Upper Lake is the main access point into the Mendocino National Forest, which starts approximately 3.5 miles north of the community. In addition the community contains Upper Lake Park, approximately five acres in size.

The 2000 population was 989. Upper Lake Park includes ball fields and picnic areas. Water is provided by the Upper Lake County Water District through the operation of two groundwater wells. Upper Lake is within the Middle Creek Water Inventory Unit. Wastewater service is provided by LACOSAN using the Northwest Regional Wastewater Treatment Plant.

Points of Interest include Downtown, historic buildings, Mendocino National Forest, and Upper Lake Park.

7.1.3 Northshore Fire Protection District Population Data

There is no group data for the entire Northshore FPD population but there is data available for the four communities within the District.

A. Clearlake Oaks Population

Clearlake Oaks is a Census-designated place (CDP). This means that US Census data is collected even though the community is not an incorporated city. The annual per capita income for the CDP is \$14,297. 21.9% of the Clearlake Oaks population and 15.0% of families are below the poverty line. Out of the total population, 31.2% of those under the age of 18 and 9.7% of those 65 and older are living below the poverty line. This will limit the ability of the Clearlake Oaks Water District to raise fees.

The site of the original town, inland from State Highway 20, was subdivided in the 1920's. Situated in a broad canyon mouth, the original town-site is about 4 blocks long and three deep, triangular in shape, with a plaza site in its center. Today the plaza is paved and used for parking

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by the church located along the west side. Most of the homes in the village remain true to their "fishing cottage" roots.

Later additions include hundreds of small lots along narrow roads running along the contours of the hills above town. Though the oldest home may be the 1930's rock house on Lakeview, most homes date from the 1960's and include popular second home styles, such as A-frames.

The next addition was across State Highway 20. The Keys, a neighborhood dredged from the marshes, provides a dock immediately behind almost every lot. This neighborhood exhibits a variety of two to five bedroom homes in late-mid-century Bay Region styles.

There are 1,194 households out of which 15.2% have children under the age of 18 living with them, 42.0% are married couples living together, 9.5% have a female householder with no husband present, and 45.1% are non-families. 38.0% of all households are made up of individuals and 20.2% have someone living alone who is 65 years of age or older. The average household size is 2.01 and the average family size is 2.58.

The median age is 55 years. For every 100 females there are 96.4 males. For every 100 females age 18 and over, there are 94.1 males in Clearlake Oaks.

B. Lucerne Population

As of the census of 2000, there were 2,870 people, 1,325 households, and 744 families residing in the Lucerne CDP.

There were 1,325 households out of which 20.8% had children under the age of 18 living with them, 40.8% were married couples living together, 10.6% had a female householder with no husband present, and 43.8% were non-families. 36.6% of all households were made up of individuals and 20.0% had someone living alone who was 65 years of age or older. The average household size was 2.16 and the average family size was 2.78 in Lucerne.

The median age was 47 years. For every 100 females there were 93.4 males. For every 100 females age 18 and over, there were 89.3 males in Lucerne.

The median income for a household in the Lucerne CDP was \$24,969, and the median income for a family was \$27,656. Males had a median income of \$26,612 versus \$20,227 for females. The per capita income for the CDP was \$13,396. About 13.7% of families and 15.9% of the population were below the poverty line, including 11.2% of those under age 18 and 10.2% of those aged 65 or over.

C. Nice Population

As of the census of 2000, there were 2,509 people, 1,142 households, and 649 families residing in the Nice CDP.

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There were 1,142 households out of which 22.6% had children under the age of 18 living with them, 39.1% were married couples living together, 13.1% had a female householder with no husband present, and 43.1% were non-families. 35.6% of all households were made up of individuals and 15.1% had someone living alone who was 65 years of age or older. The average household size was 2.18 and the average family size was 2.79.

The median age was 44 years. For every 100 females there were 97.7 males. For every 100 females age 18 and over, there were 96.2 males.

The median income for a household in the Nice CDP was \$24,340, and the median income for a family was \$28,358. Males had a median income of \$29,444 versus \$18,725 for females. The per capita income for the CDP was \$13,173. About 16.1% of families and 25.4% of the population were below the poverty line, including 43.3% of those under age 18 and 5.2% of those aged 65 or over.

D. Upper Lake Population

The population of the old Upper Lake FPD is 1,500 residents.

Upper Lake is a Census Designated Place (CDP) so US Census data is available for the community. As of the US Census of 2000, there were 989 people, 389 households, and 259 families residing in Upper Lake.

There were 389 households out of which 28.8% had children under the age of 18 living with them, 46.5% were married couples living together, 13.6% had a female householder with no husband present, and 33.4% were non-families. Households made up of individuals living alone were 27.8% of the total and 15.4% had someone living alone who was 65 years of age or older. The average household size was 2.50 and the average family size was 3.05.

The median age was 38 years. For every 100 females there were 92.0 males. For every 100 females age 18 and over, there were 84.5 males.

The median income for a household in the CDP was \$22,143, and the median income for a family was \$33,393. Males had a median income of \$21,964 versus \$17,188 for females. The per capita income for the CDP was \$11,670. About 23.8% of families and 25.5% of the population were below the poverty line, including 23.7% of those under age 18 and 17.2% of those people aged 65 or over.

7.2 Northshore Fire Protection District Personnel

The previous Clearlake Oaks FPD had a Class rating of five, according to the ISO. The previous Clearlake Oaks FPD covered approximately 90 square miles and had five full-time paid firefighters and 16 volunteers.

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The Clearlake Oaks FPD responded to 600 emergency medical service calls in 2000. There were an additional 20 service calls for structural fires, as well as 130 calls for wildland or open space fires.

The previous Lucerne Park and Recreation District had three full-time paid personnel, a Fire Chief and a District Secretary. The District also used 17 volunteers. The District responded to 629 calls in 2002.

The previous Nice CSD had three full-time paid Fire fighting/Paramedic personnel, a Fire Chief and a District Secretary/Accountant. The District also used volunteers. The District responded to 697 calls in 2002

The previous Upper Lake FPD covered approximately 37 square miles and had two full-time paid Firefighters and 19 volunteers.

The Northshore Fire Protection District will have 14 sworn safety employees and 2 clerical employees. Volunteers will continue to be a vital part of the new District.

7.3 Northshore Fire Protection District Facilities and Equipment

7.3.1 Northshore FPD Fire Stations

Station Number	Location	Type
75	12655 East SR 20, Clearlake Oaks	Full
76	9458 East SR 20, Glenhaven	Substation
77	Tamarach Road, Clearlake Oaks (Spring Valley)	Substation
80	Lucerne	Full
81	Lucerne	Substation
85	Nice	Full
90	9420 Main Street, Upper Lake	Full
91	Bluelakes	Substation

7.3.2 Northshore FPD Fire Equipment

A. Clearlake Oaks Equipment

	Station	Type	Year	Tank size	gpm	
Engine 1	75	FMC Type 1	1987	500 gal	750	
Engine 2	75	Freightliner Type 2	1995	500 gal	500	Midship and skid
Engine 4	77	Ford/Van Pelt Type 3	1977	500 gal	500	
Water Tender 1	75	Kenworth	1988	3000 gal	500	
Medic 1	75	Ford/Lifeline	2000			Type III,

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						ALS Ambulance
Medic 2	75	Ford/Wheeled coach	1998			Type III, ALS Ambulance
Utility 1	77	Chev. 3500 Series	1992	300		1 Ton 4x4 Utility
Utility 2	75	Ford F 250	1996			Utility

B. Lucerne Equipment

	Station	Type	Year	Tank size	gpm	
Engine 1	80	Ford/FMC	1989	750 gal	1250	
Engine 2	80	Ford/Van Pelt	1984	500 gal	1500	
Engine 3	80	BWM Type III	1985	500 gal	750	
Truck 1	80	Ford/General	1976	750 gal	1000	50 foot Telesquirt
Medic 1	80	Ford Mod./Lifeline	2000			Type III, ALS Ambulance
Medic 2	80	Ford 4x4 Braun	1989			Type III, ALS Ambulance
Squad 1	80	Chevy 1 Ton	1980	300 gal	350	Utility
Utility 1	80	Dodge 1 Ton 4x4	1982			Flatbed Light/Air Unit
Attack 3	81	Ford/Curtis built	1966	300 gal	250	Mini pumper
Chief	80	Dodge Durango 4x4	2002			Command Unit

C. Nice Equipment

	Station	Type	Year	Tank size	gpm	
Engine 1	85	KME/International	1990	1000 gal	1250	1250 Pumper/Type I
Engine 2	85	HME/Weststate	1998	750 gal	1250	1250 Pumper/Type II 4x4
Engine 3	85	Chevy/Type III	1978	500 gal	500	CDF/Build up
Heavy Rescue 1	85	Ford 8000	1979			Roll-up Compartmented Rescue Lighting and Air
Medic 1	85	Ford/Braun/	1980			ALS /Ambulance

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		Type II				
Medic 2	85	Wheelcoach/ Type II	2005			ALS /Ambulance
Medic 3	85	Wheelcoach/ Type II	2003			ALS /Ambulance
Utility 1	85	Ford F-150	1995			Pick-up
BC Vehicle	85	Chevy Tahoe/SUV	2001			Command Unit
Boat 1	85	Outboard Rescue Boat				

D. Upper Lake Equipment

	Station	Type	Year	Tank size	gpm	
Engine 1	90	Ford	1980	1250 gal	1000	Type I
Engine 2	91	GMC Type II	1980	500 gal	500	Skid pump
Engine 3	90	International/Type III	1980	500 gal	350	CDF Build up
Engine 5	90	Ford Van Pelt	1987	750 gal	1250	Type I
Water Tender 1	90	Ford	1970	3250 gal	150	
Medic 1	90	Chevy Van/Type II	1990			Ambulance
Medic 2	90	Ford Mod. Type II	1998			Ambulance
Attack 1	91	Chevy 1 Ton 4x4	1991	150 gal	150	
Attack 3	90	Ford Crew Cab/4x4	1999			Set-up Scuba Dive Truck
Fire Boat 2	Narrows Resort Blue Lakes	Kayot	1967			
BC Unit	90	GMC/4x4 SUV	1989			Command Vehicle

7.4 Northshore Fire Protection District Water Supply

7.4.1. Clearlake Oaks Water Supply

Fire flows within the Clearlake Oaks area range from 1,500-2,000 gallons per minute (gpm).

7.4.2. Lucerne Water Supply

Fire flows within the Lucerne area are adequate, ranging from 800 to 1500 GPM. This is well above the district’s adopted standard of 500 GPM, and is sufficient to ensure adequate fire flows to meet District operational needs.

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7.4.3. Nice Water Supply

Nice has sufficient water systems in place to provide adequate storage and fire flows.

7.4.4. Upper Lake Water Supply

Water supply appears to be adequate, with fire flows throughout the Upper Lake County District ranging from 500-1400 GPM.

7.4.5 Spring Valley Water Supply

Spring Valley includes a subdivision located along Cache Creek approximately 3 miles north of State Route 20. Water supply is from surface water through an agreement with Yolo County Flood Control and Water Conservation District. Under the current agreement the district can purchase up to 1,200 acre feet annually. There are a total of 416 connections with a Current service capacity of 571 connections. Total Connections at Buildout include 1251 connections far exceeding capacity of the system (Build-out analysis of Lake County Water and Wastewater systems, Lake County Special Districts, April 2006).

7.5 Northshore Fire Protection District Finances

The combined income for all four districts under the Northshore Fire Authority for 2004-05 was \$2,714,737. The approved revenue estimate for FY 2005-2006 is \$2,559,995. Revenues that supply additional funds to this budget include ambulance service fees, grants, mitigation fees, fire permits, fire and emergency response services, weed abatement fees, donations, and other non-tax revenues.

According to the Plan for Services for the formation of the Northshore Fire Protection District, it is anticipated that the level of services will gradually increase over the next ten years (2006-2016) with the ultimate goal of providing a minimum of two paid responders at each main station seven days a week, 24 hour coverage. For example, prior to formation of the Northshore Fire Protection District, the Upper Lake FPD had two 8-hour employees who worked Monday through Friday. The Northshore FPD expects to upgrade the Upper Lake station staffing to this higher standard as soon as call volume increases and/or a stable source of local funds become available to support additional staffing. The districts have special taxes and mitigation fees in place with which to finance fire and EMS services as growth occurs. Property tax revenue normally given to the Fire Protection District is now being re-allocated to the local Redevelopment Agency. According to the Fire Chief, approximately \$160,000 will be re-allocated in 2007, enough to fund two paid fire fighters in the District. Therefore, with the rising costs of fire personnel, special taxes will need to be increased in the future. Since this is a new district, according to the Fire Chief, the District is able to add full-time personnel only as the budget will permit (Pers. Comm. Chief Robbins, August 2007).

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Northshore FPD Reported Income

Fiscal Year	Property Tax Revenue	Charge for Services	Total Revenue	EOY Balance
04-05	\$680,065	\$1,537,350	\$1,830,235	\$334,156

Source: 2004-2005 Annual Special Districts Report, State Controller’s Office (includes figures for the Clearlake Oaks FPD, Nice CSD, the Lucerne Park and Recreation District and the Upper Lake FPD)

7.6 Northshore Fire Protection District Board

The Northshore Fire Protection District Board is made up on one Board Member from each of the four areas (Upper Lake, Nice, Lucerne and Clearlake Oaks) and one “at-large” member. The District will be administered from Lucerne. The Board of Directors from the Northshore Joint Powers Authority will serve as the initial Board of Directors. The contact number for the District is 707-274-3100.

7.7 MSR Northshore Fire Protection District Written Determinations

7.7.1 Northshore FPD infrastructure needs or deficiencies

- 1-1) The Northshore FPD has adequate facilities and equipment for fire fighting and emergency medical service.
- 2-1) The Northshore FPD has adequate water supplies for fire protection.

7.7.2 Northshore FPD growth and population projections for the affected area

- 2-1) The Northshore FPD will experience additional population growth and also growth of the tourist and vacation population.
- 2-2) The Northshore FPD has a large population of elderly, especially in the Clearlake Oaks area which could generate additional medical calls.

7.7.3 Northshore FPD financing constraints and opportunities

- 3-1) The Northshore FPD will have the opportunity to provide a unified funding structure for the entire district.
- 3-2) An analysis of the services provided should be prepared to determine which areas within the district have have adequate or below average service capabilities for both EMS and Fire Protection.

7.7.4 Northshore FPD cost avoidance opportunities

- 4-1) The Northshore FPD will use volunteers to augment professional fire fighters.

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- 4-2) The Northshore FPD will be able to consolidate previously separate management functions.

7.7.5 Northshore FPD opportunities for rate restructuring

- 5-1) The Northshore FPD, as a fire service provider, is a non-enterprise district.
- 5-2) Funding for the fire protection services of the district is derived from a combination of property taxes, service charges for emergency medical services, interest from investments, and local, State, and Federal grants.

7.7.6 Northshore FPD opportunities for shared facilities

- 6-1) The Northshore FPD needs time to develop a unified approach to management of the previously separate facilities before considering further changes.

7.7.7 Northshore FPD government structure options

- 7-1) The Northshore FPD is a recent change in governmental structure. This change should be implemented for several years prior to any other change being considered.

7.7.8 Northshore FPD evaluation of management efficiencies

- 8-1) The Northshore FPD should provide excellent management efficiency for the area within the District.
- 8-2) The management structure of this district, with a governing board, fire chief, and support staff, is appropriate for provision of fire and emergency services, and is sufficient to manage projected future demands.

7.7.9 Northshore FPD local accountability and governance

- 9-1) The Northshore FPD Board will represent the entire district and will meet in a central location in Lucerne.

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8. SOUTH LAKE COUNTY FIRE PROTECTION DISTRICT

8.1 South Lake County FPD Background

8.1.1 Fire Protection District Formation

The South Lake County Fire Protection District (FPD) was originally formed in 1925 as the Middletown Fire Protection District. In 1987 the name was changed to the South Lake County Fire Protection District. South Lake County FPD covers approximately 258 square miles. As of early 2006, South Lake County FPD has proposed to annex the entire area within its' existing SOI pursuant to Resolution 2006-05.

Long isolated from more urban areas by the narrow and winding road between Middletown and Napa and Sonoma counties, the Middletown area is now becoming a bedroom community for people working in Santa Rosa, and other North Bay cities. Rising home prices in the Bay Area have brought in a large number of people willing to commute over the mountain roads in a twice daily trip often lasting for more than an hour each way.

While the area was well known in the mid-1900s as a vacation getaway for people in the Bay Area, most of the resorts in the area fell into disrepair or closed in the 1970s. However, the town still receives many visitors due to the presence of Harbin Hotsprings on the outskirts of town.

Ranching and farming were important activities through the latter part of the century, but as the economic viability of those activities has declined, many landowners are looking at development as a means of making money from their land.

The Middletown Rancheria, an Indian reservation of the Lake Miwok is also located just south of town.

8.1.2 Fire Protection District Areas

A. Cobb

The South Lake County Fire Protection District includes the Cobb Area which is described in the "Lake County General Plan Goals and Policies Report" as follows:

Cobb is located in a small valley at the foot of Cobb Mountain, northwest of Middletown along State Highway 175. The community of Cobb is known for its pine-covered slopes, hot springs, and mountain resort-residential development. The 2000 population of the Cobb area is 1,628. Water is provided by the Cobb Area County Water District. The water comes from five groundwater wells. Wastewater service is provided by individual septic systems.

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The Cobb Mountain area is a predominantly rural area dominated by forests. Mountain resorts and hot springs exist throughout the area. Geothermal steamfields exist in the Cobb Mountain Planning area.

B. Coyote Valley

The South Lake County Fire Protection District also includes the Coyote Valley Area which is described in the “Lake County General Plan Goals and Policies Report” as follows:

Coyote Valley is located just northeast of Middletown on State Highway 29. Most of the population in Coyote Valley resides in the Hidden Valley Lake area, a planned community started in 1968. This area is located adjacent to a human-created lake (Hidden Valley Lake) that offers boating, fishing, and swimming activities. The Hidden Valley Lake Golf Course is also within the community. The Coyote Valley community is dominated by single family housing, but does contain some commercial and light industrial uses.

The 2005 estimated population is 7,800. The water supply is from four community wells provided by the Hidden Valley Lakes Community Services District, which also provides wastewater service to Hidden Valley Lake Subdivision. Parcels outside the subdivision use septic tanks and wells, although larger developments in the area can typically be annexed into the CSD. Groundwater is the primary source of supply for both urban and agricultural water users. Coyote Valley is within the Upper Putah Water Inventory Unit.

Points of Interest include the Stone House Museum (California Registered Landmark), Hidden Valley Lake, and Hidden Valley Lake Golf Course.

C. Middletown

The South Lake County Fire Protection District also includes the Middletown Area which is described in the “Lake County General Plan Goals and Policies Report” as follows:

Middletown received its name for being located midway between Lower Lake and Calistoga (Napa County). Middletown developed during the late 1800’s as a destination for Bay Area visitors, primarily due to the presence of mineral springs in the area and mining activities (mercury). In the early 1900’s, a fire destroyed most of the original town. The town is developed with numerous small shops fronting along State Highway 29. For the most part, the community is surrounded by livestock ranches and vineyards. The Geysers Geothermal fields are located to the west.

The 2000 population was 1,020. The community is served by the Middletown Unified School District. Within the community there is one public elementary school, one middle school, one high school, and a charter school.

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Water is provided by the Callayomi County Water District which operates two main domestic water supply wells and one standby well. Groundwater serves as the primary source of water for the community. Middletown is located in Upper Putah Water Inventory Unit. Wastewater service is provided by the Lake County Sanitation District (LACOSAN) which operates a small wastewater treatment facility in Middletown.

Points of Interest include the downtown area, nearby mineral springs, Central Park, Geysers Geothermal Fields and Visitors Center.

8.2 South Lake County Fire Protection District Population Data

The permanent population of the FPD is approximately 11,600, increasing to 15,000 in the summer season. There are approximately 4,960 residential structures in the District and 200 commercial developments with structures.

8.2.1 Cobb

As of the Census of 2000, there were 1,638 people, 637 households, and 456 families residing in the Cobb CDP.

There were 637 households out of which 32.8% had children under the age of 18 living with them, 58.1% were married couples living together, 8.6% had a female householder with no husband present, and 28.3% were non-families. 20.9% of all households were made up of individuals and 4.6% had someone living alone who was 65 years of age or older. The average household size was 2.56 and the average family size was 2.95.

The median age was 41 years. For every 100 females there were 103.0 males. For every 100 females age 18 and over, there were 101.5 males.

The median income for a household in the Cobb CDP was \$53,182, and the median income for a family was \$65,938. Males had a median income of \$60,473 versus \$28,125 for females. The per capita income for the CDP was \$22,779. About 8.2% of families and 14.3% of the population were below the poverty line, including 21.8% of those under age 18 and none of those aged 65 or over.

8.2.2 Middletown

As of the census of 2000, there were 1,020 people, 392 households, and 263 families residing in the Middletown Census Designated Place (CDP).

There were 392 households out of which 32.9% had children under the age of 18 living with them, 47.4% were married couples living together, 12.0% had a female householder with no husband present, and 32.7% were non-families. 24.0% of all households were made up of individuals and 10.2% had someone living alone who was 65 years of age or older. The average household size was 2.56 and the average family size was 3.05.

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The median age was 38 years. For every 100 females there were 110.3 males. For every 100 females age 18 and over, there were 105.2 males.

The median income for a household in the CDP was \$35,278, and the median income for a family was \$38,571. Males had a median income of \$33,214 versus \$26,515 for females. The per capita income for the CDP was \$14,135. About 21.2% of families and 20.9% of the population were below the poverty line, including 22.1% of those under age 18 and 28.3% of those aged 65 or over.

8.3 South Lake County Fire Protection District Personnel

The District contracts with CDF for administration services. The current Chief assigned by CDF is Mark Reina, the CDF Northern Operations Division Chief. South Lake County FPD has 12 full-time paid Firefighters and 18 volunteers.

South Lake County FPD includes the all of the southernmost portion of the County. South Lake County FPD has four fire stations. South Lake County FPD stations have an ISO Class rating of either six or eight, depending on the distance of the emergency from the stations. Ratings for the South Lake County FPD were last given by the ISO in 1992.

8.4 South Lake County Fire Protection District Facilities and Equipment

8.4.1 South Lake County FPD Fire Stations

South Lake County Fire Protection District Fire Stations

Station Number	Location	Type
60	21095 Hwy. 175, Middletown	Substation
62	16457 Hwy. 175, Middletown (Cobb)	Full
63	19278 Hartman Road, Middletown (Hidden Valley)	Full
64	10331 Redwood Road, Middletown (Loch Lomond)	Substation

Dispatch services for the South Lake County FPD are provided by the CDF Sonoma Lake Napa Unit through contract. The District operates two emergency Advanced Life Support ambulances on a 24/7 basis.

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8.4.2 South Lake County FPD Equipment

	Station	Type	Year	Tank size	gpm	
Water Tender 160	60	Van Pelt	1985	3500 gal	1500	
Engine 160	60	Beck	1990	650 gal	1500	Type I
Engine 360	60	Ford	1968	500 gal	285	Type III, 2x4
OES 246	60	Ford West states	1990	500 gal	1250	Type II Structure
Squad 160	60	GMC	1984			Rescue Squad
Ambulance 160	60					Type II Ambulance
Engine 162	62	International Chassis 4x4	1990	500 gal	1000	Type I Structure
Ambulance 162	62	GMC 4x4	1994			Type I ALS Ambulance
Utility 162	62	Ford Pickup	1991			4x4
Snow Cat 160	62	THIOKOL SENTRAC	1994			All-Terrain
Engine 163	63	International Chassis 4x4	1990	500 gal	1000	E-One
Ambulance 163	63	Ford	1998			Type I ALS Ambulance
Utility 163	63	Ford Explorer	1991			4x4
Engine 164	64	Navistar Chassis 4x4	1991	500 gal	1000	Type I Structure
Utility 164	64	Ford Bronco	1988			4x4

8.5 South Lake County FPD Calls for Service

South Lake County FPD Calls for Service

Type of Call	2005	2003	2004	2006
Emergency Medical Service	696	532	717	713
Fire - wildland / structural	155	78	149	160
Hazards / Fire menace standby	31	47	89	
Public assists	45	36	59	
Other	5	87	108	67
Total	932	780	1122	940

The average response time for Fire/EMS services within the District is 6.5 minutes. The average remote distance response time is 27 minutes. There are some remote areas within the district in which these response times would be further extended during winter months, due to worsened road and weather conditions.

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8.6 South Lake County Fire Protection District Water Supply

Fire flows vary from 431 to 2500 gpm throughout the District. It is estimated that as rural areas within the district continue to develop, the levels of flow in some areas will soon become inadequate.

8.7 South Lake County Fire Protection District Finances

The South Lake County FPD has historically struggled to achieve fiscal stability. Population growth in the district continues, but revenues based solely on property taxes have been insufficient to meet operational costs. Operational costs have increased with the approval of a new labor agreement, while income from the geothermal operations in the County has declined.

The District Board recently approved a freeze on new spending in 2002, with an indication that service cutbacks could result if district income does not increase in coming years. The District is investigating the use of emergency equipment and personnel for paid out-of-county transport. Citizen's advisory committees have been formed to assist in evaluating alternatives.

South Lake County FPD Reported Income

Fiscal Year	Property Tax Revenue	Charge for Services	Total Revenue	EOY Balance
04-05	\$931,646	\$2,519,135	\$2,365,565	(\$153,570)
00-01	\$651,904	\$199,065	\$884,935	\$223,409
01-02	\$715,525	\$205,908	\$1,072,672	\$281,072
02-03	\$712,147	\$603,719	\$1,636,788	\$254,614

Source: *2004-2005 Annual Special Districts Report*, State Controller's Office, *2000-2001 Annual Special Districts Report*, State Controller's Office, *2003-2004 Adopted Budgets*, County of Lake.

In response to the need for additional financial resources, the district board approved a parcel tax measure to be submitted to the district voters. The voters approved the parcel tax in August 2002. The parcel tax is deposited in the district's General Fund, and augments payments received through the general property tax. The budget for 2006-07 is \$2,975,821.

8.8 South Lake County Fire Protection District Grand Jury Report.

The 2001/2002 Lake County Grand Jury prepared and issued a report concerning the District. The report noted that the Grand Jury had reviewed the district operations over a period of several years, and that controversy had attended the district's decision to contract for professional staffing with the California Department of Forestry and Fire Protection, as well as its efforts to deal with limited financial resources.

The Grand Jury Report indicated that the labor agreement that covers the firefighters assigned to the district requires that at least two firefighters respond to any emergency call, and this had exacerbated the financial pressure on the District. Noting the passage of a special parcel tax, the

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Report concluded that the contract between the district and CDF was in order, that the budget for that year was in order, that the staffing of the Cobb and Hidden Valley substations had been resolved, and that the historic problems with financing the district's equipment requirements and operational needs had been resolved by the passage of the parcel tax.

8.9 South Lake County Fire Protection District Board

The governing body is comprised of five elected fire commissioners. The South Lake County FPD meets the requirements of the Brown Act and public meeting laws, as set forth for the conduct of special districts. They hold regularly scheduled and properly agendized and noticed meetings on the third Tuesday of every month. Staff records and maintains minutes of those meetings. Meeting notices are placed at each fire station, the Cobb Post Office, and at a commercial mail facility. Representatives of the district are open and accessible to the public. The contact number for the District is 707-987-3089.

8.10 MSR South Lake County Fire Protection District Written Determinations

8.10.1 South Lake County FPD infrastructure needs or deficiencies

- 1-1) The South Lake County Fire Protection District currently has firefighting equipment and facilities that meet present needs.
- 1-2) The water system used by the South Lake County Fire Protection District has fire flows in some areas which are insufficient to meet County requirements for some residential and commercial areas.
- 1-3) Projected increases in building and population growth will require significant expansion of the district's infrastructure and facilities in the near future.
- 1-4) The South Lake County Fire Protection District has identified infrastructure and facilities upgrades necessary to meet projected growth, as well as identified repair and replacement needs likely to occur over the same time frame.
- 1-5) The South Lake County Fire Protection District has established and implemented mitigation fees to offset these improvements, and effectively and adequately plans for necessary infrastructure upgrades.

8.10.2 South Lake County FPD growth and population projections for the affected area

- 2-1) South Lake County Fire Protection District anticipates that the District will experience a 67.5 percent population increase over the next 10 years.
- 2-2) This projection will be used by the district to assess vehicle, equipment, and facility needs over this time frame, and help the District plan appropriately for growth.
- 2-3) The district's existing operational budget is not sufficient to meet the demands associated with new growth, thus the district has recently implemented mitigation fees to offset impacts related to new development.

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- 2-4) The adoption of a formal Capital Improvements Program or other long-range planning document would increase the district's ability to accommodate increased service demands associated with projected growth.

8.10.3 South Lake County FPD Financing constraints and opportunities

- 3-1) The South Lake County FPD has maintained end-of-year balances of greater than \$200,000 in each of the past three years, with revenues increasing substantially over the past several years.
- 3-2) The district has had several major changes to its financial structure in recent years, including implementation of a voter-approved parcel tax, reductions in services offered, and resolution of budgetary problems identified in a 2002 Grand Jury Report.
- 3-3) Based on available information, the district has increased revenues and sufficiently curtailed spending to establish a solid financial structure.
- 3-3) The overall financial status of the district is considered good.

8.10.4 South Lake County FPD cost avoidance opportunities

- 4-1) The South Lake County FPD has taken several cost avoidance measures in recent years, based upon recommendations contained in a Grand Jury Report from 2002.
- 4-2) The South Lake County Fire Protection District is geographically isolated in the southern portion of the County, and could not feasibly share resources or facilities with other districts.
- 4-3) Review of the district's operating methods and budgetary documents does not reveal outstanding opportunities to reduce costs within the District.
- 4-4) The South Lake County Fire Protection District utilizes all available income generation options, including service fees for fire and emergency services, mitigation fees, and other miscellaneous revenue sources.

8.10.5 South Lake County FPD opportunities for rate restructuring

- 5-1) South Lake County FPD, as a fire service provider, is a non-enterprise district.
- 5-2) Funding for the fire protection services of the district is derived from a combination of property taxes, service charges for emergency medical services, interest from investments, and local, State, and Federal grants.
- 5-3) The current rate structure of the district has been sufficient to supplement other revenue sources and allow for financial stability within the district's operations.
- 5-4) The rate structure of the district is considered appropriate for current service levels but may require adjustment as service levels increase to accommodate a growing population in south Lake County.

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8.10.6 South Lake County FPD opportunities for shared facilities

- 6-1) Each of Lake County's fire protection districts has a verbal agreement with CDF, which allows the Fire Protection Districts within the County to call on CDF for assistance in major fires that are beyond the control of that particular Fire Protection District.
- 6-2) The district participated in the Operation Get Ready (OGRE) training exercises with other districts in 2000.
- 6-3) South Lake County FPD also has a mutual aid agreement with Napa FPD to the south.
- 6-4) This review identified no additional opportunities for facilities or equipment sharing with another district or government agency.

8.10.7 South Lake County FPD government structure options

- 7-1) The South Lake County FPD includes the unincorporated communities of Cobb and Hidden Valley Lake, as well as the remainder of the unincorporated southern area of the County.
- 7-2) The South Lake Fire Protection District has a small SOI extending northeast from the District, to the border of the Lake County FPD.
- 7-3) As of early 2006, South Lake County FPD has proposed to annex the entire area within its' existing SOI pursuant to Resolution 2006-05 due to significant residential growth within the proposed annexation area (Jerusalem Valley). All of the lands within the SOI are under State or Federal fire jurisdiction, and thus have current fire protection service.
- 7-4) Based on evaluation of the South Lake Fire Protection District's operations, finances, and planning, the existing District and SOI boundaries are considered appropriate and logical, and fire service within the district is considered adequate.

8.10.8 South Lake County FPD Evaluation of management efficiencies

- 8-1) The South Lake County FPD has a management structure appropriate and sufficient to ensure fire and emergency service provision within its District boundaries and SOI.
- 8-2) The District maintains a sound financial and management system, with adequate personnel and equipment to provide service and meet internal thresholds for service adequacy.
- 8-3) The management structure of the District, consisting of a governing Board of Commissioners, with an appointed Fire Chief overseeing a department of firefighters and administrative staff, is appropriate for provision of fire and emergency services.

8.10.9 South Lake County FPD local accountability and governance

- 9-1) The South Lake County FPD meets the requirements of the Brown Act and public meeting laws, as set forth for the conduct of special districts.

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- 9-2) They hold regularly scheduled and properly agendaed and noticed meetings on the third Tuesday of every month. Staff records and maintains minutes of those meetings.
- 9-3) Meeting notices are placed at each fire station, the Cobb Post Office, and at a commercial mail facility.
- 9-4) Representatives of the district are open and accessible to the public.

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9. SPHERE OF INFLUENCE (SOI) DETERMINATIONS

9.1. Present and Planned Land Uses in the Area, Including Agricultural and Open Space Lands

Lake County has a total area of 1,329 square miles, 1,258 square miles of land and 72 square miles of water. The County has both Federal and State lands and participates in the Williamson Act (California Land Conservation Act) for the preservation of agricultural lands. The County has two incorporated cities, Lakeport and Clearlake. These cities have their own land use planning documents including general plans and zoning codes.

In addition to the two cities, the County has numerous small communities and has separate area plans for these areas.

9.1.1 Lake County General Plan

The “Lake County General Plan Goals and Policies Report” states the following regarding the land use diagram:

The policies contained in the General Plan, to the extent they can be graphically depicted (e.g., location of schools and parks, residential areas, commercial areas, and so forth), are illustrated on the General Plan Land Use Diagram. The Land Use Diagram shows 14 land use designations that cover agricultural, open space, residential, commercial, office, industrial, and public uses.

9.1.2 Lake County Zoning

Lake County adopted a revised Zoning Ordinance in November 1986 pursuant to its authority of Section 65800 of the Government Code. This ordinance contains a zone districting plan and general and specific provisions governing existing and future land uses throughout the unincorporated portions of Lake County. The revised Zoning Ordinance adopted in 1986.

The “Lake County General Plan Goals and Policies Report” states the following regarding zoning:

Zoning is the principal tool for implementing the general plan; it translates general plan land use recommendations and standards directly into enforceable regulations. In its most elementary form, zoning is the division of a community into districts and the specifications of allowable uses and development standards for each of the districts.

Typically, the zoning ordinance consists of text and a map delineating districts for such basic land uses as residential, commercial and industrial and establishing special regulations for parking floodplains, and other specific concerns. For each of the basic land uses, the zoning ordinance text typically includes an explanation of the purpose of the zoning district; a list of principal

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permitted uses, a list of uses allowed by conditional use permit; and standards for minimum lot size, animal density, height, lot coverage and setback.

The two cities in Lake County have their own zoning ordinances and zoning maps. The remainder of the County is subject to the Lake County Zoning ordinance.

9.1.3 Present and Planned Land Use

The present and planned use of the land in Lake County is shown in detail in the Lake County General Plan. The land use plan cannot be changed by the fire protection districts. The districts need to work with the County and the cities (if applicable) to understand the planned land uses within each district and to make the appropriate plans for fire protection.

9.1.4 SOI Written Determinations for Present and Planned Land Use

1-1) The Sphere of Influence for each fire protection district is shown on the map at the end of this report as follows:

Kelseyville FPD: A 2,975 acre SOI east of the District.

Lake County FPD: A zero SOI, no expansion expected.

Lake Pillsbury FPD: A zero SOI, no expansion expected because the District is surrounded by public land.

Lakeport FPD: A SOI to allow expansion into a 19,930 acre area with no other fire protection district nearby.

South Lake County FPD: A zero SOI, the District has recently annexed all adjacent unserved land.

Northshore FPD: A zero SOI, the District was recently formed and includes all territory which can be served.

1-2) Existing land uses generally correspond to the Area Plan and County planned land uses and zoning.

9.2. Municipal Services—Present and Probable Capacity and Need

9.2.1 Present and Probable Capacity and Need Background

LAFCO is responsible for determining if an agency is reasonably capable of providing needed infrastructure and services to serve areas within its Sphere of Influence. LAFCO is required to evaluate present and long-term infrastructure demands and resource availability and to evaluate whether the resources and services are available at needed service levels and that orderly

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maintenance and expansion of such resources and services are made inline with increasing demands.

9.2.2 SOI Written Determinations—Present and Probable Capacity and Need

- 2-1) The fire protection districts shall continue to work together through the Fire Chiefs Association and emergency planning and training groups.
- 2-2) The fire protection districts shall work with the County and the cities (if applicable) to understand and prepare for expected population growth and new development projects.
- 2-3) The fire protection districts shall make every effort to have new development pay for the fair share of fire protection and water supply.
- 2-4) The fire protection districts shall work together with the State and Federal agencies involved in fire protection in Lake County.
- 2-5) The first protection districts shall work together with the various water providers to make sure that water supplies documented and are adequate for fire protection.

9.3 The Present Capacity of Public Facilities and Adequacy of Public Services Provided by the Agencies

9.3.1 Adequacy of Services Provided

The fire protection districts are providing adequate service at this time. Three issues will affect the provision of fire protection in the future: the role of volunteers, the high percentage of medical emergencies and the amount and type of building in Lake County. These issues will be examined below:

A. Role of Volunteers in Lake County Fire Protection

Fire protection efforts in Lake County were generally organized in the 1940s. Volunteers organized on a local basis provided fire protection and emergency medical services prior to that time.

The various fire districts in Lake County, with the exception of the recently formed Lake Pillsbury Fire Protection District, have moved steadily toward an all-professional firefighting service. While each of the districts includes volunteers as part of its overall response capabilities, the role of the volunteer has steadily diminished. Lake Pillsbury is an all-volunteer department.

There appear to be two primary reasons for the erosion of the volunteer role. The first involves the increasing training demands for firefighting personnel. Training in firefighting skills is one component, but training also includes the skills required for responding to medical emergencies and hazardous materials events. The training required for a volunteer is estimated at 200 hours

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per year, and has become a substantial burden for any individual wishing to maintain a volunteer relationship with a local district.

The second critical factor is difficult to measure, and generally involves the changing economy and demographics for Lake County and our society as a whole. The number of households in which there are two wage-earners is increasing, making it more difficult for individuals to commit the time and resources required for volunteer training and event response.

Each of the fire protection districts has commented on the increasing pressure on volunteers, and the increasing reliance on professional firefighters in Lake County. Quantifying the exact impact on each of the districts is not part of the scope of this report, but the trend toward all-professional forces is expected to continue, reflecting the increase in the relative sophistication of the fire protection and emergency medical services required in Lake County.

B. Medical Emergencies

Medical emergencies are by far the largest part of any fire department's work. Kelseyville FPD reported 1,452 calls in 2002, 770 or 53 per cent were medical emergency calls. Lake County FPD responded to 3,322 calls in 2006; 2,974 or 90 per cent, were medical emergencies. Lake Pillsbury FPD responded to 25 calls in 2002, 20 (or 80 per cent) were medical emergencies. Lakeport FPD responded to 2195 calls in 2006 and 90 per cent were medical emergencies. Northshore FPD (including the former districts of Nice, Upper Lake, Lucerne and Clear Lake Oaks) responded to 2904 calls in 2005 of which approximately 64 percent (1848) were medical calls.

This is not a unique problem to Lake County. However, Lake County does have a significant elderly population (19.5 per cent) and a large number of tourists. Lack of universal health care insurance may also increase the use of the local fire department for medical emergencies.

The burden on the fire protection agency is large and special equipment is required. The training for Emergency Medical Technician I, Emergency Medical Technician II, and Emergency Medical Technician Paramedic is extensively regulated by the California Code of Regulations Title 22, Social Security, Division 9, Prehospital Emergency Medical Services. Each type of emergency procedure requires specific training. Training for paid personnel can be done on the job but training for volunteers becomes increasingly difficult. In addition, all training must be updated at least every six months.

C. Development in Lake County

The Lucerne Fire Protection District, now part of the Northshore Fire Protection District, explains problems with development as follows:

Structural fire suppression standards require four key elements for effectiveness:

- An adequate water supply
- A capable engine and pump to deliver the water

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- A sufficient number of trained personnel
- Appropriate associated equipment (radios, personal gear etc.)

The new construction trend within the district presents the problem of larger homes and higher valued structures on small land areas. These new dwellings require additional “fire flow”, more apparatus strategically located and staffed by additional personnel in order to serve the area.

The district reports that in 2002 the average dwelling square footage size was 1,500 square feet. Nice CSD, also part of Northshore FPD, reported that in 2002 the average dwelling square footage size was 1,800 square feet.

The District explains the following:

Although once considered a rural county, Lake County is rapidly losing that characterization. As the population increases and the surge in people and structures moves into the fire district, what was once adequate rural fire protection based on fire flow and fire protection capability will no longer be adequate. In addition to the traditional structural fire protection problems posed by growth, the issue is intensified by the mixture of more and larger dwelling structures requiring greater fire flow considerations in designing the fire protection systems, and also being located in a wildland fire intermix area. A rapid and effective response to every call in this environment with adequate equipment and water is essential to prevent a fire catastrophe (as was experienced by Nevada County in 1988).

9.3.2 SOI Written Determinations on Adequacy of Services Provided

- 3-1) Lake County fire protection districts provide adequate service to both year-round residents and the vacation/tourist population.
- 3-2) Lake County fire protection districts depend on cooperation and communication with other local governmental agencies, especially water providers, and with State and Federal agencies to provide fire protection and emergency medical service.
- 3-3) Lake County fire protection districts have reorganized as necessary to provide services to the diverse population of the County.

9.4. Social or Economic Communities of Interest

9.4.1 Community Background

The fire protection districts represent the various communities of Lake County. The districts have maintained the fire stations in various parts of the County to maintain community identity while

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still providing a unified fire protection service. The fire protection districts maintain a role for volunteers within the various departments to help maintain community identity.

9.4.2 SOI Written Determinations—Social or Economic Communities of Interest

- 4-1) LAFCo is charged with overseeing orderly development in an area. The cities and the County are charged with Land Use Planning.
- 4-2) The Sphere of Influence as shown on the map at the end of this report are adequate.

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ABBREVIATIONS

ALS/BLS	Advanced Life Support/Basic Life Support
AWWA	American Water Works Association
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
CDF	California Department of Forestry and Fire Protection
CEQA	California Environmental Quality Act
CKH Act	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
CPUC	California Public Utilities Commission
CSA	County Service Area
CSD	Community Services District
EMS	Emergency Medical Service
EMT	Emergency Medical Technician
EOY	end of year
FPD	Fire Protection District
FRA	Federal Responsibility Area
gpm	gallons per minute
ISO	Insurance Service Organization
JPA	Joint Powers Authority
LACOSAN	Lake County Sanitation District
LAFCO	Local Agency Formation Commission
LRA	Local Responsibility Area
NFP	National Fire Plan

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NFPA	National Fire Protection Association
MSR	Municipal Service Review
OES	Office of Emergency Services
OGRE 2000	Operation Get Ready
psi	pounds per square inch
PPE	personal protective equipment
PUD	Public Utility District
SCBA	Self-Contained Breathing Apparatus
SOI	Sphere of Influence
SRA	State Responsibility Area
USDA	United States Department of Agriculture
USFS	United State Forest Service

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DEFINITIONS

Agriculture: Use of land for the production of food and fiber, including the growing of crops and/or the grazing of animals on natural prime or improved pasture land.

Aquifer: An underground, water-bearing layer of earth, porous rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

Bond: An interest-bearing promise to pay a stipulated sum of money, with the principal amount due on a specific date. Funds raised through the sale of bonds can be used for various public purposes.

California Environmental Quality Act (CEQA): A State Law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an environmental impact report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project.

Chaparral: Spanish word meaning “where the scrub oak grow”. A diverse plan (shrub) community with some of the more common species being chemise, manzanita, Christmasberry, California scrub oak, mountain mahogany, and many species of ceanothus.

Community Facilities District: Under the Mello-Roos Community Facilities Act of 2082 (Section 53311, et seq.) a legislative body may create within its jurisdiction a special tax district that can finance tax-exempt bonds for the planning, design, acquisition, construction, and/or operation of public facilities, as well as public services for district residents. Special taxes levied solely within the district are used to repay the bonds.

Defensible Space: That area which lies between a residence and an oncoming wildfire where the vegetation has been modified to reduce the wildfire threat and which provides an opportunity for fire fighters (and the homeowner) to safely defend the residence.

Environmental Impact Report (EIR): A report required pursuant to the California Environmental Quality Act that assesses all the environmental characteristics of an area, determines what effects or impact will result if the area is altered or disturbed by a proposed action, and identifies alternatives or other measures to avoid or reduce those impacts. (See California Environmental Quality Act.)

Federal Responsibility Area (FRA): Area that is the appropriate Federal agency’s financial responsibility of preventing and suppressing fires (e.g. National Forest, National Park Service, Department of defense, etc.).

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Firebrand: Any burning material such as leaves, twigs, glowing embers that is carried aloft by the convective heat in a smoke column and falls some distance away from the main fire front that could start another fire.

Firebreak: An existing barrier, or one constructed before a fire occurs, from which all of the flammable materials have been removed; designed to stop or check creeping or running but not spotting fires.

Fire Hazard: Fuel complex, defined by volume, type, condition, arrangement, and location, that determines the degree of both ease of ignition and of fire suppression difficulty.

Fire Season: The period of mid-May through October when vegetation cures, dries out, and is most flammable.

Impact Fee: A fee, also called a development fee, levied on the developer of a project by a county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 77000, et seq., specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Local Agency Formation Commission (LAFCO): A five-or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCO is empowered to approve, disapprove, or conditionally approve such proposals. The LAFCO members generally include two county supervisors, two city council members, and one member representing the general public. Some LAFCOs include two representatives of special districts.

Local Responsibility Area (LRA): Land which is not under State or Federal financial responsibility for preventing and suppressing fires such as the incorporated area of a city.

Mello-Roos Bonds: Locally issued bonds that are repaid by a special tax imposed on property owners within a community facilities district established by a governmental entity. The bond proceeds can be used for public improvements and for a limited number of services. Named after the program's legislative authors.

Slash: Debris such as tree tops, branches, leaves and bark generated from tree cutting or other vegetation manipulation practices.

Snag: Standing dead tree or section thereof.

Spotting: Behavior of a fire producing sparks or embers that are carried by the updraft and wind and start new fires beyond the main fire. Spotting usually occurs with low humidity.

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State Responsibility Area (SRA): Areas of the State in which the financial responsibility of preventing and suppressing fires has been determined by the State Board of Forestry and Fire Protection to be primarily the responsibility of the State.

Urban Intermix: An intermingling of structures and natural forest fuels within a forest setting.

Wildfire: Any unwanted fire occurring in a wildland setting.

Wildland: Uncultivated land, other than fallow, neglected or maintained for such purposes as wood or range-forage production, wildlife, recreation, protective watershed cover, wilderness.

Wildlife Habitat: Vegetation, climate and other natural conditions suited to the life needs for an animal species to survive and reproduce.

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