LAFCO *of Monterey County*

LOCAL AGENCY FORMATION COMMISSION OF MONTEREY COUNTY

Final

2012 Municipal Service Review and Sphere of Influence Update:

Districts Providing Fire Protection and Emergency Medical Services In Monterey County

Adopted by the Commission on March 26, 2012

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EXECUTIVE SUMMARY

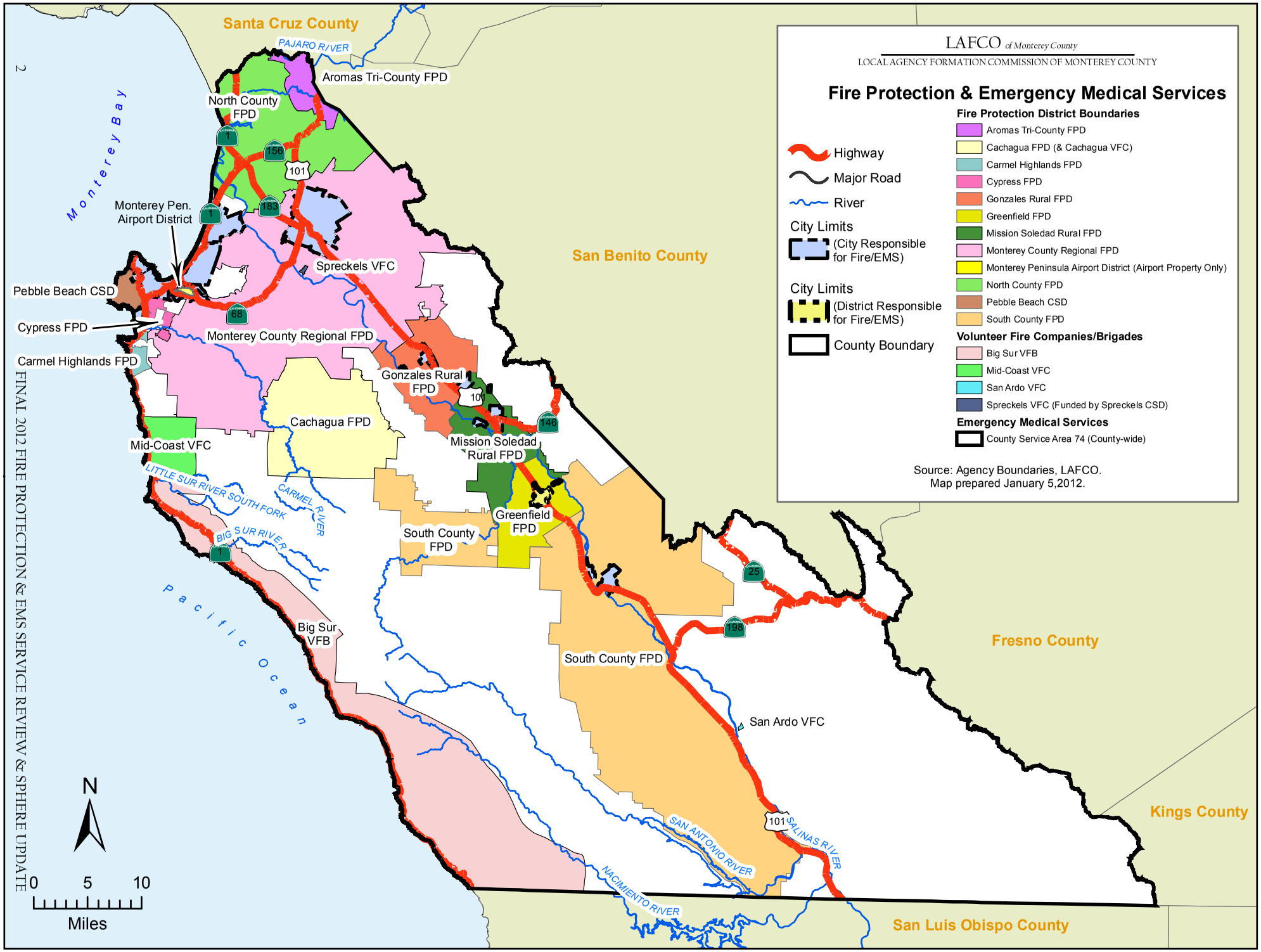
INTRODUCTION

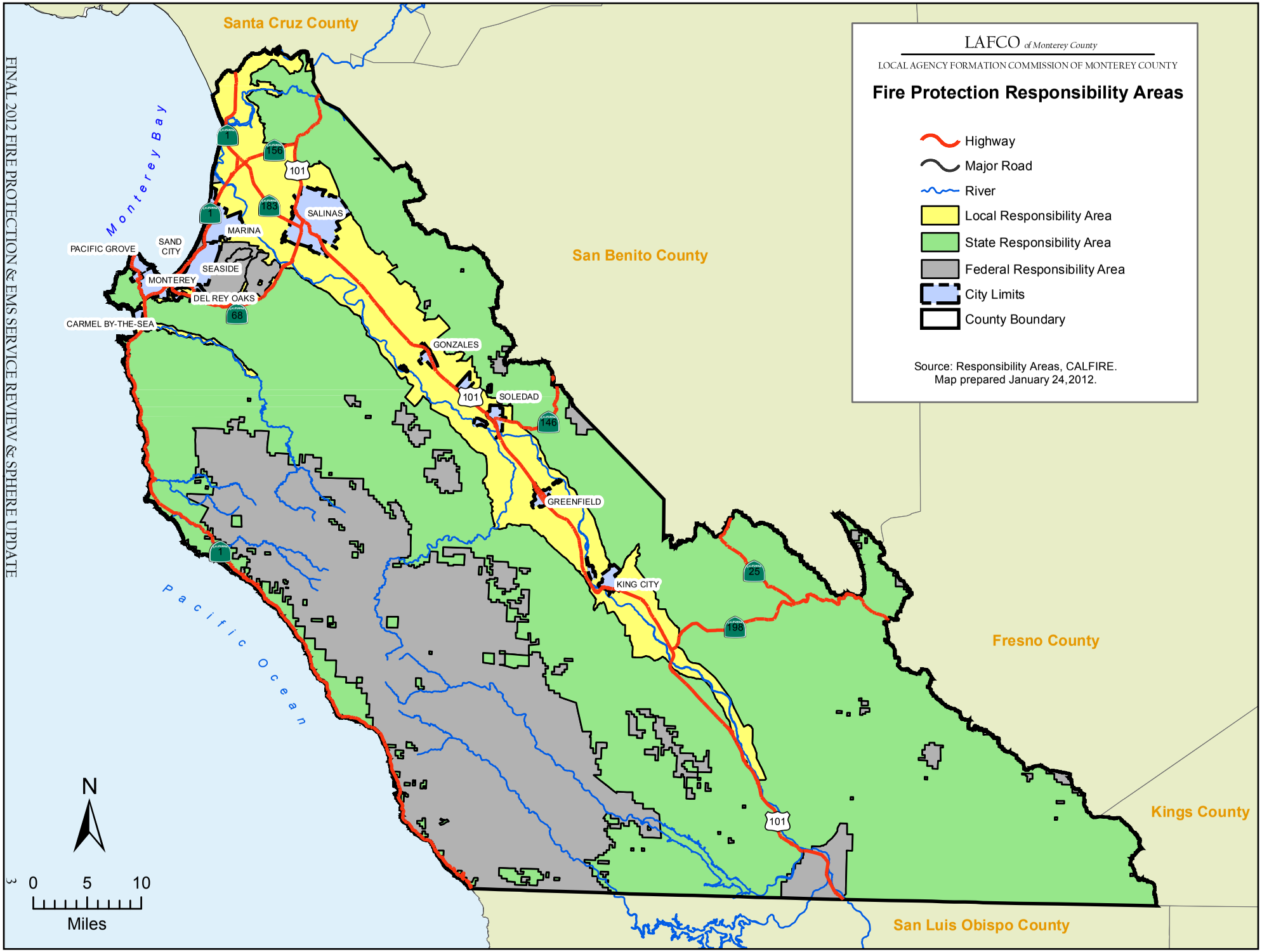
This report provides information about the services and boundaries of special districts providing fire protection and pre-hospital emergency medical services (EMS) in Monterey County. The report is for use by the Local Agency Formation Commission in conducting a statutorily required review and update process. Of the fourteen districts reviewed in this report, ten are fire protection districts, one is a countywide EMS district, two are community services districts, and one is a regional airport district. While the report discusses the services and boundaries of all of these districts, formal boundary updates are recommended only for the ten fire protection districts and the countywide EMS district. The other three districts provide multiple types of services; their Spheres of Influence will be updated as part of future municipal service reviews for those districts.

Fire protection and emergency medical services are among the oldest and most critical services provided by government. In Monterey County, these services are provided by a network of Federal, State and local agencies, and by volunteer firefighters. Maps ES-1 and ES-2, on the next two pages, illustrate the boundaries of local fire protection agencies and the responsibility areas of state and federal firefighters.

More than ninety-eight percent of Monterey County residents live within the boundaries of a city or special district providing fire protection and emergency medical services. City services and boundaries were reviewed by LAFCO in 2010 and 2011. This report focuses on the crucial role of special districts that deliver fire protection and EMS services. More than 110,000 people receive fire protection and EMS services from districts, including 95 percent of all unincorporated residents and the residents of the City of Greenfield. Special districts receive almost 9,000 primary response calls a year for fire protection and EMS services, about a quarter of all such calls in the County. Districts providing fire protection services cover 1,300 square miles, more than one-third of the land area of Monterey County, plus another 900 square miles (mostly in South County) in Spheres of Influence that extend beyond district boundaries. In addition, all 415,000 County residents benefit from County Service Area 74 that provides countywide support for emergency medical services supplied by many participating agencies. As a group, special districts receive approximately $35 million a year to provide fire and emergency medical services in Monterey County. District comparisons are provided in Table ES-1 (page 12), Table ES-2 (page 13) and Table ES-3 (page 14).

This report complies with State law. The Cortese-Knox-Hertzberg Act requires that the Commission conduct periodic reviews and updates of the Spheres of Influence of all cities and districts in Monterey County (Government Code section 56425(e)). It also requires LAFCO to conduct a service review of municipal services before adopting Sphere updates (Government Code section 56430).


LAFCO of Monterey County
LOCAL AGENCY FORMATION COMMISSION OF MONTEREY COUNTY
Fire Protection & Emergency Medical Services
Highway
Major Road
River
City Limits (City Responsible for Fire/EMS)
City Limits (District Responsible for Fire/EMS)
County Boundary
Fire Protection District Boundaries
Aromas Tri-County FPD
Cachagua FPD (& Cachagua VFC)
Carmel Highlands FPD
Cypress FPD
Gonzales Rural FPD
Greenfield FPD
Mission Soledad Rural FPD
Monterey County Regional FPD
Monterey Peninsula Airport District (Airport Property Only)
North County FPD
Pebble Beach CSD
South County FPD
Volunteer Fire Companies/Brigades
Big Sur VFB
Mid-Coast VFC
San Ardo VFC
Spreckels VFC (Funded by Spreckels CSD)
Emergency Medical Services
County Service Area 74 (County-wide)
Source: Agency Boundaries, LAFCO.
Map prepared January 5,2012.
Santa Cruz County
San Benito County
Fresno County
Kings County
San Luis Obispo County
Monterey Bay
Pacific Ocean
PAJARO RIVER
LITTLE SUR RIVER SOUTH FORK
CARMEL RIVER
BIG SUR RIVER
SAN ANTONIO RIVER
NACIMIENTO RIVER
SALINAS RIVER
Aromas Tri-County FPD
North County FPD
Monterey Pen. Airport District
Pebble Beach CSD
Cypress FPD
Carmel Highlands FPD
Monterey County Regional FPD
Spreckels VFC
Gonzales Rural FPD
Cachagua FPD
Mid-Coast VFC
Mission Soledad Rural FPD
Greenfield FPD
South County FPD
Big Sur VFB
San Ardo VFC
N
0 5 10
Miles


LAFCO of Monterey County
LOCAL AGENCY FORMATION COMMISSION OF MONTEREY COUNTY
Fire Protection Responsibility Areas
Highway
Major Road
River
Local Responsibility Area
State Responsibility Area
Federal Responsibility Area
City Limits
County Boundary
Source: Responsibility Areas, CALFIRE.
Map prepared January 24,2012.
Santa Cruz County
San Benito County
Fresno County
Kings County
San Luis Obispo County
Monterey Bay
Pacific Ocean
PACIFIC GROVE
SAND CITY
MARINA
SEASIDE
MONTEREY
DEL REY OAKS
CARMEL BY-THE-SEA
SALINAS
GONZALES
SOLEDAD
GREENFIELD
KING CITY
1
156
101
183
68
146
25
198
N
0 5 10
Miles

REPORT OVERVIEW AND ORGANIZATION

This report is composed of three chapters and an appendix.

Chapter One is a combined review of fire protection and pre-hospital emergency medical services provided by fourteen special districts. The districts include ten fire protection districts, two community services districts, one regional airport district, and one countywide emergency services district. The chapter is organized by seven statutory determinations that need to be made for municipal service reviews.

Chapter Two is a combined review of the Spheres of Influence of the County's ten fire protection districts and the countywide County Service Area 74 (Emergency Medical Services). The chapter is organized by four statutory determinations that need to be made for Sphere of Influence updates. No Sphere changes are necessary or recommended for seven of the fire districts; the recommended action is to simply affirm their existing Spheres of Influence. Similarly, no changes are necessary for the countywide EMS district. No change is recommended in the North County Fire Protection District's Sphere of Influence, although the designation of a Future Study Area is recommended for possible expansion of the District's Sphere. Minor amendments are recommended for the Spheres of Influence of two Districts: the Carmel Highlands and Cypress Fire Protection Districts.

Boundaries are discussed, but no Sphere updates are provided, for the three multi-service districts that also provide fire protection and emergency medical services. Those updates will be done as part of future municipal service reviews.

Chapter Three contains individual profiles for all fourteen districts that provide fire protection and emergency medical services. These profiles provide a "snapshot" of operations and boundaries.

The **Appendix** contains acknowledgements, information about the network of service providers, data sources, and a description of how this report relates to other municipal service reviews.

RECOMMENDED ACTIONS

The Executive Officer recommends that LAFCO consider and adopt a resolution:

1. Finding that the action is exempt from provisions of the California Environmental Quality Act (CEQA) as "information collection" under Section 15306 of the State CEQA Guidelines and based on the determination that this action does not have the potential for causing a significant effect on the environment (Section 15061(b)(3));

2. Adopting the 2012 Municipal Service Review for all fourteen Special districts providing Fire Protection and Emergency Medical Services in Monterey County;

3. Affirming the currently adopted Spheres of Influence of the Aromas Tri-County, Cachagua, Gonzales Rural, Greenfield, Mission Soledad Rural, Monterey County Regional, and South Monterey County Fire Protection Districts, and County Service Area 74 (Emergency Medical Services);

4. Affirming the currently adopted Sphere of Influence of the North County Fire Protection District, and designating a Future Study Area for possible expansion of the Sphere, as shown on the map on page 32, and

5. Amending the Spheres of Influence of the Carmel Highlands and Cypress Fire Protection Districts to include adjacent areas not currently within the boundaries of a fire protection agency, as shown on the maps on pages 33 and 34.

The Executive Officer commends and encourages the ongoing work and accomplishments by local fire protection and emergency medical service providers to cooperatively provide efficient and effective services. Cooperative arrangements will likely continue to take many forms in the future, including mutual and automatic aid agreements, formal and informal agreements for services, and possibly the functional and/or boundary consolidation of some agencies. Districts will also continue to explore and implement strategies to maximize revenue and control costs, such as new staffing patterns, the use of volunteers, and property benefit assessment ballot measures.

LAFCO commends the majority of the districts reviewed in this report that maintain up-to-date fiscal and operational information. State law[1] requires that each district file an audit with the State Controller and County Auditor within 12 months of the end of the fiscal year or years under examination. Two of the districts surveyed were unable to provide LAFCO with an audit meeting this requirement. LAFCO encourages all districts to meet their responsibilities for fiscal disclosure.

Eight of the fourteen districts surveyed maintained websites which provide basic information on the composition of their board of directors and post agendas for upcoming meetings. These districts are providing the public with needed information. Some districts also post additional useful information about district operations and finances.

LAFCO encourages districts without websites to establish one to improve public accessibility. All districts are encouraged to maintain up-to-date websites that include, at a minimum, a listing of district directors and their terms, announcements of upcoming meetings, meeting agendas and minutes, annual budgets, performance data, and current audits. This information is useful to promote transparency and accountability, as well as allowing public oversight of district activities.

[1] Government Code section 26909(a)(2).

KEY FINDINGS

Following are the key findings of this report:

1. **Spheres of Influence and District Boundaries**

State law[2] defines a "Sphere of Influence" as the plan representing LAFCO's determination for the probable physical boundaries and service area of a local agency. More than 98 percent of the County's residents live within the boundaries of a city or special district providing fire protection and emergency medical services. Map ES-1 (page 2) shows the boundaries of local service providers. Large geographic areas lie outside of the Spheres of Influence and district boundaries, but those areas are sparsely populated and are primarily served by State or Federal government agencies. As no significant population growth is expected in the outlying areas, there is little or no need to expand the Spheres of Influence of local fire protection districts into those areas. Map ES-2 (page 3) shows the location of State and Federal Responsibility Areas. Table ES-1 (page 12) lists the estimated area, population, and ISO Public Protection Classification for each district.

Eight of the County's fire protection districts have Spheres of Influence that match their district boundaries. Two fire protection districts have Spheres of Influence that extend beyond their district boundaries: Carmel Highlands and South Monterey County FPDs. The Carmel Highlands FPD has a small Sphere area outside of its boundaries. The South Monterey County FPD has a Sphere of approximately 870 square miles beyond the District's current 1,300 square mile boundary. The South County FPD anticipates an application to LAFCO to annex portions of its Sphere.

No Sphere of Influence change, or designation of a Future Study Area, is necessary or recommended for seven of the fire protection districts: Aromas Tri-County, Cachagua, Gonzales Rural, Greenfield, Mission Soledad Rural, Monterey County Regional, and South Monterey County FPDs. Their Spheres of Influence already well define their probable service areas, and no adjacent outlying areas would benefit from fire protection services. The recommended action for the seven districts is to simply affirm their existing Spheres of Influence.

Minor Sphere expansions are recommended for two fire protection districts – Carmel Highlands and Cypress. Some areas adjacent to these two districts may benefit from local services. Both Districts support this recommendation and anticipate future annexation applications to extend services to the expansion areas. Maps on pages 33 and 34 show the recommended Sphere amendments for Carmel Highlands and Cypress FPDs.

The Executive Officer recommends the designation of a Future Study Area for the North County Fire Protection District. This designation would recognize the existence of an area between the District and the City of Marina that is now outside the boundaries of any local agency providing fire protection and EMS service. This island of approximately 2,500 acres

[2] Government Code section 56076.

contains the regional landfill, the wastewater treatment plant, and agricultural lands. The designation of a Future Study Area indicates that this area may warrant inclusion in the North County FPD's Sphere in future years following additional study. The District is in support of this study. The location of the recommended Future Study Area is identified in a map on page 32.

No Sphere of Influence changes are necessary or recommended for the countywide County Service Area 74. This special District provides support for emergency medical services provided to all County residents. The District's Sphere of Influence and boundaries are identical to the boundaries of the County of Monterey.

Three multi-service districts provide fire protection and emergency medical services as part of their operations: the Monterey Peninsula Airport District, the Pebble Beach Community Services District, and the Spreckels Community Services District. The Airport District's Sphere of Influence is identical to its boundary, but the District provides fire protection and emergency medical services only on property owned by the airport. The Pebble Beach Community Services District has a small Sphere of Influence area beyond its boundary, and the District anticipates annexing that area in the future. The Spreckels Community Services District's Sphere of Influence is identical to its boundary, but the District provides services only to a slightly smaller area that is served by the Spreckels Volunteer Fire Company. This report discusses only the fire protection and EMS services delivered by these multi-service districts. Because the report does not address other services provided by these districts, no formal recommendations for Sphere of Influence updates are provided now. Sphere updates will be done as part of a future comprehensive review of the services and boundaries of the three districts.

2. Firefighting Consolidation and Cooperation

Fire protection agencies have historically been on the forefront of forging cooperative efforts. This tradition has been formalized into a network of mutual and automatic aid agreements between individual agencies and through the State's mutual aid system. Today's fire protection agencies are looking closely at cooperative arrangements to maintain adequate and cost effective services. These include functional and full consolidations, contracts for service, and governance models such as joint powers authorities. LAFCO can play a vital role in helping fire agencies confront multiple challenges and plan for the future.

The State Department of Forestry and Fire Protection (CAL FIRE) is the statewide agency responsible for wildfire management. In addition to this State-funded responsibility, CAL FIRE has, for many years, contractually provided firefighting service to five special districts: the Aromas Tri-County FPD, the Carmel Highlands FPD, the Cypress FPD, the Pebble Beach CSD, and the South Monterey County FPD. In 2011, the City of Soledad began contracting with CAL FIRE to provide services within the City and the Mission Soledad Rural Fire Protection District. Each of these contracts is individually written to meet local needs. All of the agencies served by CAL FIRE's San Benito - Monterey Unit benefit through cost efficiencies derived through shared management services, and agencies frequently share fire stations and apparatus.

Cities on the Monterey Peninsula have a history of shared fire protection service. The Cities of Del Rey Oaks and Sand City have long been contractually served by the fire departments of neighboring cities. Del Rey Oaks presently receives service from the City of Seaside Fire Department and Sand City contracts with the City of Monterey. The Cities of Pacific Grove and Carmel-by-the Sea currently use the services of the Monterey City Fire Department. The City of Monterey also provides services to the U. S. Army's Presidio of Monterey, the Navy's Postgraduate School, and the La Mesa Village area.

In the Salinas Valley, cities and adjacent fire protection districts often join together to provide fire protection service. The Gonzales and Mission Soledad Rural Fire Protection Districts contract to receive fire protection service from the cities they surround. The City of Greenfield does not have a fire department, but instead relies on the services of the Greenfield Fire Protection District, which provides firefighting service within a 46-square mile area.

Some districts have formed, or expanded their powers, to support local volunteer firefighting companies. This occurred when the Spreckels Community Services District began supporting fire protection in 1991, when the Cachagua FPD formed in 1993, and when the South Monterey County FPD was formed in 1997. Fire protection districts have also merged to increase efficiencies. This occurred most recently when the Monterey County Regional and Carmel Valley Fire Protection Districts merged in 2011.

3. Emergency Medical Service Cooperation

County Service Area 74 (Emergency Medical Services) provides funds for the operation of the County's Emergency Medical Services Agency and related programs. The EMS Agency plans, coordinates and evaluates the various elements of a countywide paramedic and ambulance system. This system includes over 100 participating agencies such as ground and air ambulance providers, hospitals, law enforcement and fire agencies, community colleges, American Red Cross chapters, and the American Heart Association.

While the County Service Area was previously responsible for providing emergency medical training to fire districts and other first responders, it now assists these local agencies to develop and provide their own training. This shift had been urged by local agencies, and has been well received.

In Fiscal Year 2010-11, over 71% of all calls for service referred by the County Department of Emergency Communications to fire protection districts and city fire departments were medical in nature.[3] When a medical emergency occurs, the County Emergency Communications system alerts both the local fire protection agency and the ambulance service and both respond. As firefighters are frequently the first responders to medical emergencies, it is essential that they have medical training. With few exceptions,

[3] Primary response calls were coded by the County into the following categories: MEO (Medical Emergency) - 21,507 calls, UIA (Unidentified Injury Accident) - 2,457 calls, and VIA (Vehicle Injury Accident) - 1,031 calls. The total of all calls for service within Monterey County referred to federal, state, city, district and volunteer firefighters in Fiscal Year 2010-11 was 34,973. Of this total, about 9,000 of the calls were dispatched to special districts. See Table ES-3, on page 14.

firefighters are trained as emergency medical technicians and many are trained as paramedics able to provide advanced life support services.

Table ES-2 (page 13) lists annual primary response calls for service of the fire protection districts in the County. In 2010, about 9,000 calls for service were dispatched to districts that provide fire protection and emergency medical services. This is roughly one-quarter of all calls received in the County. With the exception of the Monterey Peninsula Airport District, the percentage of all calls that are for emergency medical service ranges from 57% to 85%. (Over 90% of the calls for service to the airport fire department are for "citizen assists," which includes assistance for individuals experiencing trouble breathing or slipping and falling.)

The Monterey County Emergency Medical Services Agency anticipates major nationwide changes in the delivery of medical services in the next few years. These changes are part of a continuing trend that will change the work of Monterey County first responders.

4. Finances

The current national recession has reduced revenues to virtually all local government agencies. Particularly hard hit are local agencies relying on property or sales tax, or increasingly, assistance from the State or Federal governments. The rate of residential and commercial development has dropped substantially depriving local government of physical improvements and tax revenues. In the last few months, the State has mandated the dissolution of local redevelopment agencies. This dissolution removes an important source of discretionary funds for the County and many local cities. The recession has also reduced use of the airport, reducing revenue available to the District for all uses, including firefighting and emergency medical services.

Although all local agencies providing fire protection and EMS services have been hurt by the recession, there are significant variations in the amount of revenue received by the districts. Among the districts providing fire protection in Fiscal Year 2009-10, the Carmel Highlands FPD received $2,070 in revenue for each District resident, while the Greenfield FPD received $33 for each of its residents.

The variation in revenue is due to a number of factors, including: 1) the date of a District's formation and past taxation levels; 2) differences in assessed valuation; 3) land development and property sales within the agency's boundaries; and 4) the willingness of local voters to propose and approve tax measures.

While LAFCO has little control over most of the factors listed above, LAFCO can ensure the mitigation of negative fiscal or service impacts resulting from special district detachments. Mitigation is supported by a local LAFCO policy[4] that discourages "proposals that would have adverse financial impacts on the provision of governmental services." An example of the implementation of this policy occurred with a recent annexation to the City of Salinas and corresponding detachment from the Monterey County Regional FPD. For this

[4] *Policies and Procedures Relating to Spheres of Influence and Changes of Organization and Reorganization, section* D.VII.1.

annexation, specific fiscal mitigations were included in the Tax Transfer Agreement to ensure a continuing share of property taxes for the Monterey County Regional FPD. The fire districts most affected financially by potential city annexations, and district detachments, are the Monterey County Regional, South Monterey County, and Cypress FPDs.

In addition to needing adequate revenues, a local agency relies on its fund balance to provide a cushion for unforeseen expenditures or revenue shortfalls. A fund balance helps to ensure that resources are available to meet the cost of operations. As shown in Table ES-3 (page 14), the fire protection districts reviewed in this report have fund balances ranging from 3% of annual district budget to 188% of annual budget.

All districts strive to provide the highest quality of service possible with available resources. Out of necessity, those districts with the least financial resources must sometimes rely on older, and fewer, fire engines. They put fewer firefighters on each engine. They defer maintenance.

The use of volunteer firefighters has traditionally been a way to economically provide fire protection. In Monterey County, volunteers are heavily relied on within the southern Salinas Valley and the southern coastal regions. In the Salinas Valley, the South Monterey County FPD, the Gonzales Fire Department (which serves the City and the Gonzales Rural FPD), and the King City Fire Department are substantially all-volunteer organizations. Additionally, the Greenfield FPD relies primarily on volunteer firefighters. The southern coast is protected by the Big Sur Volunteer Fire Brigade and the Mid-Coast Volunteer Fire Company. The communities of Cachagua and Spreckels are served by all-volunteer fire companies.

Table ES-3 (page 14) gives details on the annual revenue of districts providing fire protection and emergency medical services.

5. Public Accountability and Transparency

Six of the fire protection districts, the two community services districts, and the airport district are governed by directors who are elected at-large by voters. While some districts regularly have contested elections, other districts routinely hold uncontested elections, or lack a full slate of candidates. If the number of candidates does not exceed the number of available seats, an election is cancelled and the Monterey County Board of Supervisors directly appoints Directors.

The boards of directors of four fire protection districts - the Carmel Highlands, Mission Soledad, Monterey County Regional, and South Monterey County FPDs - are directly appointed by the County Board of Supervisors. While appointment by the Board of Supervisors eliminates one level of public participation and input, it also allows monies that would have been allocated for elections to be used for the direct provision of services.

County Service Area 74 (Emergency Medical Services) is a dependent special district governed directly by the Monterey County Board of Supervisors. The five County supervisors are elected from geographic districts for four-year terms.

Twelve districts reviewed in this report have prepared up-to-date fiscal and operational information. State law[5] requires that each district file an audit with the State Controller and County Auditor within 12 months of the end of the fiscal year or years under examination. Two of the districts surveyed were unable to provide LAFCO with an audit meeting this requirement.

Of the fourteen special districts providing fire protection and emergency medical services, eight maintain websites listing information about the Board of Directors and postings of upcoming Board meeting agendas. Four districts do not maintain websites, although information on firefighting activities can be found on related websites. These related websites are maintained by cities or volunteer fire companies that partner with the district. While these websites contain useful information, none list information on District Board Members or Board meetings. Two districts do not maintain websites.

All districts are encouraged to establish websites if they do not now have them, and to maintain up-to-date websites which include, at a minimum, a listing of district directors and their terms, announcements of upcoming meetings, meeting agendas and minutes, annual budgets, performance data, and current audits. This information is needed to promote transparency and accountability, as well as allowing public oversight of district activities.

[5] Government Code section 26909(a)(2).

Table ES-1

AREA, POPULATION AND ISO RATINGS FOR DISTRICTS PROVIDING FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

District	Estimated Area (Square Miles)	Estimated Population (2010)	ISO Public Protection Classification[4]
Aromas Tri-County FPD[1]	17.3	3,143	5 / 9
Cachagua FPD	108.1	978	9 / 10
Carmel Highlands FPD	6.2	1,036	4 / 9
Cypress FPD	7.4	7,565	4 / 9
Gonzales Rural FPD	58.4	619	8B / 10 (5 in City)
Greenfield FPD	45.9	16,986	5 / 9
Mission Soledad Rural FPD	59.6	1,143	9 / 10 (4 in City)
Monterey Co. Regional FPD[2]	361.0	31,508	5 / 10
Monterey Peninsula Airport District	0.8	n/a	4
North County FPD	121.6	37,720	4 / 10
Pebble Beach CSD	8.3	4,514	3
South Monterey Co FPD	508.7	4,513	6 / 9
Spreckels CSD[3]	0.3	536	6 / 9
County Service Area 74 (EMS)	3,771.0	415,057	n/a

Data Sources:

- Estimated Area: LAFCO district maps and Monterey County GIS System
- Estimated Population: 2010 U. S. Census Block Data
- ISO Rating: As provided by the Districts

[1] The estimated area and population for the Aromas Tri-County FPD is for the Monterey County portion of the District. The estimated area and population for the entire district, which covers portions of three counties, is 40.0 sq. mi. and 5,543 people.

[2] The estimated area for the Monterey Peninsula Airport District is the area of the District's airport, where it has firefighting responsibilities, not the area of the entire district.

[3] The estimated area and population for the Spreckels CSD is the area covered by the Spreckels Volunteer Fire Company. The estimated area and population for the entire CSD is 0.7 sq. mi. and 673 people.

[4] The ISO Public Protection Classification, or ISO Rating, is issued by the Insurance Services Office, Inc. ISO's Rating gauges the capability of a fire agency to respond to structure fires. ISO collects information on a community's public fire protection and analyzes the data using a fire suppression rating schedule. ISO then assigns a Rating from 1 to 10, with "1" representing the best protection and "10" indicating no recognized protection. A rural area often receives a lower rating than an urban area due to the longer response times and a scarcity of fire hydrants. Insurance companies use ISO Ratings as a basis for determining property insurance rates. If the listing shows two numbers, unless otherwise noted, the first number is for properties with a credible source of water (usually hydrants) and within 5 road miles of a fire station, and the second number is for properties without a credible source of water.

Table ES-2

ANNUAL PRIMARY RESPONSE CALLS FOR SERVICE FOR DISTRICTS PROVIDING FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

District	Time Period	Annual Calls for Service	Medical Emergencies	Vegetation Fires	Structure Fires	Other Fires	Haz-Mat/ Fire Menace Standby	Other
Aromas Tri-County FPD	CY 2010	495	69%	3%	2%	15%	4%	7%
Cachagua FPD	CY 2010	60	73%	2%	5%	8%	2%	10%
Carmel Highlands FPD	CY 2010	173	57%	0%	2%	19%	8%	13%
Cypress FPD	CY 2010	1,051	67%	0%	1%	12%	5%	15%
Gonzales Rural FPD[1]	FY 2010-11	59	85%	1%	1%	3%	0%	9%
Greenfield FPD	FY 2010-11	984	68%	2%	2%	6%	0%	22%
Mission Soledad Rural FPD[2]	FY 2010-11	110	77%	1%	2%	3%	0%	17%
Monterey Co. Regional FPD	FY 2010-11	2,088	59%	2%	2%	6%	0%	31%
Monterey Peninsula Airport District	FY 2010-11	280	6%	0%	0%	0%	0%	93%
North County FPD	FY 2010-11	2,337	72%	2%	3%	8%	1%	16%
Pebble Beach CSD	CY 2010	754	59%	0%	1%	16%	5%	18%
South Monterey Co FPD	CY 2010	451	69%	5%	1%	13%	5%	8%
Spreckels CSD (Spreckels Volunteer Fire Co.)	FY 2010-11	38	58%	0%	5%	3%	0%	34%
County Service Area 74 (EMS)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Total Calls & Average Percentages		8,880	68%	2%	2%	9%	3%	17%
Total Calls & Average Percentages (Minus Airport Dist.)		8,600	63%	1%	2%	9%	2%	23%

Data Sources:

- Calendar Year (CY) data is provided by CAL FIRE's San Benito-Monterey Unit for the districts for which it provides dispatch services.

- Fiscal Year (FY) data is provided by the Monterey Co. Dept. of Emergency Communications for the districts for which it provides dispatch services.

[1,2] The County does not list calls separately for the City of Gonzales and the Gonzales Rural FPD or for the City of Soledad and the Mission Soledad Rural FPD. A total of 844 calls for service were forwarded to the Gonzales Fire Department in FY 2010-11, and 1,611 calls were forwarded to the Soledad Fire Department. The "annual calls for service" listed for the Gonzales and Mission Soledad Rural FPDs are based on an extrapolation based on the proportion of the population served by the respective fire departments that is within the district. This proportion is 7.0% in Gonzales and 6.8% in Soledad. The percentage allocation for "type of call" is assumed to be the same in the respective cities and the rural districts they serve.

NOTE: The total of all calls for primary service within Monterey County referred to federal, state, city, district and volunteer firefighters in Fiscal Year 2010-11 was 34,973. This table only lists calls referred to the primary response jurisdiction. Additional calls are referred for mutual and automatic aid.

Table ES-3

ANNUAL REVENUE, FUND BALANCE, AND POPULATION OF DISTRICTS PROVIDING FIRE PROTECTION/EMERGENCY MEDICAL SERVICES

District	Time Period	a. Annual Revenue	b. Fund Balance	c. Fund Balance as a Percent of Annual Revenue ("*b/a*")	d.Estimated Population	e. Per Capita Annual Revenue ("*a/d*")	f. Average Portion of County 1% Property Tax
Aromas Tri-County FPD[1]	FY 2009-10	$1,248,614	$683,105	55%	5,543	$225	14¢/$1
Cachagua FPD[2]	FY 2009-10	$270,468	$267,220	99%	978	$277	0¢/$1
Carmel Highlands FPD	FY 2009-10	$2,144,354	$2,450,671	114%	1,036	$2,070	25¢/$1
Cypress FPD	FY 2009-10	$3,907,238	$6,792,067	174%	7,565	$516	15¢/$1
Gonzales Rural FPD	FY 2009-10	$144,238	$3,954	3%	619	$233	15¢/$1
Greenfield FPD	FY 2008-09	$562,232	$104,184	19%	16,986	$33	3¢/$1
Mission Soledad Rural FPD	FY 2008-09	$203,207	$86,275	42%	1,143	$178	8¢/$1
Monterey Co. Regional FPD[3]	FY 2009-10	$11,881,918	$2,931,165	25%	31,508	$377	13¢/$1
Monterey Pen. Airport Dist.[4]	FY 2009-10	$1,752,156	N/A	N/A	N/A	N/A	N/A
North County FPD	FY 2009-10	$6,114,330	$2,039,173	33%	37,720	$162	11¢/$1
Pebble Beach CSD[5]	FY 2009-10	$4,304,691	N/A	N/A	4,514	$954	N/A
South Monterey Co FPD	FY 2008-09	$467,857	$880,229	188%	4,513	$104	1¢/$1
Spreckels CSD[6]	FY 2008-09	$73,548	N/A	N/A	536	$137	N/A
County Service Area 74 (EMS)[7]	FY 2009-10	$1,565,000	$1,500,000	96%	415,057	$4	0¢/$1

Data Sources:

- Annual Revenue and Fund Balance: District audits, unless as otherwise noted below.
- Estimated Population: 2010 U. S. Census Block Data.
- Average Portion of County 1% Property Tax Received: Data from the County of Monterey Auditor-Controller's Office.

[1] The population estimated is for the entire district, which is within the boundaries of San Benito and Santa Cruz Counties, as well as Monterey County.

[2] For the Cachagua FPD, the annual revenue and fund balance data are from the California State Controller from information provided by the District.

[3] The data listed for the Monterey Co. Regional FPD is the combined data for the Monterey Co. Regional and Carmel Valley FPDs, as the consolidation of these districts was not finalized until 2011.

[4] The amount listed under Annual Revenue for the Monterey Peninsula Airport District is Operating Funds expended for the District's Fire Department; Fund Balance is "Cash and Cash Equivalents."

[5] The amount listed under Annual Revenue for the Pebble Beach CSD is the amount of General Fund monies expended for fire protection.

[6] The amount listed under Annual Revenue for the Spreckels CSD is revenue from Proposition 172 and Fire Protection User Fees. The population is the estimated population served by the Spreckels Volunteer FC.

[7] The amount listed under Annual Revenue is the amount budgeted, the amount listed under Fund Balance is the County approved minimum reserve.

CHAPTER ONE: MUNICIPAL SERVICE REVIEW DETERMINATIONS

A. Scope

This Chapter contains the recommended Municipal Services determinations for the fire and pre-hospital emergency services provided by all fourteen special districts in Monterey County that provide these services. These districts are County Service Area 74 (Emergency Medical Services), the County's ten fire protection districts (Aromas Tri-County, Cachagua, Carmel Highlands, Cypress, Gonzales, Greenfield, Mission Soledad Rural, Monterey County Regional, North County, and South Monterey County), and three multi-service districts (Monterey Peninsula Airport District and the Pebble Beach and Spreckels Community Services Districts). A complete review of all services provided by the three multi-service districts will be done in the future.

B. Summary of Recommendations

Based on the recommended determinations in this chapter, the Executive Officer recommends that the Commission adopt the Municipal Service Review for all fourteen special districts providing fire protection and emergency medical services in Monterey County.

C. Overview

The Cortese-Knox-Hertzberg Act requires LAFCO to conduct a service review of the municipal services provided in the County or other appropriate area prior to updating the Sphere of Influence of a local agency. This chapter contains a recommended written statement of LAFCO's determinations with respect to seven areas as required by Government Code section 56430(a). Each recommended determination applies to all fourteen districts as a group for each of the following seven areas:

1. Growth and Population Projections for the Affected Area;
2. The Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence;
3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, and Infrastructure Needs or Deficiencies;
4. Financial Ability of Agency to Provide Services;
5. Status of, and Opportunities for, Shared Facilities;
6. Accountability for Community Service Needs, including Government Structure and Operational Efficiencies, and
7. Any Other Matter Related to Effective or Efficient Service Delivery, as Required by Commission Policy.

Individual profiles of each of the fourteen districts are in Chapter Three.

Fire protection and emergency medical services are also provided by eleven of the twelve cities in the County. Service and boundary reviews of the cities were completed in 2010 and 2011. Essential fire protection and emergency medical services are also provided by the Federal and State governments and local volunteer fire companies and battalions. LAFCO has no authority over these entities. A brief review of their services is included in the Appendix.

D. Determinations

1. GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

Except for the most rural areas of the County which are not officially protected from structural fire hazards, and Federally-owned lands, the structural fire protection needs of the County are met by cities, special districts, and volunteer fire companies.

It is estimated that special district provide fire protection service to the great majority of residents in the unincorporated County. The 2010 population of the unincorporated County is 100,213. Almost 95% of these people (93,931) live within the fire protection boundaries of the County's fire protection districts, and the Pebble Beach and Spreckels Community Services Districts[6].

The unincorporated population of the County – the population not living within a city - has remained constant for the past 20 years, with census population figures of 100,258 in 2000 and 100,479 in 1990. Growth within the cities over the past 20 years has dropped the unincorporated portion of the population from 28% to 24%.

Recent urban growth in Monterey County has been halted by the current recession. When growth resumes, the districts that serve the greatest percentage of the population are likely to receive much of the projected population growth. These are the North County, Monterey County Regional, and Greenfield Fire Protection Districts. These districts serve respectively 34%, 29%, and 15% of the population served by districts for fire protection service.

The County's 2009 Housing Element lists 2,891 housing units approved or in development in the unincorporated County. While it is unknown if these developments will be constructed, approximately 98% of the future units are located within the boundaries of either the Monterey County Regional (54%) or North County (44%) Fire Protection District. The biggest two developments on the list are Phase I of the East Garrison Project within the former Fort Ord (1,470 units) and Butterfly Village[7] in the southern end of Prunedale (1,147 units).

[6] The Greenfield Fire Protection District additionally protects residents of the City of Greenfield. Special districts therefore provide fire protection service to 110,261 people in Monterey County. 16,330 of these people live in the City of Greenfield and 93,931 live in the unincorporated County.
[7] Butterfly Village is the revised Rancho San Juan development.

The City of Greenfield, which is served by the Greenfield Fire Protection District, has a recent history of growth. Between 2000 and 2010, the City grew faster than any other Salinas Valley city: an increase of 29% from 12,648 to 16,330. The City-approved General Plan calls for an eventual City population of 37,000. The City's growth has been halted by the current economy, and the City is now reexamining its growth plans.

County Service Area 74 serves the entire incorporated and unincorporated County with emergency medical services. Monterey County's growth should have a neutral impact on this county-wide District. Growth and development will add to both the District's responsibilities and its parcel-based revenues.

2. THE LOCATION AND CHARACTERISTICS OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES WITHIN OR CONTIGUOUS TO THE SPHERE OF INFLUENCE.

The boundaries of County Service Area 74 (Emergency Medical Services) cover the entire County, including any disadvantaged unincorporated communities. No identified disadvantaged unincorporated communities have been identified within or contiguous to the Spheres of Influence of districts providing fire protection service in Monterey County. The existing local government fire protection agencies in the County include within their boundaries most of the County's inhabited communities. The only significant exceptions are Coastal communities south of Carmel Highlands, and scattered communities within the southern Salinas Valley.

The southern coastal area is served by the Mid-Coast Volunteer Fire Company and the Big Sur Volunteer Fire Brigade. These two volunteer organizations have been protecting the area, along with Federal and State firefighters, since the 1970s. There are no known disadvantaged unincorporated communities in this area or served by these volunteer companies. The areas served by these volunteer fire organizations are also not contiguous with any city. The Big Sur VFB is not contiguous with any special district providing fire protection service, or their Spheres of Influence. The Mid-Coast VFC is contiguous with the Monterey County Regional FPD in one small inland area.

The southern Salinas Valley, south of King City, includes the small communities of Bradley, Jolon, Lockwood, Parkfield, San Ardo, and San Lucas. The South Monterey County FPD currently includes two of these communities within its boundaries and a part of a third. All but one of these communities is within the District's Sphere of Influence. The South Monterey County FPD is also exploring the submission of an application to LAFCO requesting the annexation to the District of areas within its Sphere of Influence.

- San Lucas (population 269) is approximately eight miles southeast of King City. It is within the Sphere of Influence of the South Monterey County FPD, and a portion of the community was annexed into the District in 2006. The annexation of this vacant land was proposed and approved to help facilitate the construction of an affordable housing complex by the nonprofit housing developer, CHISPA. The development of this land is pending the resolution of water quality issues.

- San Ardo (population 517) is approximately 18 miles southeast of King City. The unincorporated community is within the District's Sphere of Influence, and is approximately one mile east of the District boundaries. The community is currently protected by a volunteer fire company.

- Bradley (population 93) is located approximately 12 miles south-southeast of San Ardo and is located within the South Monterey County FPD boundaries.

- Parkfield is located approximately 18 miles east of Bradley and lies within the District's Sphere of Influence. The community's population is 18 according to the highway sign at the community's edge.

- Jolon is an unincorporated community 17 miles south of King City. It is neither within, nor contiguous with, the District, or its Sphere of Influence. As it is located within Fort Hunter-Leggett, it is protected by Federal firefighters. The population of the zip code which includes Jolon, an area much larger than the community itself, includes 506 people according to the U. S. Census.

- Lockwood (population 379) is located approximately 6 miles east southeast of Jolon and lies within the Fire Protection District's boundaries.

Four of these six communities are census designated places (CDPs): Bradley, Lockwood, San Ardo, and San Lucas. Because the 2010 U. S. Census lists the median household income for all four of the CDPs as above 80% of the California median household income, none of these communities meet the definition of a disadvantaged unincorporated community.[8] The only three CDPs in Monterey County with incomes below 80% of the statewide median income are Boronda, Castroville, and Pajaro. Boronda is within the boundaries of the Monterey County Regional FPD, and Castroville and Pajaro are both within the North County FPD.

3. PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, AND INFRASTRUCTURE NEEDS OR DEFICIENCIES

Most of the residents of Monterey County are currently within the boundaries of a city or special district providing fire protection service. Most of the smaller communities that are not officially within a fire protection district's boundaries are protected by volunteer fire companies (Big Sur, Palo Colorado, San Ardo), are within the State Responsibility Area (Parkfield), or are planned for future district expansion (Parkfield, San Lucas).

Each district providing fire protection and emergency medical services in the County provides public facilities and equipment as allowed by their financial means (see Determination 4, below). The fourteen special districts reviewed in this report maintain a total of 20 fire stations, which the districts describe as ranging from poor to excellent condition. Additional fire

[8] Government Code section 56033.5.

protection is provided through city, State, Federal, and volunteer firefighting agencies. Several districts plan to construct new stations, but are awaiting annexations, population growth, or increased funding before they can start construction. All agencies also maintain and replace fire apparatus as needed. An outline of the present and planned capacity of public facilities and the adequacy of public infrastructure needs and deficiencies for each district is found in Chapter Three.

The agencies maintain different response standards. Rural districts typically have longer response times. These are necessitated by the long distance a fire truck needs to travel to respond to calls and the condition of the roads traveled.

Fire protection districts develop and adopt strategic plans to guide their activities and decisions. The best of these plans include schedules for the replacement of vehicles and a projection of future financial needs and resources.

Most emergency calls are received by the County's Consolidated Emergency Fire Dispatch Center. This 911 center transfers calls to the ambulance provider or the local agency providing emergency services. Fire calls to agencies staffed by CAL FIRE, and districts contracting with CAL FIRE specifically for dispatch services, are transferred to CAL FIRE's Emergency Command Center.

County Service Area 74 (Emergency Medical Services) provides funding for first responders and the County Emergency Medical Services Agency. The County EMS Agency contracts for, and monitors, ambulance service throughout the County. This service is provided by American Medical Response West (AMR), except in the Carmel Valley area where it is provided by the Monterey County Regional FPD and in Carmel-by-the-Sea where it is provided by the City.

4. FINANCIAL ABILITY OF AGENCY TO PROVIDE SERVICES

The demands on a fire protection agency vary due to the size and geography of the agency's boundaries, the area's employment base, the presence of students and tourists, the existence and length of local highways, whether the area is included within CAL FIRE's State Responsibility Area, and other factors. These factors help dictate the amount of money required to provide an adequate level of service.

While a district's budget may expand due to increased service demands, the size of a budget is closely related to the availability of funds. The financial ability of fire protection and emergency medical service providers has eroded in recent years due to the national economic downturn. This downturn has hurt some agencies more than others. As outlined in Chapter Three, districts providing fire protection service within Monterey County experience a wide range of revenue. Local fire protection districts receive between $2,070 and $33 per resident. The amount of revenue received by a firefighting agency is often determined by factors over which district residents have no control: assessed valuation, the date of a district's formation and past taxation levels, land development and property sales within the agency's boundaries, and, for a city or multi-service district, the competition for scarce resources among local government programs. Local residents do have the ability to propose and approve tax measures to increase

local services, although the current state of the economy makes the passage of tax measures increasingly difficult.

When a district annexes an area, the Property Tax Transfer Agreement with the County typically disallows the annexing district from sharing in revenues from the 1% County property tax within the annexation area: the district only shares in taxes on increases in assessed value. On the other hand, when an area is detached from a district, through a city annexation, the district no longer receives any taxes from this property. LAFCO has taken steps on recent years to mitigate negative fiscal or service impacts resulting from special district detachments. An example of this occurred with an annexation to the City of Salinas and concurrent detachment from the Monterey County Regional FPD. In this instance, specific fiscal mitigations were included in the Tax Transfer Agreement to ensure a continuing share of property taxes for the Monterey County Regional FPD.

LAFCO will also take steps to ensure that the Greenfield Fire Protection District is not negatively impacted by future annexations and development within the City of Greenfield. Although annexation to the City of Greenfield does not trigger detachment from the District, the new District revenues may not be adequate to cover the District's additional expenses.

The safety net for a local district is its fund balance. According to the most recent information available to LAFCO, the fund balance of the ten fire protection districts ranges from $3,954 to $6,792,067. On the low end of this range are the Gonzales and Mission Soledad Rural FPDs, whose arrangements with city fire departments preclude the need for a large district fund balance. Because a large fund balance is more crucial for a district with a large budget than one with a small budget, one important statistic is the ratio of an agency's fund balance to its annual revenues. The highest fund balance/annual revenues ratios are experienced in the South Monterey County (188%) and Cypress (174%) FPDs. Following these are the Carmel Highlands (114%), Aromas Tri-County (55%), Monterey County Regional (39%), and North County (33%) FPDs. Excluding the Gonzales and Mission Soledad Rural FPDs, the district with the lowest ratio of fund balance/annual revenues is the Greenfield FPD. The latest biennial audit available for the Greenfield FPD, through June 2009, shows that its fund balance/annual revenues ratio is 19%. More recent information from the District indicates that the fund balance currently approximates zero.

Districts with lower budgets tend to rely heavily on volunteer firefighters. A strong volunteer force allows a district to provide a much higher level of service on the same budget, because salaries and benefits can exceed 80% of a district's budget. Mutual aid agreements also allow neighboring fire agencies to effectively share resources and to assist one another when an emergency occurs.

Districts with lower revenues strive to provide the highest possible level of service with fewer resources. They must sometimes rely on older, and fewer, fire engines. They staff engines with a maximum of two firefighters, and if necessary get by with one.

Fire protection and EMS agencies, and all local agencies, are affected by the current scarcity of local government revenues. Most recently the statewide dissolution of redevelopment agencies

presents an additional challenge. This challenge is particularly critical for city fire departments that must compete for funds with other municipal services. For at least one local district, the end of redevelopment may affect the availability of tax-increment funding for a planned fire station in a newly developing area.

Each district providing fire protection and emergency medical services maintains a schedule for conducting audits of agency revenues and expenditures. County Service Area 74 (Emergency Medical Services) is audited as part of the County's comprehensive annual financial report. Nine other special districts conduct annual audits, while four – Greenfield, Mission Soledad Rural, and South Monterey County FPDs - conduct audits every two years. The Gonzales Rural FPD has been granted approval to conduct audits every five years because of the simplicity and small size of its budget.

State law[9] requires that a district file an audit with the State Controller and County Auditor within 12 months of the end of the fiscal year or years under examination. All of the districts providing fire protection and emergency medical services, except for two, have provided LAFCO with the most recent audit as required by State law. The most recent annual audit approved by the Cachagua Fire Protection District was for the year ending in June 2007, although LAFCO has received a preliminary draft audit for the year ending in June 2009. The most recent audit provided by the Spreckels Community Services District was for the year ending in June 2009.

5. STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

Firefighters are often on the forefront of forging cooperative efforts between local agencies. All local fire protection agencies participate in the State mutual aid plan. This plan is an extension of, and supportive of, the California Emergency Plan. Participation in this plan binds fire protection agencies to furnish resources and facilities and to render services to others to prevent and combat any type of disaster or emergency. Through this plan, local firefighters travel throughout the State when called during the fire season. It is also through this plan that firefighters throughout the State have traveled to assist in fighting the Basin Complex Fire, and other significant Monterey County fires that are beyond local resources.

Individual local agencies have also agreed to a number of local mutual aid and automatic aid agreements with neighboring agencies. While a mutual aid agreement requires assistance when called, an automatic aid agreement obliges a neighboring firefighting agency to immediately and automatically respond to specific calls.

The Federal government owns large tracts of land – primarily forest and military lands – where it is primarily responsible for firefighting. The State government, through the Department of Forestry and Fire Protection (CAL FIRE) is primarily responsible for the control of wildland fires in the County. These Federal and State firefighters cooperate with local fire agencies to protect the community. An example of this cooperation is the sharing of fire stations to house both CAL FIRE and local firefighting resources.

[9] Government Code section 26909(a)(2).

For many years, CAL FIRE has provided contractual firefighting services to five special districts: the Aromas Tri-County FPD, the Carmel Highlands FPD, the Cypress FPD, the Pebble Beach CSD, and the South Monterey County FPD. In mid-2011 the City of Soledad agreed to a contract with CAL FIRE to provide services within the City and the Mission Soledad Rural Fire Protection District. All of the agencies served by CAL FIRE's San Benito - Monterey Unit benefit through cost efficiencies derived through shared management services, and frequently shared fire stations and apparatus. Other local agencies are also meeting with CAL FIRE to discuss possible contractual services.

Several cities on the Monterey Peninsula have joined together to provide fire protection and emergency medical services. The Cities of Del Rey Oaks and Sand City have long been contractually served by the fire departments of neighboring cities. Del Rey Oaks presently receives service from the City of Monterey Fire Department and Del Rey Oaks contracts with the City of Seaside. The Cities of Pacific Grove and Carmel-by-the Sea use the services of the City of Monterey Fire Department. The City of Monterey also provides services to the U. S. Army's Presidio of Monterey and the Navy's Postgraduate School and La Mesa Village areas.

In the Salinas Valley, cities and their surrounding rural areas often join together to provide fire protection. The Gonzales and Mission Soledad Rural Fire Protection Districts receive fire protection service from the cities they surround. The City of Greenfield is located within the boundaries of the Greenfield Fire Protection District and receives all fire protection service from that District.

In the last 20 years there have been a number of mergers of fire protection districts in the County. The Castroville and Pajaro Township FPDs merged into the North County FPD. The Carmel Valley, Chualar Rural, Mid-Valley, and Salinas Rural FPDs merged over a period of years to become the Monterey County Regional FPD. County Service Areas 39 and 43 merged to become the Cypress FPD.

Some districts have formed, or expanded their powers, to support local volunteer firefighting companies. This occurred when the Spreckels Community Services District began supporting fire protection in 1991 and when the Cachagua and South Monterey County FPDs were formed in 1993 and 1997.

Local firefighting agencies participate in a large number of other shared resources including fire insurance, workers compensation, the joint purchasing of equipment, fire training, mobile air support, urban search and rescue, and technical rescue.

6. ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENT STRUCTURE AND OPERATIONAL EFFICIENCIES

Monterey County is served by a web of agencies providing fire protection and emergency medical services. This Municipal Service Review primarily looks at the fourteen special districts – ten fire protection districts, two community services districts, one airport district, and one County service area - providing these services. Services are also provided by eleven of the County's twelve cities, five volunteer firefighting organizations, and branches of the State and

Federal governments. These organizations are bound together through the State's mutual aid system and agreements between neighboring agencies to provide mutual and automatic aid. These agreements and the natural impulse of first responders to provide service where and when it is needed help make the system work.

Six of the fire protection districts, both community services districts, and the airport district are governed by directors who are elected at-large by voters. While some districts have contested elections, others routinely only have the same number of candidates as open seats or lack a full slate. If the number of candidates does not exceed the number of available seats, an election is avoided and the Monterey County Board of Supervisors appoints the Directors.

The boards of directors of four fire protection districts - the Carmel Highlands, Mission Soledad, Monterey County Regional, and South Monterey County FPDs - are directly appointed by the County Board of Supervisors. While these districts may receive less direct input from voters, they are able to save money by not paying for regularly scheduled elections. When the Monterey County Regional FPD absorbed the Carmel Valley FPD in 2011, it was estimated that the District would save at least $80,000 for each election that is not required. The District administration has stated that these monies could better be spent on direct fire protection service.

County Service Area 74 (Emergency Medical Services) is a dependent special district governed directly by the Monterey County Board of Supervisors. The five County supervisors are elected from geographic districts for four-year terms.

Of the fourteen special districts providing fire protection and emergency medical services, eight maintain websites listing information about the Board of Directors and postings of upcoming Board meeting agendas. These districts include the Monterey Peninsula Airport District, the Pebble Beach Community Services District, and the Aromas Tri-County, Carmel Highlands, Cypress, Monterey County Regional, and North County Fire Protection Districts. Also included on this list is County Service Area 74, where governance information is included on the County website and additional information on advisory committees and EMS trainings is contained on the County's Emergency Medical Services Agency website.

While all of these websites contain agendas of upcoming meetings, the websites for the Monterey Peninsula Airport District, North County FPD, Pebble Beach CSD, and the County of Monterey (for CSA 74) also contain minutes and packets of Board staff reports. These same websites also contain a wide range of useful organizational information, including District budgets, audits, and plans.

Four districts do not maintain websites, although information on firefighting activities within the District can be found on related websites. These related websites are maintained by cities or volunteer fire companies that partner with the district. While these websites contain list information, none contain information on District Board Members or Board meetings. The districts, and the organizations that maintain related websites, are:

- Cachagua FPD: Cachagua Volunteer Firefighters
- Gonzales Rural FPD: City of Gonzales and Gonzales Volunteer Fire Department

- Mission Soledad Rural FPD: City of Soledad
- Spreckels CSD: Spreckels Volunteer Fire Company

The specific websites for each district, or related organization, are listed in Chapter Three. The Greenfield and South Monterey County Fire Protection Districts neither maintain websites nor do affiliated organizations post District firefighting information.

All districts are encouraged to establish websites if they do not now have them, and to maintain up-to-date websites which include, at a minimum, a listing of district directors and their terms, announcements of upcoming meetings, meeting agendas and minutes, annual budgets, performance data, and current audits. This information is needed to promote transparency and accountability, as well as allowing public oversight of district activities.

Consistent with the public notice requirements of California's Brown Act, public agendas must be posted by all public agencies at a public location a minimum of 72 hours prior to the meeting. State law also requires that agendas be posted on the agency website, if one exists. All districts must also allow the opportunity for members of the public to directly address the legislative body on any item of interest to the public at every regular meeting.

7. ANY OTHER MATTER RELATED TO EFFECTIVE OR EFFICIENT SERVICE DELIVERY, AS REQUIRED BY COMMISSION POLICY

The Local Agency Formation Commission of Monterey County has adopted Sphere of Influence Policies and Criteria within its *Policies and Procedures Relating to Spheres of Influence and Changes of Organization and Reorganization*. These policies and criteria were adopted, in conformance to State law, to meet local needs.

These policies stipulate that the designation of Spheres of Influence shall avoid the creation of islands and corridors. The proposed amendments to the Spheres of Influence of the Carmel Highlands and Cypress Fire Protection Districts are consistent with this policy. They are specifically designed to eliminate existing islands of land that have been excluded from the Sphere of a local fire protection agency.

The proposed affirmations and amendments to the Spheres of Influence of fire protection districts are consistent with local policies and criteria.

CHAPTER TWO: SPHERE OF INFLUENCE DETERMINATIONS AND RECOMMENDATIONS

A. Scope

This chapter provides recommended Sphere of Influence determinations for County Service Area 74 (Emergency Medical Services) and the County's ten fire protection districts (Aromas Tri-County, Cachagua, Carmel Highlands, Cypress, Gonzales, Greenfield, Mission Soledad Rural, Monterey County Regional, North County, and South Monterey County). This chapter does not include recommended determinations for the Pebble Beach or Spreckels Community Services Districts or the Monterey Peninsula Airport District. The current report addresses the fire protection and emergency medical services provided by these three multi-service districts. It discusses, but does not update, the Spheres of Influence of these districts. Sphere updates will be provided together with future reviews of all of the services provided by the multi-service districts.

B. Summary of Recommendations

Based on the recommended determinations in this chapter, the Executive Officer recommends that the Commission:

1. Affirm the currently adopted Spheres of Influence of the Aromas Tri-County, Cachagua, Gonzales Rural, Greenfield, Mission Soledad Rural, Monterey County Regional, and South Monterey County Fire Protection Districts, and County Service Area 74 (Emergency Medical Services) as shown on Map ES-1 (page 2);

2. Affirm the currently adopted Sphere of Influence of the North County Fire Protection District, and designate a Future Study Area for possible expansion of the Sphere, as shown on the map on page 32, and

3. Amend the Spheres of Influence of the Carmel Highlands and Cypress Fire Protection Districts to include adjacent areas not currently within the boundaries of a fire protection agency, as shown on the maps on pages 33 and 34.

C. Overview

The Cortese-Knox-Hertzberg Act states that in determining the Sphere of Influence of each local agency, LAFCO shall consider and prepare a written statement of its determinations with respect to four areas[10]:

[10] These determinations are contained in Government Code section 56425(e). The consideration and preparation of a fifth determination is required for Sphere of Influence updates that occur on or after July 1, 2012. This fifth

1. The Present and Planned Land Uses in the Area, including Agricultural and Open-Space Lands;
2. The Present and Probable Need for Public Facilities and Services in the Area;
3. The Present Capacity of Public Facilities and Adequacy of Public Services that the Agency Provides or is Authorized to Provide, and
4. The Existence of Any Social or Economic Communities of Interest in the Area if the Commission determines that they are Relevant to the Agency.

This chapter contains recommended Sphere of Influence determinations for the County's ten fire protection districts and County Service Area 74 (Emergency Medical Services). Each of the four recommended determinations applies to all eleven districts as a group.

The Executive Officer has found the Spheres of Influence of seven fire protection districts and County Service Area 74 (Emergency Medical Services) to be appropriate to meet the needs of district residents. This chapter, therefore, includes the Executive Officer's recommendation to affirm the currently adopted Spheres of Influence, without change, of County Service Area 74 and the following fire protection districts: Aromas Tri-County, Cachagua, Gonzales Rural, Greenfield, Mission Soledad Rural, Monterey County Regional, and South Monterey County.

In this chapter, the Executive Officer proposes the affirmation of the currently adopted Sphere of Influence of the North County Fire Protection District, along with the designation of a Future Study Area for the District. Further study would be required prior to including this area in the District's Sphere of Influence. The District supports this study. A map of the North County Fire Protection District, and the proposed Future Study Area, is on page 32.

The Executive Officer also outlines the need for, and proposes amendments to, the Spheres of Influence of the Carmel Highlands and Cypress Fire Protection Districts. These amendments would expand the Spheres of Influence of both Districts to include adjacent parcels which currently need fire protection and emergency medical services or which may need these services in the future. The Districts agree with this recommendation. These Sphere expansions would be a step toward ensuring that the fire protection and emergency medical service needs of all County residents and property owners are met. If these amendments are adopted by LAFCO, a proposal by the Districts to annex all or a portion of the expanded Spheres is anticipated. Maps of the proposed Sphere of Influence amendments to the Carmel Highlands and Cypress Fire Protection Districts are at the end of this chapter on pages 33 and 34.

Only two of the fire protection districts currently have Spheres of Influence beyond district boundaries. The Carmel Highlands FPD Sphere includes the Point Lobos State Natural Reserve and other primarily open space lands. The South Monterey County FPD Sphere of Influence extends to the Fresno and Kings County lines on the east and into the Bryson-Hesperia area along the San Luis Obispo County line. This Sphere includes an estimated 870 square miles beyond District boundaries. Maps of all of the districts providing fire protection and emergency medical services are included in Chapter Three.

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determination relates to the present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Spheres of Influence of those local agencies subject to the update.

D. Determinations

1. THE PRESENT AND PLANNED LAND USES IN THE AREA, INCLUDING AGRICULTURAL AND OPEN-SPACE LANDS

Firefighters in Monterey County face a variety of challenges due to a variety of land uses and topographies. The present and planned land uses of the County are guided by the general plans of the County and the twelve cities within the County.

As one of the largest counties in the State of California, Monterey County covers more than 3,300 square miles and is comprised of diverse natural habitats and residential communities. The twelve incorporated cities comprise 75% of the County population and about 2% of the total land area. Five of these cities are located within the Salinas Valley, one of the richest agricultural regions in the world. These are the cities of Gonzales, Greenfield, King City, Salinas, and Soledad. Seven cities are clustered around the Monterey Peninsula: Carmel-by-the-Sea, Del Rey Oaks, Marina, Monterey, Pacific Grove, Sand City, and Seaside.

In additional to the strong agricultural economies of the Salinas and Pajaro Valleys, the Monterey Peninsula is a center of tourism along the Central Coast. Historically, the economy has also been strengthened by a strong military presence with Fort Ord, the Presidio of Monterey, and the Naval Postgraduate School along the coast and Fort Hunter Liggett and Camp Roberts in the southern Salinas Valley. Base closures have reduced the military presence and generated reuse of major portions of the former Fort Ord.

In general, Monterey County's fire protection agencies have adequate Spheres of Influence and boundaries. All residents living within Monterey County's cities, and approximately 95% of unincorporated County residents, are within the boundaries of a local agency providing fire protection service. All County residents reside within the boundaries of County Service Area 74, which supports emergency medical services countywide. Large geographic areas within the County that are not now within local agency's fire protection boundaries are within a Federal or State Responsibility Area. CAL FIRE and the Federal government take primary responsibility for protecting these areas from wildfires.

The Executive Officer recommends amendments to the Spheres of Influence of two districts that provide fire protection and emergency medical services. This recommendation would allow the Carmel Highlands and Cypress FPDs to expand into adjacent properties that are not now within the boundaries of a fire protection agency. The Executive Officer also recommends the designation of a "Future Study Area" for the North County FPD. This designation indicates that this area may warrant inclusion in the District's Sphere in future years following additional study. Below is a description of the land uses in the proposed Spheres of Influence and Future Study Area, and the proposed Sphere expansion areas, of these three districts.

Carmel Highlands Fire Protection District: This District currently has a LAFCO-adopted Sphere of Influence which includes the Point Lobos State Natural Reserve and additional State Parks lands east of Highway 1. The proposed Sphere of Influence amendment would expand the District's Sphere by approximately 1,100 acres. This proposed expansion area, which is generally

undeveloped, contains publicly and privately owned lands to the east of the District's existing boundaries. This land is designated on the County zoning map for "Watershed and Scenic Conservation," with a minimum parcel size of either 40 or 80 acres. While little urban growth is anticipated in this proposed addition to the District's Sphere of Influence, it would fill a gap between the boundaries of the Cypress and Monterey County Regional FPDs. A proposal from the District to annex this area is anticipated.

A map of the Carmel Highlands Fire Protection District boundaries and the proposed Sphere of Influence amendment is at the end of the chapter on page 33.

Cypress Fire Protection District: When the District was formed in 1993 it was given a "zero Sphere of Influence." This designation was consistent with the then current plans that the District should eventually merge with another fire protection service provider. As outlined in the profile for the Cypress District in Chapter Three, the District is financially and operationally viable. The District also works cooperatively and closely with the Carmel Highlands FPD and the Pebble Beach Community Services District, the three Monterey Peninsula fire agencies operated by CAL FIRE. There is no longer a need for Cypress to formally merge with another provider. For these reasons, the Executive Officer proposes an amendment to the Sphere of Influence to include the existing District boundaries.

The Executive Officer proposes that the Cypress FPD Sphere of Influence, as shown in the map following this chapter (page 34), be expanded to include several parcels that are either surrounded by, or adjacent to, the existing District boundaries. The additions to the District's Sphere of Influence would allow all surrounding areas to be included within a fire protection district's Sphere of Influence. The Cypress FPD's boundaries today contain many acres of land within the Spheres of Influence of the City of Monterey and Carmel-by-the-Sea. The proposed expanded Sphere of Influence would include additional parcels within the existing Spheres of Influence of the Cities of Monterey and Carmel-by-the-Sea. If a city were to propose annexation of an area after it had already been annexed to a fire protection district, the area would be processed for detachment from the district concurrently with its annexation to the city.

The areas proposed for inclusion within the Sphere of Influence of the Cypress FPD are:

- Affordable Housing Overlay Parcel near Highway 68 (APN 103-071-024): This undeveloped 15± acre parcel contains a County general plan affordable housing overlay designation. The purpose of this overlay is to encourage higher housing densities and the development of affordable housing. Contiguous parcels are also designated with this overlay; all of the other parcels in this overlay are currently within the boundaries of a fire protection district.[11] The entire overlay district is within the City of Monterey's existing Sphere of Influence.

- Hatton Canyon: CALTRANS had purchased this land to construct a bypass around a congested portion of Highway 1, but transferred the land to State Parks in 2003 for parkland use. The southern portion of the Hatton Canyon parkland is currently within

[11] Parcels to the west of APN 13-071-024 are within the boundaries of the Cypress FPD, those to the east – across Olmstead Road – are within the Monterey County Regional FPD.

District boundaries. The northern extension of this land (approximately 102 acres) is proposed for inclusion within the District's Sphere of Influence. Most of this parkland is sandwiched between existing portions of the District.

- Jacks Peak County Park (APN 103-071-013): The County Parks Department has requested that this 470± acre day-use park and preserve be included within a fire protection district's boundaries. Contiguous County-owned parkland immediately south of the park is already within the boundaries of the Cypress FPD.

- Parcels North of Jacks Peak Park: This area of approximately 800 acres is primarily undeveloped and is zoned for rural density housing by the County. One parcel of approximately 19 acres contains existing homes. This area is located within the Sphere of Influence of the City of Monterey.

- Carmel River Mouth: These parcels, along the mouth of the Carmel River, primarily contain open space and resource-dependent uses. Property owners in this 400± acre area include the State of California, the City of Carmel-by-the-Sea, the Catholic Church, the Carmel Area Wastewater District, and the Big Sur Land Trust. Two heavily used parcels within this area are the Carmel Area Wastewater District's wastewater treatment plant and the Mission Ranch Hotel and Restaurant. These two parcels, and several others within this area, are within the existing Sphere of Influence of the City of Carmel-by-the-Sea.

- Rancho Cañada: This existing golf club contains approximately 222 acres. The land was recently proposed for residential development.

- The Property Reserve Parcel (APN 015-016-022): This substantially undeveloped 570± acre parcel is zoned by the County for low and rural density housing. It is currently surrounded by the Fire Protection District's boundaries. It has sometimes been referred to as the "Swim Ranch" property.

If these areas are added to the District's Sphere of Influence, the District will begin preparation of an annexation proposal. A map of the Cypress Fire Protection District boundaries and the proposed Sphere of Influence is at the end of this chapter on page 34.

North County Fire Protection District: The North County Fire Protection District currently has no Sphere of Influence beyond its boundaries. The Executive Officer recommends designating a 2,500± acre area north of Marina as a Future Study Area for possible future inclusion in the Districts Sphere in future years following additional study. This island is the only area adjacent to the District that is outside the boundaries of a fire protection agency. The island area is totally surrounded by the North County FPD, the City of Marina, and, to a minor extent, the Monterey County Regional FPD. This island contains most of the landfill disposal and material recovery facilities of the Monterey Regional Waste Management District. A small portion of this property is already within the boundaries of the North County FPD. The island also contains the regional wastewater treatment plant of the Monterey Regional Water Pollution Control Agency. The remainder of the island is undeveloped, agricultural or grazing

land. Most of the island is within the Sphere of Influence of the City of Marina, but the landfill and wastewater treatment plant properties are outside of the City's Sphere. The entire island is outside the City's voter approved Urban Growth Boundary which limits growth and new development, along with required community services, until 2020.

This designation is consistent with local LAFCO policy which states that "Sphere of Influence boundaries shall not create islands or corridors unless it can be demonstrated that the irregular boundaries represent the most logical and orderly service area of an agency[12]."

2. THE PRESENT AND PROBABLE NEED FOR PUBLIC FACILITIES AND SERVICES IN THE AREA

All local fire protection and emergency medical service agencies plan to meet current and future needs through annual budgets and maintenance schedules. Some districts have adopted detailed strategic plans that pinpoint future actions required to meet community needs. The need for adequate future funding, staffing, equipment and facilities is great where significant residential or commercial growth is anticipated. Much of the urban growth anticipated in Monterey County in coming decades will occur within city boundaries. A number of fire protection districts also anticipate substantial growth. As outlined in Chapters One and Three, the local districts anticipating the most population growth are the North County, Monterey County Regional, and Greenfield FPDs. Even without growth, present needs are significant throughout the County.

The Executive Officer recommends that LAFCO affirm the current Spheres of Influence for County Service Area 74 (Emergency Medical Services) and seven of the ten fire protection districts without change. Of these, only the South County FPD has a current Sphere of Influence beyond its District boundaries. This District is currently considering a request to annex lands within the Sphere.

The Executive Officer also recommends the affirmation of the existing Sphere of Influence of the North County Fire Protection District, along with the designation of a Future Study Area for possible expansion of the Sphere.

The Sphere of Influence expansions proposed for the Carmel Highlands and Cypress FPDs will not add significant firefighting demands on existing District services. These two Districts plan annexations within the expanded Spheres in the next year, and are adequately funded and staffed to meet anticipated future demands within these potential annexation areas.

3. THE PRESENT CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES THAT THE AGENCY PROVIDES OR IS AUTHORIZED TO PROVIDE

The present and probable need for public facilities and services varies for each local public agency providing fire protection service. As outlined in Chapters One and Three, the level of

[12] *Policies and Procedures Relating to Spheres of Influence and Changes of Organization and Reorganization*, Policy C.II.6.

service provided by each fire protection district varies according to the service area's needs and available revenues. The existence of mutual and automatic aid agreements allow neighboring agencies to assist each other in meeting regional needs. The dual response from both a fire truck and an ambulance also helps to ensure adequate response to medical emergencies, which are the majority of calls forwarded to fire protection agencies through County emergency communications.

As outlined in Chapter Three, the Cypress and Carmel Highlands FPDs have adequate revenues, equipment, and facilities. These districts maintain fund balances that are available to meet unexpected demands. The Executive Officer proposes an expansion of the Spheres of Influence of these two Districts. Both Districts have the financial and organizational resources needed to provide services to these areas.

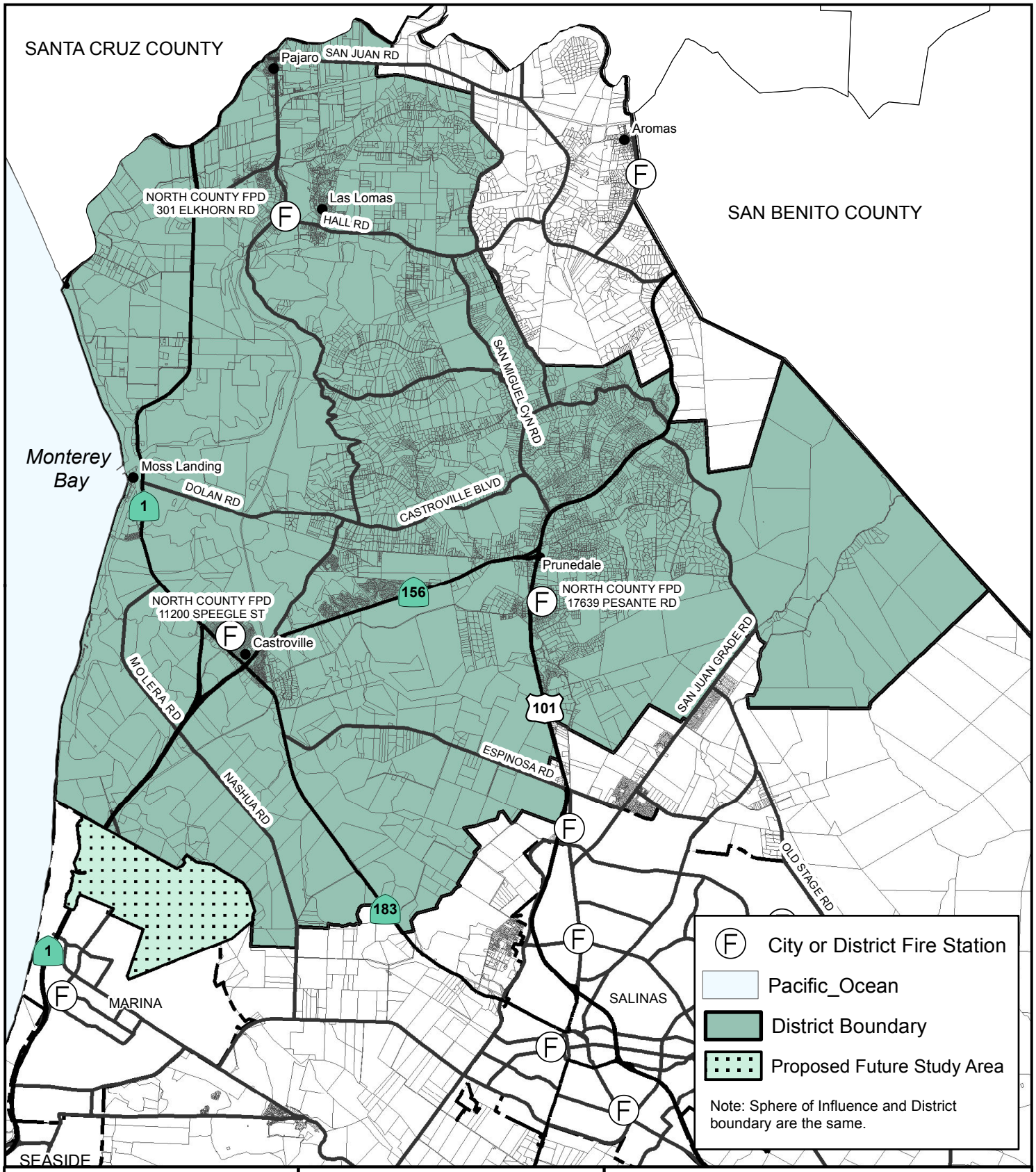
4. THE EXISTENCE OF ANY SOCIAL OR ECONOMIC COMMUNITIES OF INTEREST IN THE AREA IF THE COMMISSION DETERMINES THAT THEY ARE RELEVANT TO THE AGENCY

For purposes of this review, a relevant "community of interest" is any group or entity in an unincorporated area that shares common social or economic interests with an area served by a fire protection or emergency medical services district, and that could be potentially annexed to that district or added to that district's Sphere of Influence.

Several small communities within the Sphere of Influence of the South County FPD appear appropriate for future annexation. These include Parkfield and San Lucas. The San Ardo Volunteer Fire Company is also in discussions with the District concerning possible annexation. The District is preparing an annexation proposal to submit to LAFCO within the next year.

Some areas are not within the boundaries of a fire protection district. These rural areas are generally within the State or Federal Responsibility Area for wildfire protection. While expansion of the Spheres of Interest and boundaries of agencies to cover all portions of the County may have some advantages, there appears to be little need or impetus for this expansion. CAL FIRE provides wildland fire protection and firefighting personnel from local agencies frequently will respond to all fire and other emergency situations regardless of agency boundaries. Vast stretches of Federal open space and military lands are protected by Federal firefighters.

County Service Area 74 (Emergency Medical Services) provides services throughout the County, and serves all County residents, as its boundaries are the same as those of Monterey County.



LAFCO *of Monterey County*

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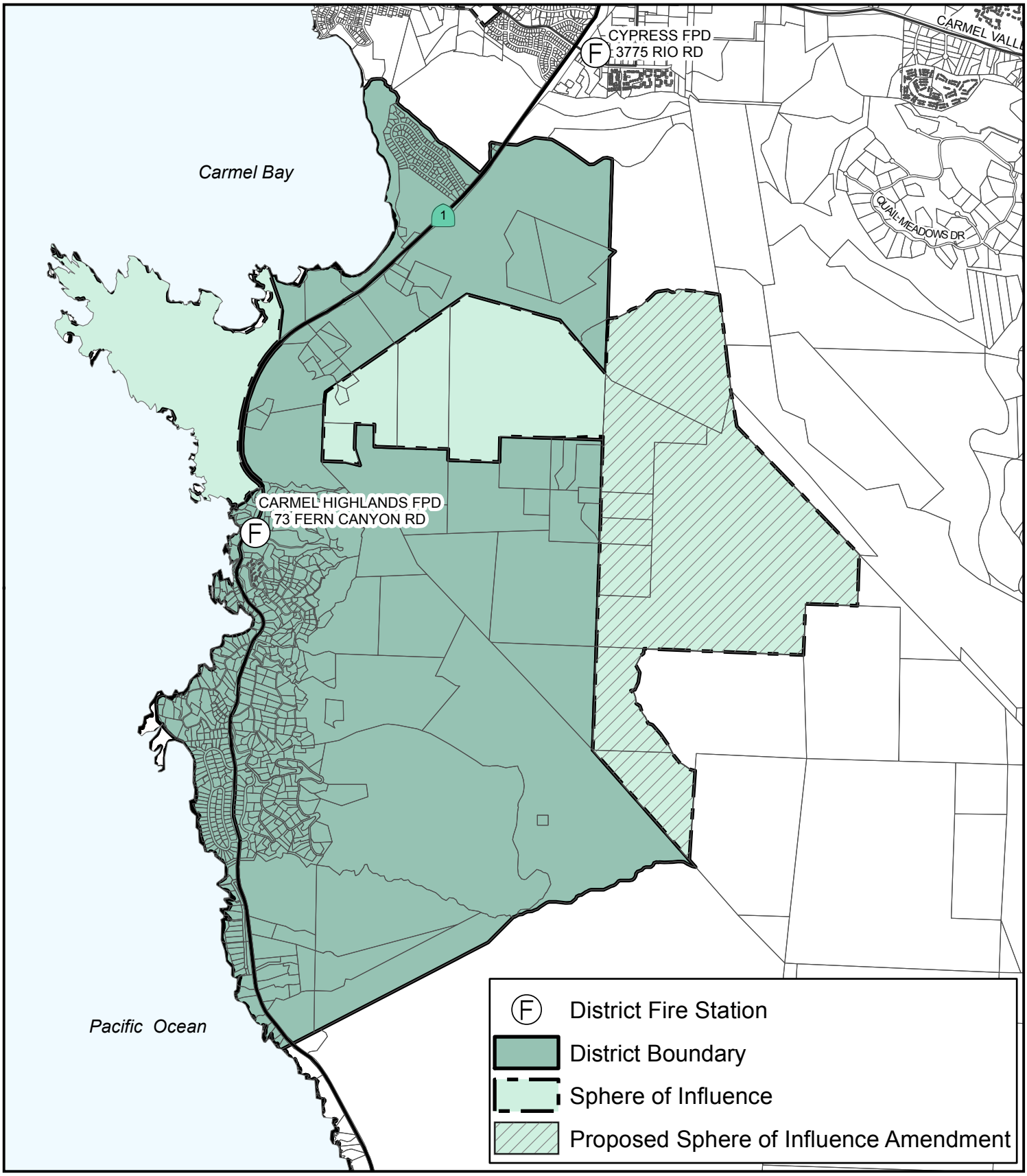
FIRE PROTECTION DISTRICTS

NORTH COUNTY
FIRE PROTECTION DISTRICT

2012 Municipal Services Review
Map Produced on 3/9/12



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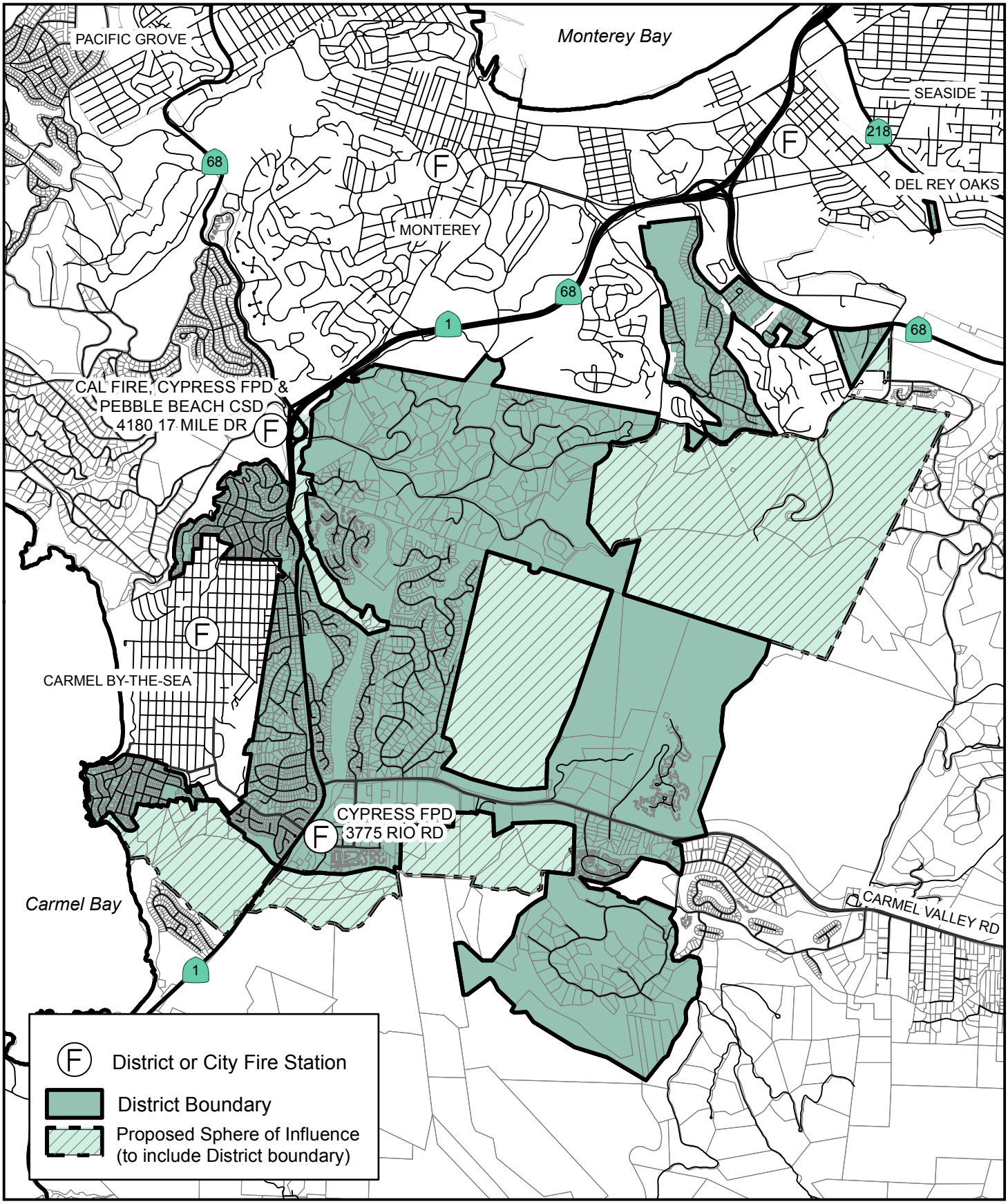
FIRE PROTECTION DISTRICTS

CARMEL HIGHLANDS
FIRE PROTECTION DISTRICT

2012 Municipal Services Review
Map Produced on 12/19/2011



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FIRE PROTECTION DISTRICTS

CYPRESS
FIRE PROTECTION DISTRICT

2012 Municipal Services Review
Map Produced: 12/19/2011

CHAPTER THREE: DISTRICT PROFILES

This chapter contains a review of each of the fourteen special districts within Monterey County that provide fire protection and pre-hospital emergency medical services. These Districts are:

A. Aromas Tri-County Fire Protection District;
B. Cachagua Fire Protection District;
C. Carmel Highlands Fire Protection District;
D. Cypress Fire Protection District;
E. Gonzales Rural Fire Protection District;
F. Greenfield Fire Protection District;
G. Mission Soledad Rural Fire Protection District;
H. Monterey County Regional Fire Protection District;
I. Monterey Peninsula Airport District;
J. North County Fire Protection District;
K. Pebble Beach Community Services District;
L. South Monterey County Fire Protection District;
M. Spreckels Community Services District, and
N. County Service Area 74 (Emergency Medical Services).

Each district profile contains a summary, background information, and data on district operations and boundaries. Most profiles include tables and charts outlining district formation and duties, revenues, attributes, types of service, stations, apparatus, and calls for service. A map of the district Sphere of Influence and boundaries[13] is included within each district's profile.

[13] The profile of the Monterey Peninsula Airport District contains a map of the Monterey Regional Airport property. The Airport District is responsible for fire protection and emergency medical services only on the airport property.

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A. Aromas Tri-County Fire Protection District

Administrative Office:	2221 Garden Road, Monterey, CA 93940 (CAL FIRE)
Phone:	831/333-2600
Fax:	831/333-2660
Email:	Rick.Hutchinson@fire.ca.gov
Website:	www.atcfire.org
Unit Fire Chief:	Richard C. Hutchinson, Jr.

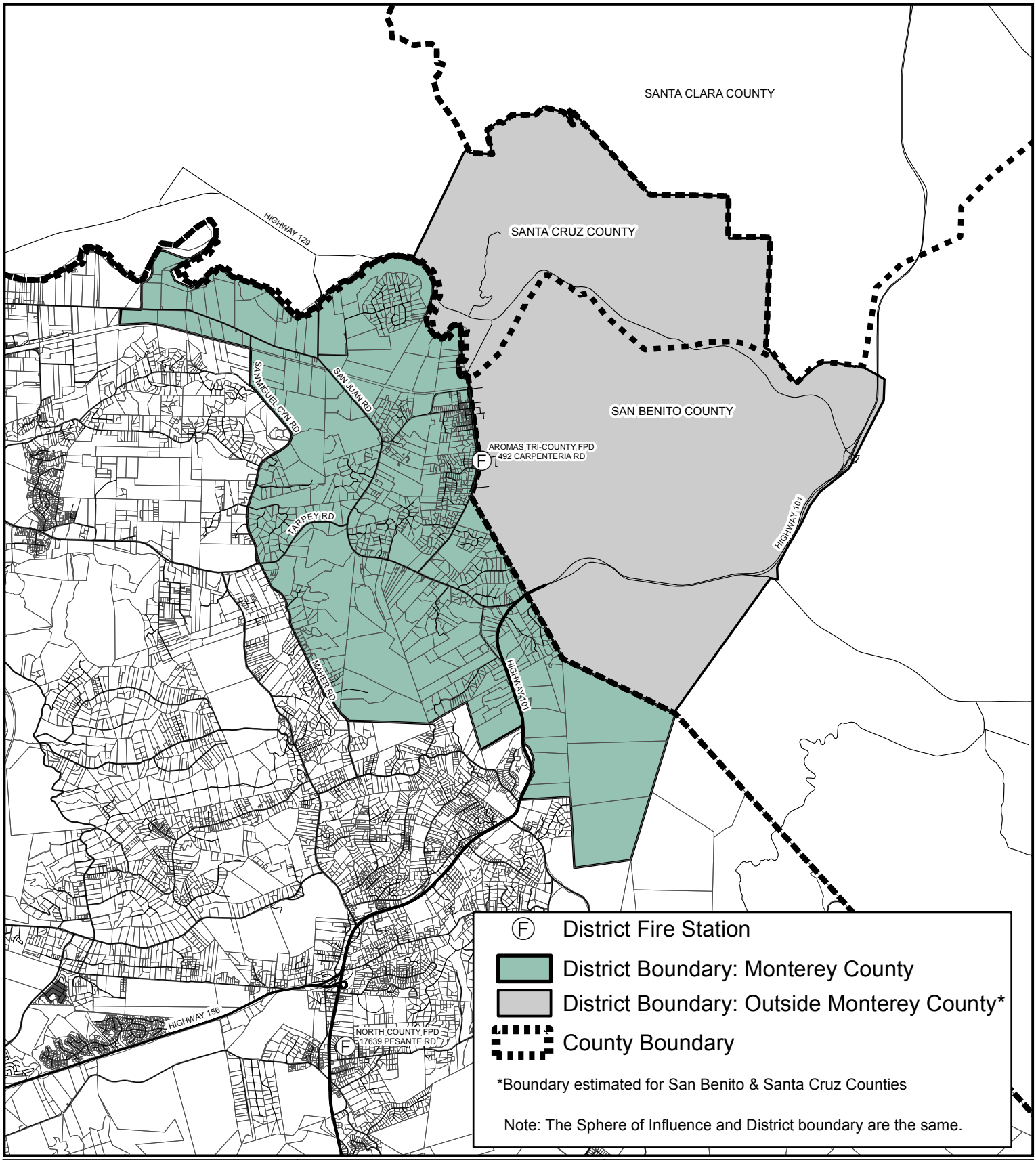
SUMMARY

The Aromas Tri-County Fire Protection District provides fire protection and emergency medical services to approximately 5,500 people throughout forty square miles in the northeast corner of Monterey County and adjacent areas of San Benito and Santa Cruz Counties. The District provides services through a contract with the California Department of Forestry and Fire Protection (CAL FIRE), and is exploring the possibility of a geographic expansion and the construction of a second fire station within San Benito County. The District's Monterey County boundary is the same as its Sphere of Influence and there are no proposals for expansion. The District receives financial support at a rate of approximately $225 per resident and maintains a fund balance to meet future needs. The District has financial procedures in place to ensure the preparation of timely agency audits. The District has an ISO Public Protection Classification of 5 within five road miles of a fire station where there is a credible water source for fighting fires.

BACKGROUND

The Aromas Tri-County Fire Protection District was formed in 1952 with an all-volunteer firefighting staff. In 1962, the District first hired a part time chief and began moving to a force composed solely of full time paid firefighters. In 1993, the District determined that services could better be provided by contracting for cooperative fire protection with CAL FIRE. Through this arrangement, CAL FIRE provides management and personnel services to the Aromas community.

The Aromas Tri-County FPD serves the Aromas community, which is located at the intersection of Monterey, San Benito, and Santa Cruz Counties. The District maintains a single station at the Corner of Carpenteria Road and Seely Avenue. While this station is within San Benito County it is immediately across Carpenteria from Monterey County.



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FIRE PROTECTION DISTRICTS

AROMAS TRI-COUNTY
FIRE PROTECTION DISTRICT

2012 Municipal Service Review
Map Produced on 10/10/2011

The District serves an estimated population of 5,543 people, with 3,143 living within Monterey County. The District anticipates a growth rate of approximately 2% a year within its boundaries in coming years. In 2006, it was estimated that the District served 1,129 parcels in Monterey County, 933 in San Benito County, and 70 in Santa Cruz County. Monterey County is the District's "Principal County," defined as the county having the greater portion of the assessed value of all taxable property within the district. This designation gives LAFCO of Monterey County exclusive jurisdiction on proposed changes of organization or reorganization for the District.

OPERATIONS

Most of the District's general revenues come from ad valorem taxes on real estate and unsecured property and from State Proposition 172 monies. The District also receives revenue through inspections and fire mitigation fees for new construction. The District has created specific reserves to replace needed equipment and buildings. On June 2010, these two funds contained $76,550 and $248,500, respectively.

As of June 2010, the Aromas Tri-County FPD had invested $1,746,785 in a broad range of capital assets including land, structures and improvements and equipment. The District has no long-term liabilities. While the District's Fund Balance dropped from $1,044,400 to $683,105 between June 30, 2008 and 2010 the District spent over $500,000 on capital assets over the same period. These funds were used to acquire a new $400,000 fire engine, five mobile data computers, a compressor, and to make fire station improvements.

The District currently maintains an ISO Public Protection Classification of 5 for properties within five road miles of a station where there is a credible source of water.

Aromas Tri-County FPD shares administrative and management resources with the other contract fire protection agencies served by CAL FIRE's San Benito – Monterey Unit. The District participates in mutual aid throughout the State, and maintains automatic aid agreements with the City of Watsonville, and the North Monterey County and Pajaro Valley Fire Protection Districts.

The District maintains a standard 3-person engine response to emergency calls. In Fiscal Year 2010-11 the District received 452 calls for assistance. Seventy percent of these calls were for medical emergencies. The District reports that it responds to many automotive accidents along the long stretches of Highways 101 and 129 that are within its boundaries. Injury accidents are recorded in this data as medical emergencies. All full time personnel are trained to the Emergency Medical Technician (EMT) or paramedic (ALS) level.

The District has identified a need to construct an additional fire station in the eastern portion of the District, within San Benito County. The District reports that this project has been delayed due to financial constraints, which are partially due to the District's lack of a commercial tax base. District Management is currently working with the County of San Benito and the San Benito County Fire Department to develop a new station. This station is being sought on

donated land near the entrance to the Rancho Larios residential subdivision, on the unincorporated outskirts of San Juan Bautista.

The District Board of Directors is composed of five Members who are elected at-large to four-year terms. The Board meets the last Tuesday of every other month at the Aromas Fire Station. The District maintains a website which includes a list of members of the Board of Directors, agendas of upcoming meetings, and minutes of past meetings.

SPHERE OF INFLUENCE & BOUNDARIES

Within Monterey County, the Aromas Tri-County Fire Protection District's boundaries are contiguous with those of the North County FPD. The District currently has no Sphere of Influence beyond its boundaries in any of the three counties it serves. A map of the District's Sphere of Influence and boundaries can be seen at the beginning of this profile.

While no significant changes are anticipated to District boundaries within Monterey County, conversations are continuing between the District and LAFCO staff concerning minor boundary adjustments. Within San Benito County, the District is exploring an expansion eastward into the San Juan Valley. This area contains rich agricultural lands as well as agricultural processing facilities and a high school. This potential Sphere of Influence amendment and annexation is seen as a way to facilitate the development of a second fire station.

A 2007 Countywide Municipal Service Review adopted by LAFCO of San Benito County stated that the District may propose the annexation of additional territory to serve the City of San Juan Bautista. The City currently has a volunteer fire department with limited financial and staff resources. Such an annexation would provide the District with an existing second station. LAFCO of Monterey County encourages the District and the City of San Juan Bautista to consider options for sharing services.

While Monterey County is the "Principal County" for the consideration of Sphere of Influence amendments, or changes of organization and reorganization, LAFCO of Monterey County would likely seek direction from the LAFCOs in San Benito and Santa Cruz County for proposals within these Counties.

Aromas Tri-County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1952
Legal Authority	Fire Protection District Law of 1961, Health & Safety Code, section 13800 et seq.
Board of Directors	Five Directors elected to four-year terms through at-large elections. If the number of candidates equals the number of eligible seats, or if there are no candidates, the Board of Supervisors shall make these appointments pursuant to Elections Code section 10515.
Agency Duties	Fire Protection / Emergency Medical Services

District Revenues				
	2008-2009		2009-2010	
	Amount	% of Total	Amount	% of Total
Property tax	$1,176,215	88.1%	$1,122,615	89.9%
Use of Money & Property (Interest Income)	-$16,914	-1.3%	$18,320	1.5%
Aid from Other Government Agencies (Proposition 172 Fund, Homeowner's Property Tax Relief, Grant Revenue)	$103,176	7.7%	$86,159	6.9%
Other Revenue	$57,933	4.3%	$18,546	1.5%
Fire Mitigation Fees	$14,464	1.1%	$2,974	0.2%
Revenue total	$1,334,874	100.0%	$1,248,614	100.0%

Source: Aromas Tri-County FPD, Financial Statements and Supplementary Information, June 30, 2010 and 2009, Statement E: Statement of Revenues, Expenditures and Changes in Fund Balances – All Government Fund Types.

Aromas Tri-County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District area (est. square miles):	
• Monterey County	17.3
• Entire District	40.0
Population (2010 estimated):	
• Monterey County	3,143
• Entire District	5,543
Assessed Valuation (FY 10-11: Monterey County portion only)	$440,500,742
Number of stations	1
Dispatch	CAL FIRE
ISO Public Protection Classification:	
Within 5 miles of a Station and with a Credible Source of Water	5
Without a Credible Source of Water	9
Regular Financial Audits	Annual
Annual Revenue Per Capita, Entire District (FY 09-10)	$225
Average Portion of County 1% Property Tax Received	14¢/$1
Ending Total Fund Balance (June 2010)	$683,105
Change in Total Fund Balance (from June 2008 to June 2010)	-35%
Total Fund Balance/Annual Revenue Total (FY 09-10)	55%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data; Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from District Audit; Other information from District.

Types of Services	
Fire	X
Technical Rescue	X
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	-
Ambulance	-

Aromas Tri-County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Station		
Address	**Acquired/Built**	**Condition**
492 Carpenteria Road, Aromas	1979	Good

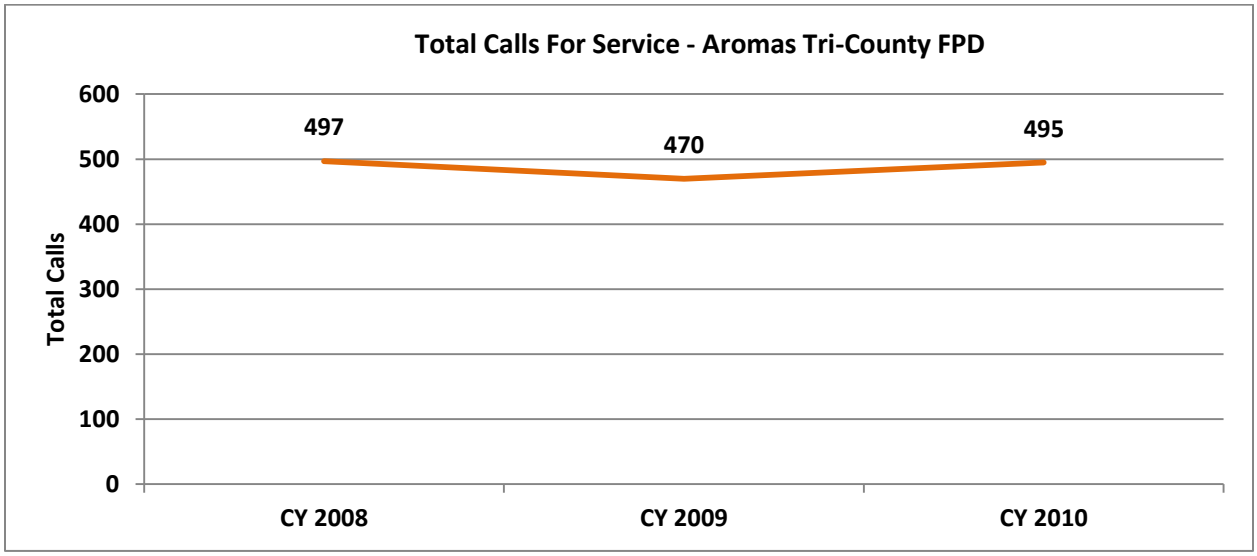
Apparatus	
Engines	Two Type I Engines
	One Type III Engine
Utility	4x4 Ford Expedition Command Vehicle
	4x4 Ford F-150 Utility Vehicle

An additional Type III Engine is located at this station by CAL FIRE for wildland fire protection during the fire season.

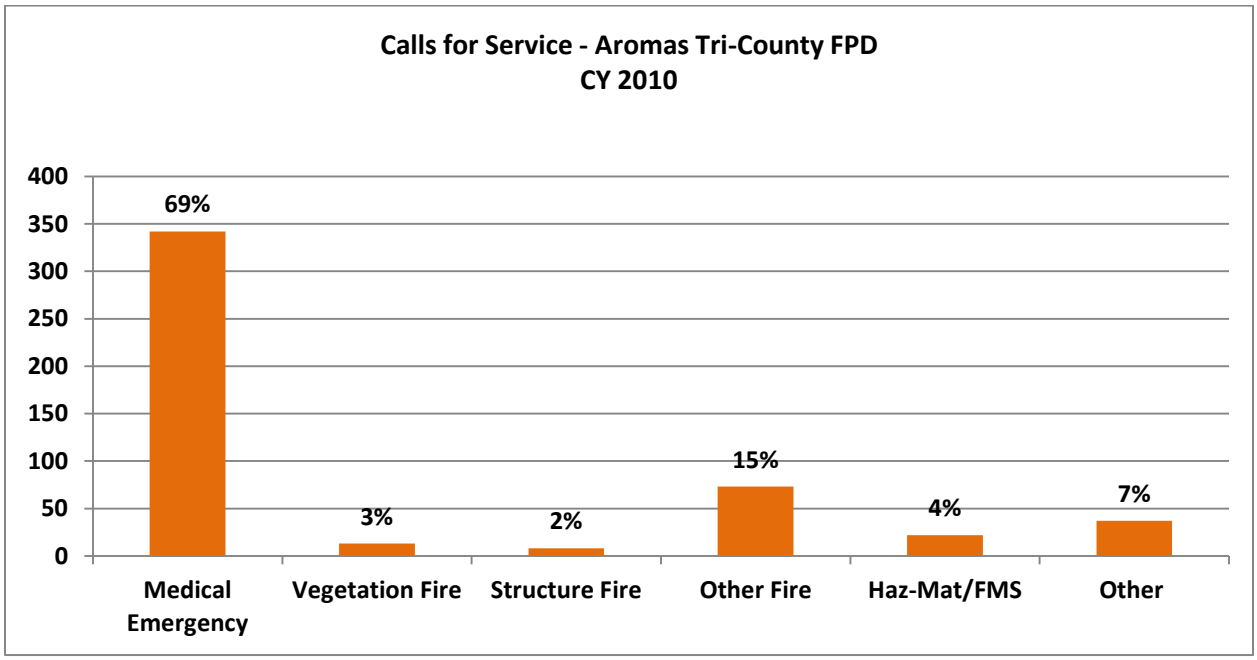
Total Staffing	
Full time fire suppression	8.05
Temporary fire suppression	0
Volunteer/Paid call Firefighters	0
Non-safety regular	.74

CAL FIRE's San Benito-Monterey Unit contractually provides staffing to the Aromas Tri-County FPD. The full time fire suppression and non-safety regular positions outlined above represent the District's share of funding for full time positions, which are sometimes referred to as "full time equivalents" ("FTEs").

Aromas Tri-County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: CAL FIRE Data.
Note: Information is for the entire District, which contains portions of Monterey, San Benito, and Santa Cruz Counties. Also, this table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.



Source: CAL FIRE Data.
Note: Information is for the entire District, which contains portions of Monterey, San Benito, and Santa Cruz Counties.

B. Cachagua Fire Protection District

Address: P.O. Box 2090, Carmel Valley, CA 93924
Phone: 831/659-7700
Email: cfcchief@cachaguafire.com
Website: www.cachaguafire.com (Cachagua Volunteer Firefighters)
Fire Chief: Gregg I. Curry

SUMMARY

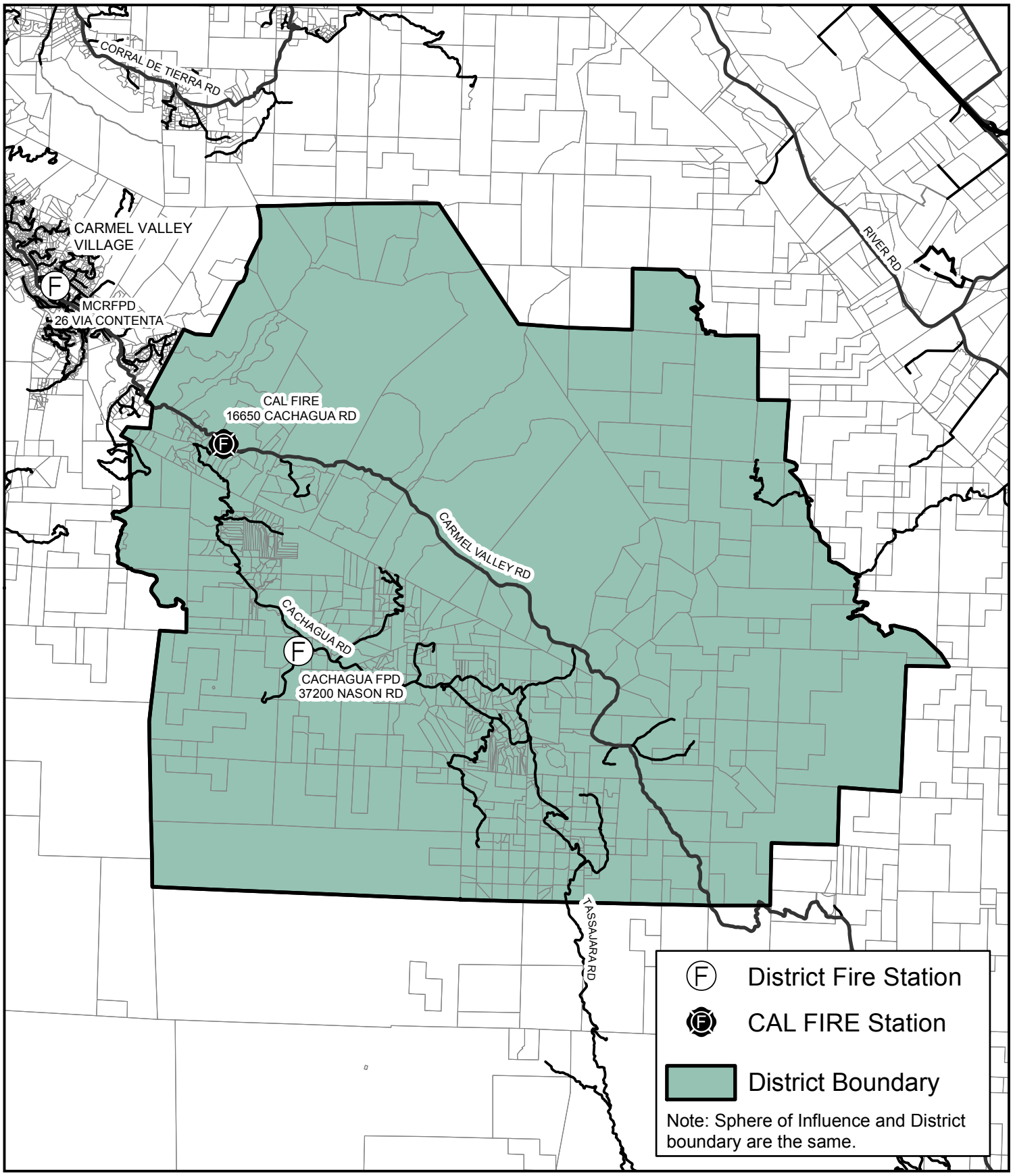
The Cachagua Fire Protection District serves the rugged area between the Carmel and Salinas Valleys. This District was formed to provide public funding for an established volunteer fire company. The District protects approximately 1,000 residents over an area of over 100 square miles. The District's extensive size and mountainous terrain slow response time and result in an ISO Public Protection Classification of 9 within 5 road miles of a fire station where there is a credible source of water. The entire District is within either a State or Federal Responsibility Area. The volunteers maintain a strong working relationship with surrounding fire protection districts, CAL FIRE, and the U. S. Forest Service, and receive significant financial support through reimbursements for providing mutual aid in fighting wildland fires.

The District's annual revenues vary depending on the level of annual mutual aid reimbursements. In Fiscal Year 2008-09, when the Cachagua firefighters assisted in fighting the Basin Complex Fire, the revenues to the District peaked at over $1.4 million, or approximately $1,464 per resident. Fiscal Year 2010-11 was the first year in at least nine when the District received no reimbursements for mutual aid. Revenue dropped to $83,503, or $85 per resident in that year. While mutual aid reimbursements are primarily used to pay out-of-pocket expenses, they have also allowed the District to accumulate a fund balance of over $265,000, which can be used to weather short term funding lows. The District receives no portion of the County's 1% base property tax due to its formation after the 1978 voter approval of Proposition 13. The most recent audit accepted by the District was for the 2006-07 fiscal year. The Cachagua FPD provided LAFCO with a preliminary draft audit for the year ending in June 2009. The District is working to complete a backlog of audits which will provide a current picture of District finances.

The District's boundary and Sphere of Influence are the same and there are no proposals for expansion.

BACKGROUND

The Cachagua Volunteer Fire Company was organized in 1976 in the rural and mountainous area on the eastern edge of Carmel Valley. The Cachagua Fire Protection District was formed in 1993 at the request of community residents who wanted to create an agency that could levy, with the approval of the electorate, an assessment to support operation of the volunteers.



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FIRE PROTECTION DISTRICTS

CACHAGUA
FIRE PROTECTION DISTRICT

2012 Municipal Services Review
Map Produced on 10/11/2011

The volunteers and the District serve approximately 108 square miles with an estimated 2010 population of 978. The District is unlikely to experience a large population increase in the near future. The District maintains a single station near the Cachagua General Store on Nason Road near Cachagua Road. The District also uses the CAL FIRE Tularcitos Station at 16650 Cachagua Road, and barn for storage near the intersection of Tassajara Road and East Carmel Valley Road.

OPERATIONS

Cachagua's firefighting force is composed of 22 active volunteers, including a chief, battalion chief, division chief, and five captains. Thirteen of these volunteers have served for ten or more years, and the average age of all volunteers is 41. The Volunteer Fire Company recently added five firefighters with less than two years of service and the average age of these volunteers is 21. All District volunteers are trained as emergency medical technicians. Approximately half of the volunteers have employment or other responsibilities that take them out of the District during the day.

The District is currently developing a five-year plan to facilitate long range planning. The volunteer firefighters work actively to stay connected to the rural Cachagua community. They barbeque tri-tip at the annual Cachagua Country Fair, and maintain an accessible up-to-date listing of their activities on Facebook.

The District's terrain, all of which is either in a State or Federal Responsibility Area, is prone to wildfires. In 2008, the Basin Complex fire burned over 160,000 acres and became the third largest wildfire in California history. It forced evacuations within Cachagua while the Volunteers fought the fire alongside CAL FIRE and other Federal, State, and local firefighters, through the State's mutual aid system.

The Cachagua FPD annual budget frequently projects expenditures exceeding projected revenues. The budget is adopted with the expectation that, in most years, this deficit will be made up by reimbursement payments for mutual aid provided by District "strike teams" providing assistance to other fire protection agencies. The State Controller's records show that the District received over $1.3 million in these "charges for current services" during the 2008-09 fiscal year, or 93% of all revenues received that year. While the 2008-09 fiscal year was an extreme year for wildfires, the average percentage of the District's revenues that was from mutual aid reimbursements for the five years prior to Fiscal Year 2008-09 was 47%.

The District provides mutual aid within District boundaries for fighting wildfires that are the responsibility of Federal or State firefighters. Mutual aid is also provided outside District boundaries when the District's assistance is requested. While mutual aid reimbursements are received by all fire protection districts and departments, they are particularly important to Cachagua's finances because of its small budget. The District's location within State and Federal Responsibility Areas also increases the opportunities to provide mutual aid.

The District receives mutual aid reimbursements through two internal divisions: the Fire Suppression Division and the Heavy Equipment Division. Most funds received for fire suppression are spent for wages to Cachagua firefighters, although the District also receives

reimbursements for the use of its apparatus and for other District expenses. Funds for heavy equipment are used to pay for the use of equipment through a memorandum of agreement with private contractors. This includes the use of bulldozers, excavators, and transport vehicles needed for fighting wildfires. The Cachagua FPD reports that a percentage of the heavy equipment reimbursements to contractors is used to support District operations.

In Fiscal Year 2010-11, the District received no funds from the provision of mutual aid for the first year in the past nine. Primarily for this reason, the District ended the year with revenues of $83,503 and a deficit of $13,742. Mutual aid reimbursements from past years have allowed the District to accumulate funds in a reserve which at the end of Fiscal Year 2009-10 stood at $263,074. This allows the District to absorb deficit years when mutual aid reimbursements are low. The District also has no long-term debt.

The District's adopted Fiscal Year 2011-12 budget includes a revenue projection of $92,850. The largest portion of these revenues ($52,000) is from a benefit assessment that was adopted by District voters. The assessment varies from $48/year for an unimproved parcel to $96/year for a parcel with a single family home up to a maximum charge of $196/year for a vineyard. The next largest component of District revenues is derived from Proposition 172 funds through the County ($33,850). Because the District was formed after the 1979 State adoption of Proposition 13, the District receives no share of the 1% property tax collected by the County.

The audit for Fiscal Year 2006-07 is the most recent audit accepted by the District Board. A letter accompanying the audit identified several deficiencies in internal control over financial reporting. These deficiencies were for not reconsolidating bank accounts on a monthly basis, a lack of month-end and year-end close procedures, a lack of policies and procedures for administrative functions, and noncompliance with Federal and State payroll tax requirements.

The District also has a preliminary draft audit for review and discussion, dated February 2, 2012, for the year ending June 30, 2009. The management letter accompanying this preliminary draft identified deficiencies in the District's internal control in the area of financial reporting and inadequate accounting records. These deficiencies were identified as "material weaknesses." The management letter also identified other deficiencies including the lack of written policies and procedures for its administrative functions.

In the last few years the District has worked to remedy the noted deficiencies. A Policy Manual was adopted by the District which includes administrative and financial policies and procedures. The District is currently completing a backlog of audits and the District's Fiscal Year 2011-12 budget includes monies for completing audits for the three previous fiscal years. Following the completion of the FY 09-10 audit the District will begin preparing audits every two years.

The District also has a preliminary draft audit for review and discussion, dated February 2, 2012, for the year ending June 30, 2009. The management letter accompanying this preliminary draft identified deficiencies in the District's internal control in the area of financial reporting and inadequate accounting records. These deficiencies were identified as "material weaknesses." The management letter also identified other deficiencies including the lack of a procedures manual for administrative functions.

In reviewing the District's finances, LAFCO relied on the 2006-07 audit, copies of adopted budgets, and the basic financial information provided by the District to the State Controller as required by law. The report's financial information is derived from these sources and conversations with the District.

The District Board of Directors is composed of three directors elected to four-year terms through at-large elections. The Board meets at the Cachagua Firehouse at 7:00 pm on the second Monday of each month. While the District does not maintain a website, information on Cachagua firefighting activities can be found on a website maintained by the Cachagua Volunteers. This website, however, contains no information on Cachagua Fire District directors, upcoming meetings, or past meetings. In addition to their website, the Cachagua Volunteers also maintain a Facebook page with daily postings.

SPHERE OF INFLUENCE & BOUNDARIES

The Sphere of Influence and District boundaries are the same and have been virtually unchanged since District formation. No changes are anticipated. A map of the District's Sphere of Influence and boundaries can be seen at the beginning of this profile.

Cachagua Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1993
Legal Authority	Fire Protection District Law of 1961, Health & Safety Code, section 13800 et seq.
Board of Directors	Three Directors elected to four-year terms through at-large elections. If the number of candidates equals the number of eligible seats, or if there are no candidates, the Board of Supervisors shall make these appointments pursuant to Elections Code section 10515.
Agency Duties	Fire Protection / Emergency Medical Services

District Revenues	2008-2009		2009-2010	
	Amount	% of Total	Amount	% of Total
Property Assessments	$48,924	3.4%	$27,136	10.0%
Interest Income	$1,684	0.1%	$160	0.1%
Intergovernmental: State	0	0.0%	$31,292	11.6%
Intergovernmental: Other Gov't Agencies	$14,525	1.0%	$49,116	18.2%
Intergovernmental: Charges for Current Services	$1,330,998	93.0%	$155,679	57.6%
Other Revenue	$35,256	2.5%	$7,085	2.6%
Revenue Total	$1,431,387	100.0%	$270,468	100.0%

Source: California State Controller, Special Districts Annual Report for the Fiscal Years Ending June 30, 2009 and 2010, Table 10: Non-Enterprise – General & Special Revenue Funds by Special District in Alphabetical Order/Activity Order.

Cachagua Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District Area (estimated square miles)	108.1
Population (2010 estimated)	978
Assessed Valuation (FY 10-11)	$208,092,872
Number of Stations	1
Dispatch	CAL FIRE
ISO Public Protection Classification:	
Within 5 miles of a Station and with a Credible Source of Water	9
Without a Credible Source of Water	10
Regular Financial Audits	Annual
Annual Revenue Per Capita (estimated FY 09-10)	$277
Average Portion of County 1% Property Tax Received	0¢/$1
Ending General and Special Fund Balance (June 2010)	$267,220
Change in General Fund Balance (from June 2009 to June 2010)	N/A
Total Fund Balance/Annual Revenue Total (FY 09-10)	99%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data, Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from information provided to the State Controller by the District; Other information from District.

NOTE: While the District prepares annual audits, the preparation of these audits has been delayed. No audit has been accepted by the District since Fiscal Year 2006-07. The District has provided LAFCO with a preliminary draft audit for the year ending in June 2009.

Types of Services	
Fire	X
Technical Rescue	X
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	-
Ambulance	-

Cachagua Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Station		
Address	Acquired/Built	Condition
37200 Nason Road, Carmel Valley	Unknown	Poor

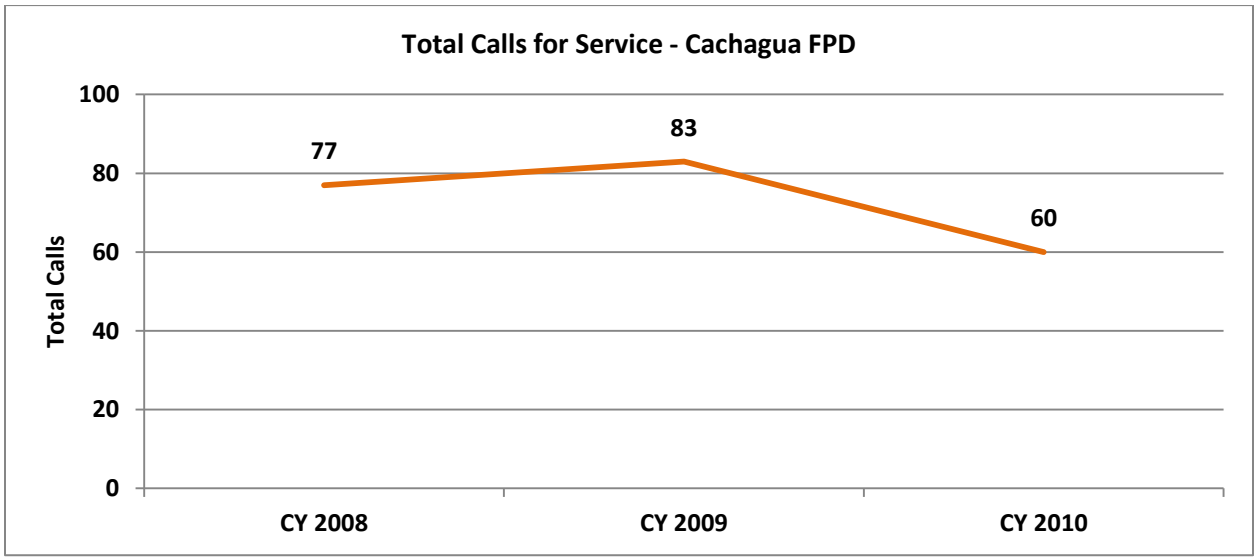
In addition the District stores fire apparatus at the CAL FIRE Station (16650 Cachagua Road, Carmel Valley) and at the Eaton Ranch Barn (36105 Tassajara Road, Carmel Valley).

Apparatus	
Engines	2 Type I Engines
	3 Type III Engines
Ambulance/Squads/ Rescue	1 Rescue Vehicle
Utility	1 Polaris Utility Vehicle
	1 Patrol Vehicle

Total Staffing	
Full time fire suppression	0
Temporary fire suppression	0
Volunteer / Paid call firefighters	22
Non-safety regular	0

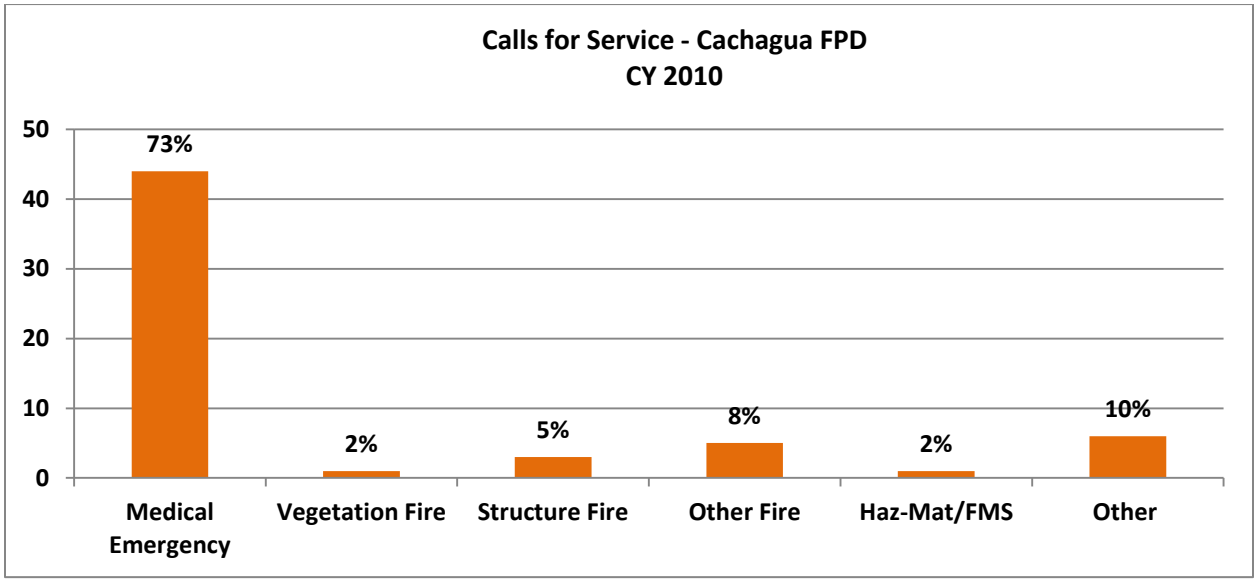
Volunteers listed are with the Cachagua Volunteer Fire Company.

Cachagua Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: CAL FIRE Data.

Note: This table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.



Source: CAL FIRE Data.

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C. Carmel Highlands Fire Protection District

Administrative Office: 2221 Garden Road, Monterey, CA 93940 (CAL FIRE)
Phone: 831/333-2600
Fax: 831/333-2660
Email: rick.hutchinson@fire.ca.gov
Website: www.carmelhighlandsfire.org
Unit Fire Chief: Richard C. Hutchinson, Jr.

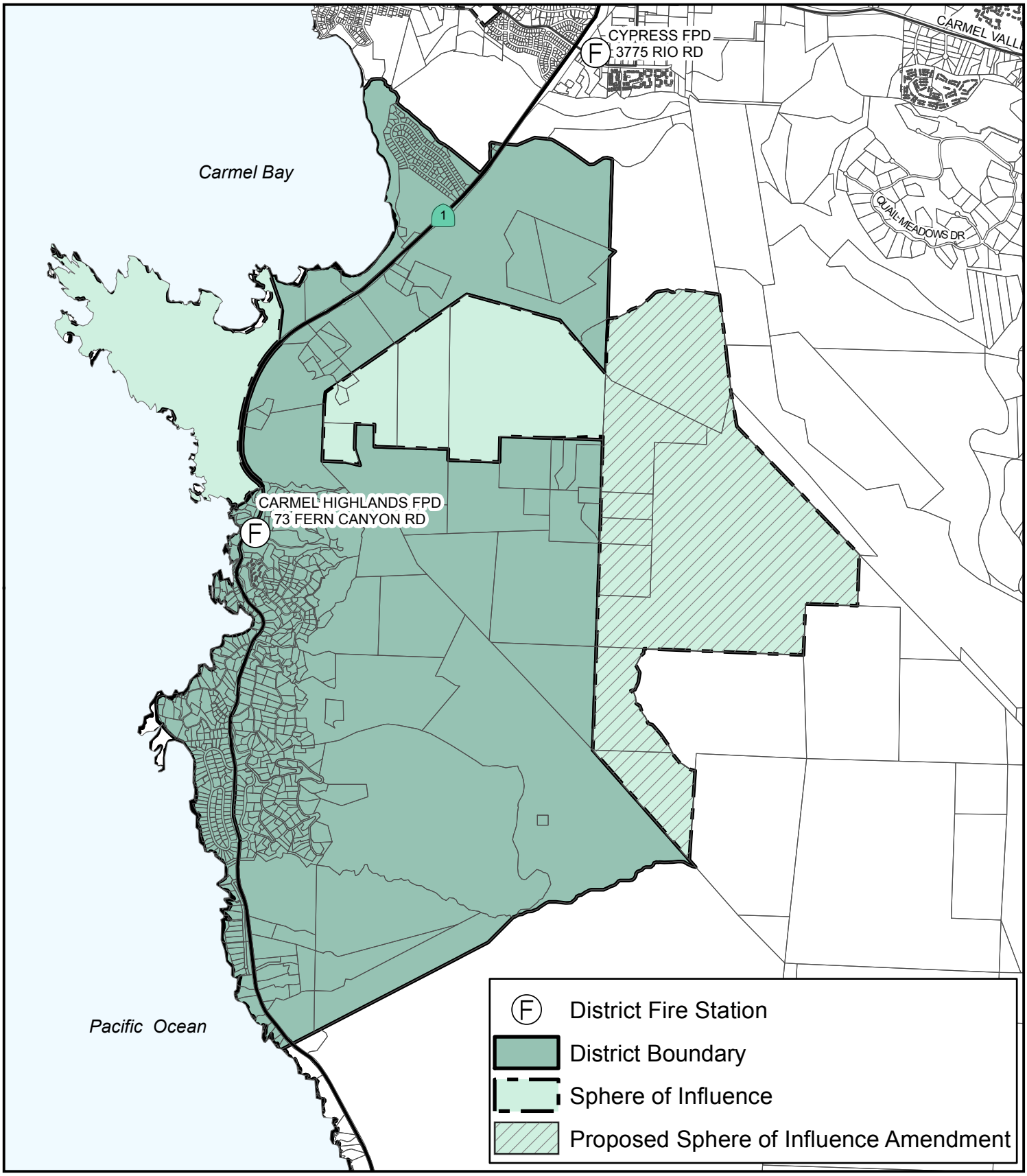
SUMMARY

The Carmel Highlands Fire Protection District provides fire protection and emergency medical services in the coastal area south of the City of Carmel-by-the Sea and the Cypress Fire Protection District. The District's six square miles contain just over 1,000 people. The District is supported with annual revenues and fund balances both in excess of $2 million. The District has financial procedures in place to ensure the preparation of timely agency audits. The District provides a high level of firefighting and paramedic medical services with an ISO Rating which stands at 4 within five road miles of a fire station where there is a credible water source for fighting fires. This is a rating only exceeded by one district within the County. The District provides services through a contract with CAL FIRE, and works closely and cooperatively with the Cypress Fire Protection District and the Pebble Beach Community Services District. The District currently has a small Sphere of Influence beyond its boundaries. In this report, the Executive Officer proposes an expansion of the Carmel Highlands FPD's Sphere to include adjacent parcels. The District agrees with this recommendation.

BACKGROUND

The Carmel Highlands Fire Protection District is located in the coastal area south of the City of Carmel-by-the-Sea and the Cypress Fire Protection District. The District was formed in 1932, and currently contracts with the California Department of Forestry and Fire Protection (CAL FIRE) to provide management and personnel services. The District's single fire station is on Fern Canyon Road, just east of Highway One.

Data from the 2010 U. S. Census indicates that the District population is approximately 1,036. This population is unlikely to increase substantially in coming years due to the environmental and regulatory constraints to growth in this coastal area.



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FIRE PROTECTION DISTRICTS

CARMEL HIGHLANDS
FIRE PROTECTION DISTRICT

2012 Municipal Services Review
Map Produced on 12/19/2011

OPERATIONS

The Carmel Highlands FPD is on firm financial footing. As of June 2010, the District had invested $3,999,085 in a broad range of capital assets including land, structures and improvements and equipment. As of this same date, the District had no long-term debt. At this time the District's fund balance increased to approximately $2,450,000. This was a 13% increase from June 2008. The District reserves include separate reserves for buildings ($700,000), equipment ($800,000), and operations ($926,738). Over this two-year period the District was also able to invest in $400,000 in capital assets, including a $300,000 fire engine, a Chevrolet Silverado, mobile data computers, and a reverse 911 system to notify residents of impending emergencies.

The District receives the vast majority of its revenues in the form of property taxes – approximately $1.9 million, or almost 90% of its Fiscal Year 2009-10 revenues.

The District works closely with two adjacent districts - the Cypress FPD and the Pebble Beach Community Services District - that are also staffed by CAL FIRE. These three Districts operate what is in essence a seamless regional fire department. The arrangement has been formed through cost sharing agreements, without the formality or bureaucracy of a joint powers agreement or consolidation. Each District funds the level of station staffing that they approve, and all three share fire command, fire prevention, training, and support staff functions.

The District participates in mutual aid throughout the State, and maintains an automatic aid agreement with Cypress FPD and the Mid-Coast Volunteer Fire Company.

The Carmel Highlands FPD maintains an ISO Public Protection Classification of 4 within 5 road miles of a station where there is a credible source of water. The District responds with a three-person staffed paramedic engine company which allows for initiation of advanced life support medical care to the sick or injured.

In Calendar Year 2010, the District received 173 calls for services, excluding mutual and automatic aid calls. 57% of these calls were for medical emergencies and 21% were for structural and other fires.

The Carmel Highlands Board of Directors is composed of five Members who are appointed to four-year terms by the Monterey County Board of Supervisors. The Board of Directors meets on the third Wednesday of every other month at the District firehouse. The District maintains a website which includes a list of Board members and agendas for upcoming Board meetings.

SPHERE OF INFLUENCE & BOUNDARIES

The Sphere of Influence of the District extends beyond its District boundaries in two areas: the Point Lobos State Natural Reserve and State parklands that are east of the reserve.

The Executive Officer proposes that the Sphere of Influence extend into some primarily open space lands to the east of the current District boundaries. This expansion will fill a gap between the existing boundaries of the Cypress and Monterey County Regional FPDs. A discussion of this proposed expansion area is included in the first determination recommended in Chapter Two. A map of the District's Sphere of Influence and boundaries, and the proposed Sphere expansion, can be seen at the beginning of this profile. The Sphere of Influence amendment is supported by the Carmel Highlands FPD and the adjacent Monterey County Regional FPD.

With the designation of this Sphere of Influence, the District will explore the preparation of a proposal to annex this area into the District.

Carmel Highlands Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1932
Legal Authority	Fire Protection District Law of 1961, Health & Safety Code, section 13800 et seq.
Board of Directors	Five Directors appointed to four-year terms by the Monterey County Board of Supervisors
Agency Duties	Fire Protection / Emergency Medical Services

District Revenues				
	2008-2009		2009-2010	
	Amount	% of Total	Amount	% of Total
Property tax	$2,020,525	93.3%	$1,907,128	88.9%
Use of Money & Property	-$38,424	-1.8%	$41,826	2.0%
Aid from Other Government Agencies (Proposition 172 Fund and Homeowner's Property Tax Relief)	$149,865	6.9%	$150,043	7.0%
Other Revenue	$33,475	1.5%	$45,357	2.1%
Revenue total	$2,165,441	100.0%	$2,144,354	100.0%

Source: Carmel Highlands FPD, Financial Statements and Supplementary Information, June 30, 2010 and 2009, Statement E: Statement of Revenues, Expenditures and Changes in Fund Balances – All Government Fund Types.

Carmel Highlands Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District area (est. square miles)	6.2
Population (2010 estimated)	1,036
Assessed Valuation (FY 10-11)	$919,170,579
Number of stations	1
Dispatch	CAL FIRE
ISO Public Protection Classification:	
Within 5 miles of a Station and with a Credible Source of Water	4
Without a Credible Source of Water	9
Regular Financial Audits	Annual
Annual Revenue Per Capita (FY 09-10)	$2,070
Average Portion of County 1% Property Tax Received	25¢/$1
Ending Total Fund Balance (June 2010)	$2,450,671
Change in Total Fund Balance (from June 2008 to June 2010)	13%
Total Fund Balance/Annual Revenue Total (FY 09-10)	114%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data, Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from District Audit; Other information from District.

Types of Services	
Fire	X
Technical Rescue	X
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	X
Ambulance	-

Station		
Address	Acquired/Built	Condition
73 Fern Canyon Road, Carmel	2002	Excellent

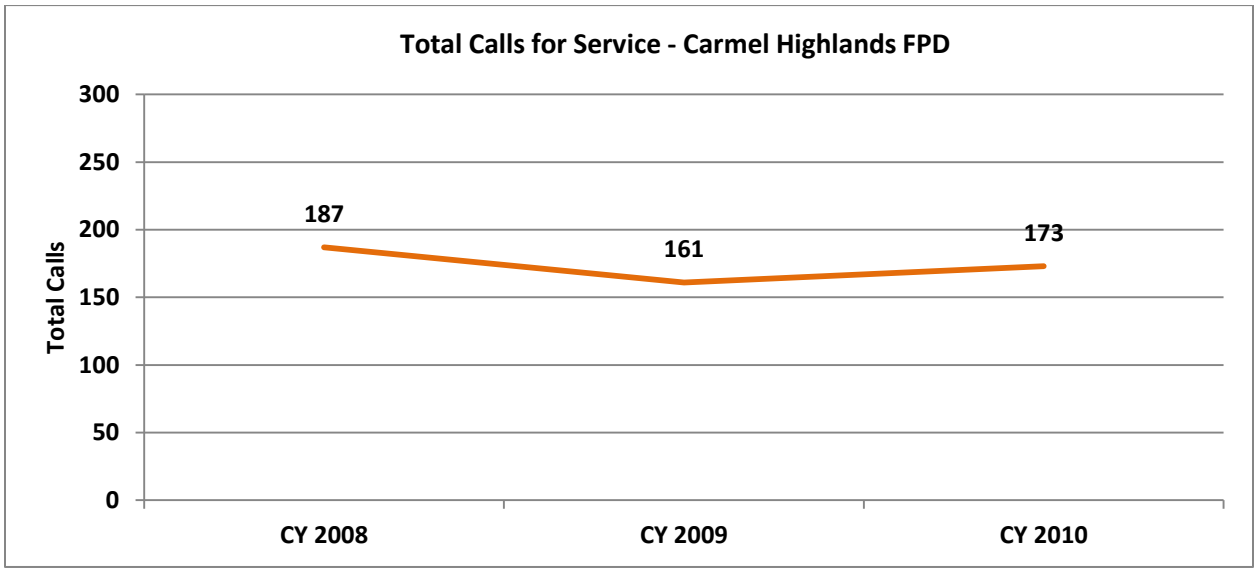
Carmel Highlands Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Apparatus	
Engines	One Type I Fire Engines
	One Type III Fire Engines
Utility	Three Support Utility Vehicles

Carmel Highlands FPD also shares 4 Fire Command Vehicles, 1 Training Captain Vehicle, and 1 Paramedic Captain Vehicle with the Pebble Beach Community Services District and the Cypress FPD.

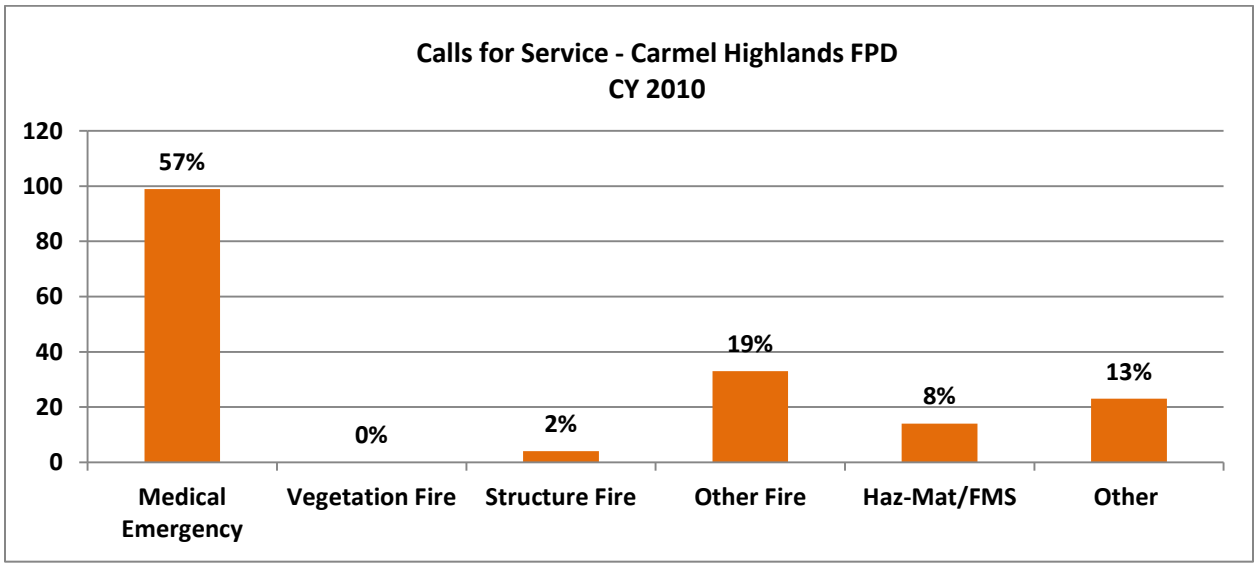
Total Staffing	
Full time fire suppression	11.35
Temporary fire suppression	0
Volunteer / Paid call firefighters	0
Non-safety regular	.57

CAL FIRE's San Benito-Monterey Unit contractually provides staffing to the Carmel Highlands FPD. The full time fire suppression and non-safety regular positions outlined above represent the District's share of funding for full time positions, which are sometimes referred to as "full time equivalents" ("FTEs").



Source: CAL FIRE Data.
Note: This table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.

Carmel Highlands Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: CAL FIRE Data.

D. Cypress Fire Protection District

Administrative Office: 2221 Garden Road, Monterey, CA 93940 (CAL FIRE)
Phone: 831/333-2600
Fax: 831/333-2660
Email: rick.hutchinson@fire.ca.gov
Website: www.cypressfire.org
Unit Fire Chief: Richard C. Hutchinson, Jr.

SUMMARY

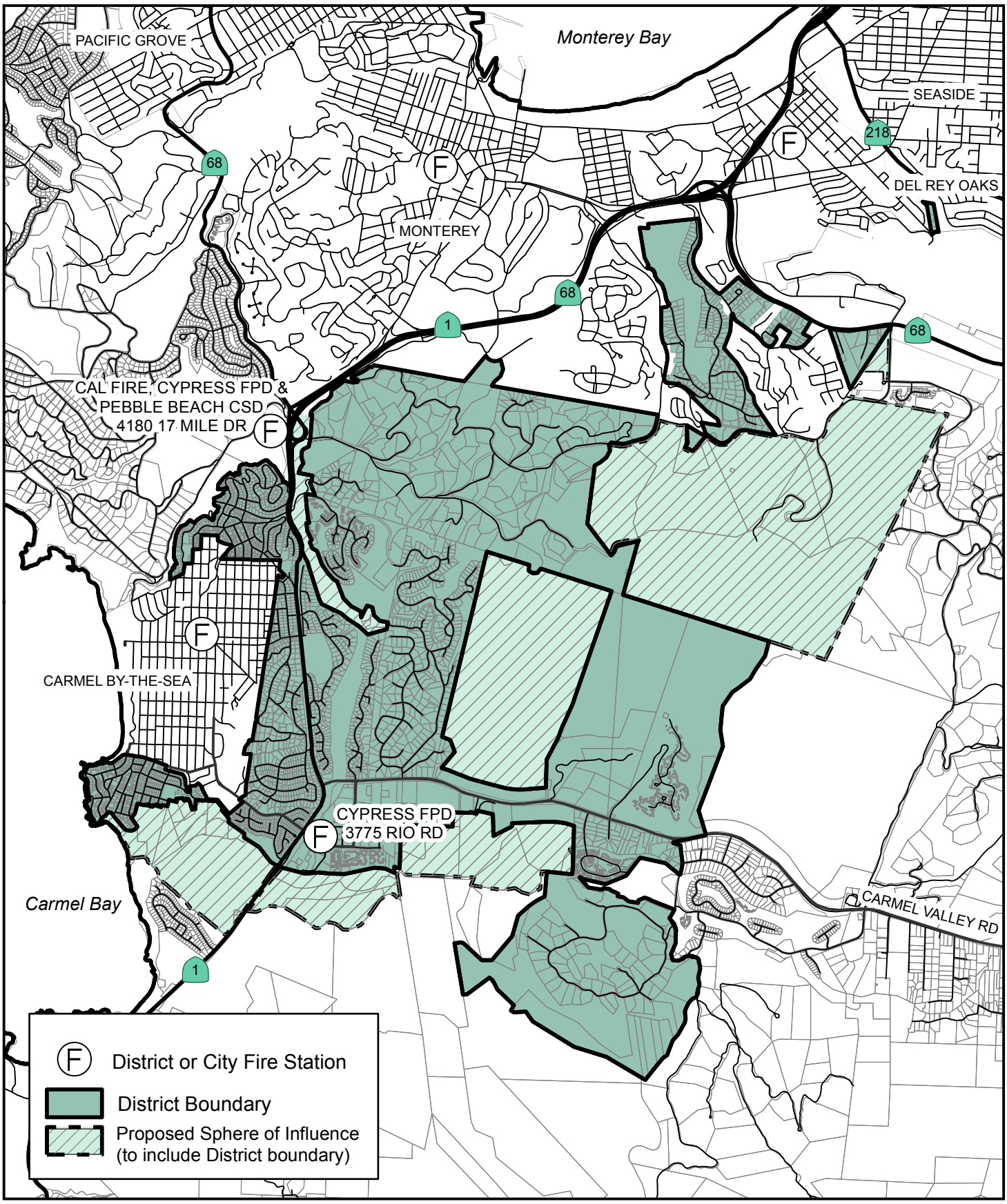
The Cypress Fire Protection District provides fire protection and emergency medical services to approximately 7,600 residents within the Mouth of the Carmel Valley, and unincorporated portions of Carmel and Monterey. While the District was formed in 1993, it receives a portion of the County's 1% tax rate as the successor of two county service areas which previously provided fire protection service. The District receives approximately $3.9 million a year in revenue, or approximately $516 per resident. The District fund balance was approximately $6.8 million as of June 2010. The District has financial procedures in place to ensure the preparation of timely agency audits. The ISO Rating for Cypress stands at a 4 within five road miles of a fire station where there is a credible water source for fighting fires. This rating is only exceeded by one district within the County.

The District provides services through a contract with CAL FIRE, and works cooperatively with the Carmel Highlands Fire Protection District and the Pebble Beach Community Services District. In this report, the Executive Officer proposes an amendment to the Sphere of Influence for the District to include the existing District boundary and adjoining areas. The District agrees with this recommendation.

BACKGROUND

The Cypress Fire Protection District provides structural fire protection and emergency medical services to the unincorporated area surrounding the City of Carmel-by-the-Sea, the lower Carmel Valley, and the Aguajito and Del Monte Fairways areas. While many of these areas are located within the Spheres of Influence of the Cities of Carmel-by-the-Sea and Monterey, no significant annexation to these cities, and resulting detachment from the Fire Protection District, is anticipated in the near future.

The District was formed in 1993 as a result of combining two County Service Areas: CSA No. 39 (Del Monte Fairways, Josselyn Canyon, and Aguajito) and CSA 43 (Carmel Unincorporated). These CSAs were administered by the County which contracted with CAL FIRE for fire protection service. Following District formation, the new District Board of Directors continued the contract with CAL FIRE.



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FIRE PROTECTION DISTRICTS

CYPRESS
FIRE PROTECTION DISTRICT

2012 Municipal Services Review
Map Produced: 12/19/2011

The District has a population estimated at 7,565. Population growth, particularly in the lower Carmel Valley area, may add up to 3,000 residents in coming decades according to the District.

OPERATIONS

On June 30, 2010, the District ended the fiscal year with a fund balance of $6,792,067, an 8% increase from June 2008. This fund balance is almost twice the size of the District's annual budget. Approximately $1.2 million of the fund balance is held in an unassigned operations fund. The remainder is committed to a building reserve ($2.8 million) and an equipment reserve ($2.8 million). The District has no long-term debt. The District received revenues of over $3.9 million in Fiscal Year 2009-10, approximately 88% of which was derived from property taxes. In FY 2008-09 and FY 2009-10 the District invested approximately $240,000 in capital assets, including the purchase of three utility vehicles.

The District works closely with two adjacent districts that are also staffed through CAL FIRE: the Carmel Highlands FPD and the Pebble Beach Community Services District. The residents of these three districts benefit from a sharing of stations, apparatus, and staffing. The arrangement has been formed through cost sharing agreements, without the formality or bureaucracy of a joint powers agreement or consolidation.

There are two fire stations serving the District. The main Cypress Fire Station located on Rio Road in the mouth of the Carmel Valley is fully owned by the District. In addition, the District owns 25% equity interest in the Carmel Hill Fire Station located inside the Highway One Gate in Pebble Beach. The station is jointly owned by the Pebble Beach Community Services District (25%) and CAL FIRE (50%). The station is strategically located to provide regional wildland fire protection as well as structural fire protection within the Cypress and Pebble Beach districts.

In the last few years, the District has invested in capital assets, including the purchase of mobile data computers and a reverse 911 system to notify residents of impending emergencies.

Cypress FPD is exploring ways in which it can work more closely with the Monterey Peninsula Airport District. The District currently locates a Type I fire engine at the airport and airport personnel use this engine to provide fire protection service to those portions of the Cypress FPD that can more effectively be responded to from this location. Cypress pays for the overtime needed to provide this service with a 2-person engine response. Cypress FPD then provides paramedic response from its Carmel Hill station.

The District participates in mutual aid throughout the State, and maintains automatic aid agreements with the Cities of Carmel-by-the-Sea and Monterey, the Pebble Beach CSD, the Monterey Peninsula Airport District, and the Monterey Co. Regional and Carmel Highlands FPDs.

The Cypress FPD maintains an ISO Public Protection Classification of 4 within five road miles of a fire station where there is a credible water source for fighting fires. The District responds with a four-person staffed paramedic engine company which allows for initiation of advanced

life support medical care to the sick or injured and the immediate interior fire attack of structural fires.

The District receives more calls for service than any other agency staffed by CAL FIRE's San Benito-Monterey unit. In Calendar Year 2010, calls to the District totaled 1,051, excluding calls for mutual and automatic aid. While the majority of these calls were medical, there were eleven calls involving structure fires.

The Cypress Board of Directors is composed of five Members who are elected at-large to four-year terms. The Board meets on the third Thursday of every other month at the District firehouse. The District maintains a website which includes a list of Board members and agendas for upcoming Board meetings.

SPHERE OF INFLUENCE & BOUNDARIES

When the District was formed in 1993, it was given a "zero Sphere of Influence." This designation projected that the District would eventually merge with another fire protection agency.

The designation of a zero Sphere of Influence was initially applied in 1991 when LAFCO conditionally approved the dissolution of CSA 39 and 43 and their annexation to the Mid-Carmel Valley Fire Protection District. While this reorganization was defeated at the polls by voters, the zero Sphere of Influence designation remained in effect. When the Cypress District was formed in 1993, the LAFCO Executive Officer wrote that the District formation "conforms with the intent of the existing sphere designations" through the "consolidation of CSA No. 39 and 43 into a new fire protection district."

Since 1993, the Mid-Valley and Carmel Valley Districts have merged and this merged District consolidated with the Monterey County Regional FPD. The Cypress FPD has also formed a close working relationship with the Carmel Highlands FPD and the Pebble Beach CSD which allows for many of the benefits of a larger, consolidated district. The District is also financially and operationally viable, and a strong sense of public participation is apparent in competitive district board elections.

Accordingly, the Executive Officer recommends the removal of the "zero" Sphere of Influence designation. The Executive Officer recommends that the Sphere be amended to include properties currently taxed and served by the District, as well as adjacent areas that could benefit from future inclusion in a fire protection district. The areas recommended for inclusion in the District Sphere are either surrounded by, or adjacent to, the District's current boundaries and are not located within the Sphere of Influence of another fire protection district. These areas include land within and adjacent to Jacks Peak County Park, the Rancho Cañada Golf Club, the "Property Reserve" parcel north of Carmel Valley Road, portions of State-owned Hatton Canyon, and undeveloped residential property near Highway 68.

A map of the District's boundaries, and the proposed Sphere expansion, is at the beginning of this profile. This recommended Sphere of Influence is supported by the Cypress FPD, and the adjacent Monterey County Regional and Carmel Highlands FPDs.

With the designation of this Sphere of Influence, the District will continue to serve those properties it has served since 1993. The District proposes to annex adjacent parcels.

LAFCO anticipates that the cities of Carmel-by-the-Sea and Monterey may annex areas that are now within District boundaries. This would trigger detachment from the District, and in some cases may cause a financial hardship to the District. An existing LAFCO policy discourages proposals causing adverse financial impacts on the provision of government services. This policy may support financial mitigation to compensate for future District detachments.

Cypress Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1993
Legal Authority	Fire Protection District Law of 1961, Health & Safety Code, section 13800 et seq.
Board of Directors	Five Directors elected to four-year terms through at-large elections. If the number of candidates equals the number of eligible seats, or if there are no candidates, the Board of Supervisors shall make these appointments pursuant to Elections Code section 10515.
Agency Duties	Fire Protection / Emergency Medical Services

District Revenues				
	2008-2009		2009-2010	
	Amount	% of Total	Amount	% of Total
Property tax	$3,732,059	93.8%	$3,424,018	87.6%
Use of Money & Property (Interest and Rent)	-$98,109	-2.5%	$135,494	3.5%
Aid from Other Government Agencies (Proposition 172 Fund and Homeowner's Property Tax Relief)	$197,841	5.0%	$198,172	5.1%
Other Revenue	$133,040	3.3%	$114,495	2.9%
Fire Assessments and Mitigation Fees	$12,200	0.3%	$35,059	0.9%
Revenue total	$3,977,031	100%	$3,907,238	100%

Source: Cypress FPD, Financial Statements and Supplementary Information, June 30, 2010 and 2009, Statement E: Combined Statements of Revenues, Expenditures and Changes in Fund Balances – All Government Fund Types.

Cypress Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District area (est. square miles)	7.4
Population (2010 estimated)	7,565
Assessed Valuation (FY 10-11)	$2,848,298,620
Number of stations	2
Dispatch	CAL FIRE
ISO Public Protection Classification:	
Within 5 miles of a Station and with a Credible Source of Water	4
Without a Credible Source of Water	9
Regular Financial Audits	Annual
Annual Revenue Per Capita (FY 09-10)	$516
Average Portion of County 1% Property Tax Received	15¢/$1
Ending Total Fund Balance (June 2010)	$6,792,067
Change in Total Fund Balance (from June 2008 to June 2010)	8%
Total Fund Balance/Annual Revenue Total (FY 09-10)	174%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data, Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from District Audit; Other information from District.

NOTE: One of the Stations, the Carmel Hill Station, is jointly owned and shared with the Pebble Beach Community Services District and CAL FIRE.

Types of Services	
Fire	X
Technical Rescue	X
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	X
Ambulance	-

Cypress Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Stations		
Address	**Acquired/Built**	**Condition**
3775 Rio Road, Carmel	Unknown	Good
4180 17 Mile Drive, Pebble Beach (Station shared with Pebble Beach CSD)	1995	Good

The District also maintains fire apparatus at the Monterey Airport Fire Station for responses to nearby calls.

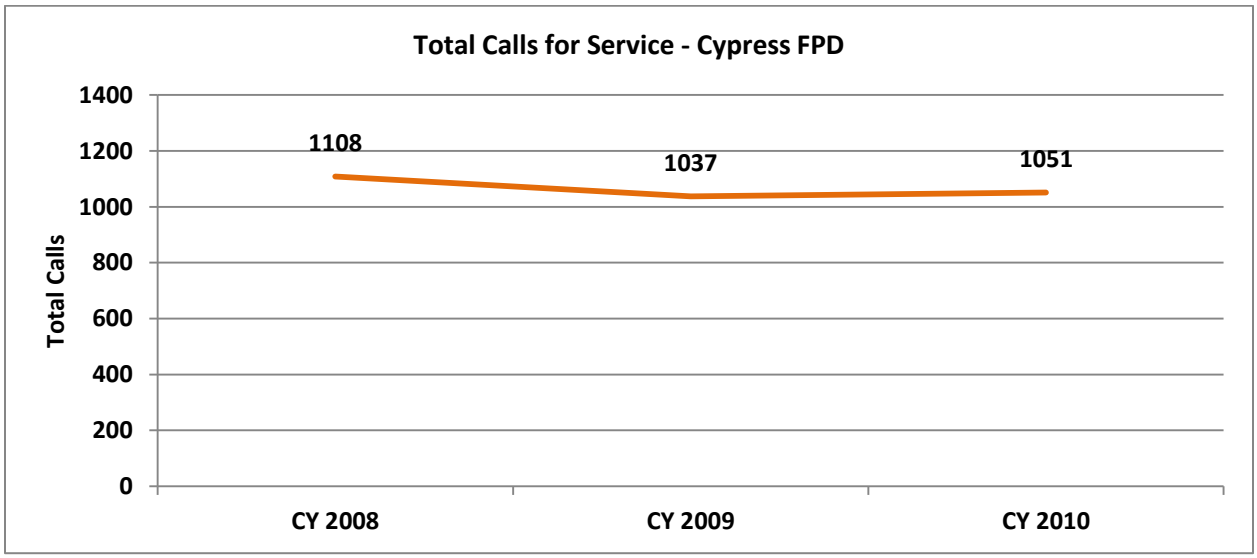
Apparatus	
Engines	4 Type I Fire Engines
Utility	5 Utility Support Vehicles

Cypress FPD also shares 4 Fire Command Vehicles, 1 Training Captain Vehicle, and 1 Paramedic Captain Vehicle with the Pebble Beach CSD and the Carmel Highlands FPD.

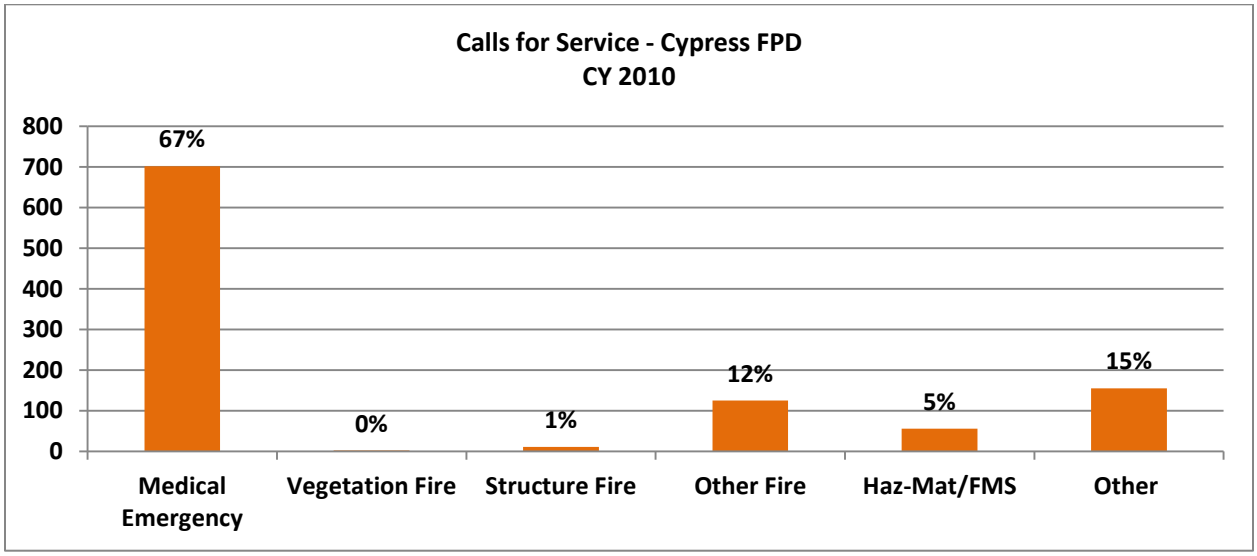
Total Staffing	
Full time fire suppression	25.25
Temporary fire suppression	0
Volunteer / Paid call firefighters	0
Non-safety regular	1.67

CAL FIRE's San Benito-Monterey Unit contractually provides staffing to the Cypress FPD. The full time fire suppression and non-safety regular positions outlined above represent the District's share of funding for full time positions, which are sometimes referred to as "full time equivalents" ("FTEs").

Cypress Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: CAL FIRE Data.
Note: This table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.



Source: CAL FIRE Data.

E. Gonzales Rural Fire Protection District

District: 31958 Gloria Road, Gonzales, CA 93926
Phone: 831/675-3503
Fax: 831/675-8814

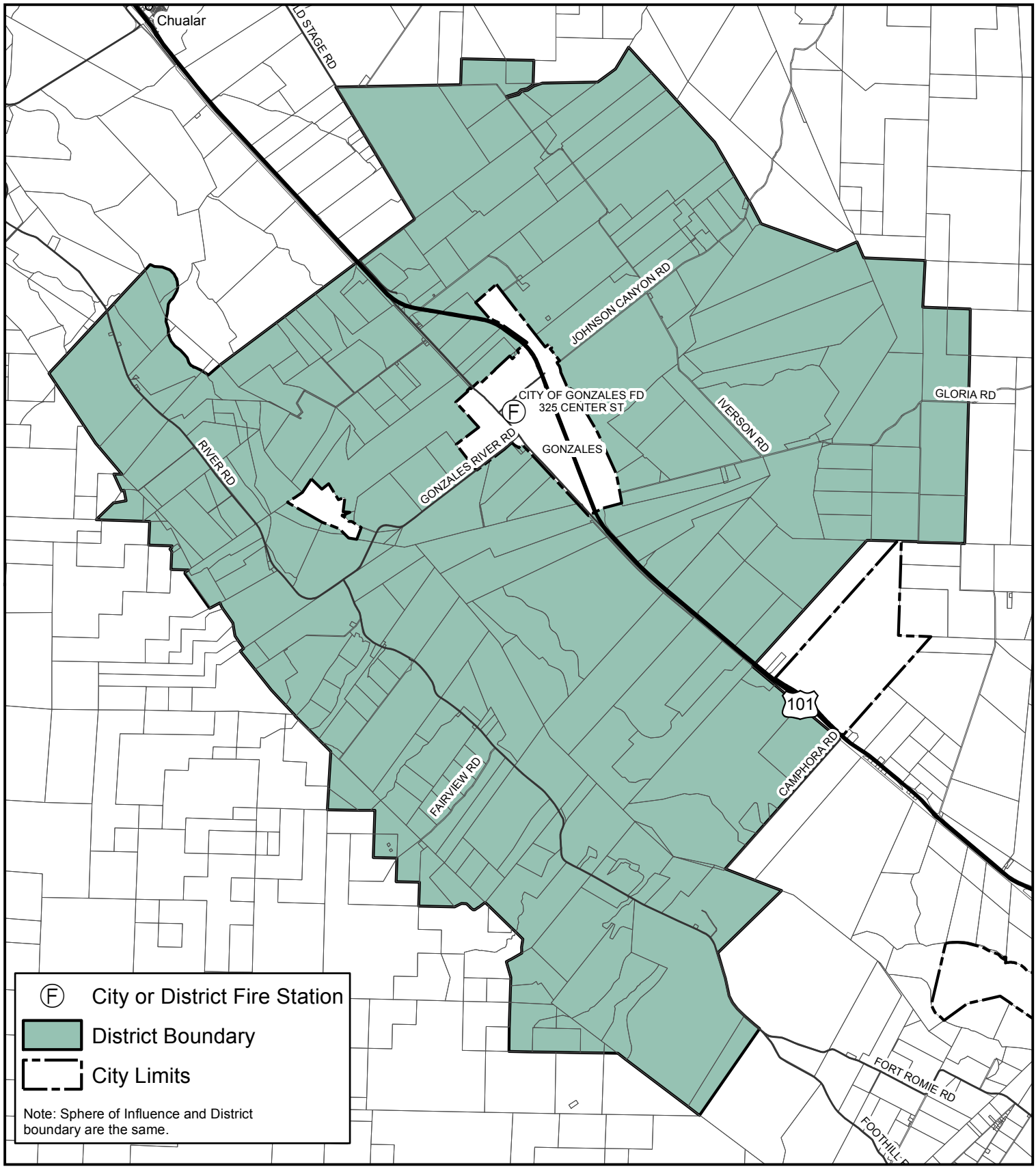
City: 325 Center Street, Gonzales, CA 93926 (Gonzales City Fire Department)
Phone: 831/675-3677, 831/675-5010
Fax: 831/675-2644
Email: pmiller@ci.gonzales.ca.us
Websites: www.ci.gonzales.ca.us/fire-department.php (City of Gonzales)
www.gonzalesvfd.org (Gonzales Volunteer Fire Department)
Director: Paul Miller (Public Safety Director)
Fire Chief: Rick Rubbo (Gonzales Volunteer Fire Department)

SUMMARY

The Gonzales Rural Fire Protection District represents the rural area around the City of Gonzales. The District's boundaries cover a total of 58 square miles, but include only an estimated 619 residents. The District contracts with the City of Gonzales to provide fire protection service within District boundaries. The District provides its revenues of approximately $145,000 per year to the City in compensation for these services. This cost effective relationship allows rural residents to receive the services of the City Fire Department. The District has financial procedures in place to ensure the preparation of timely agency audits. The City Fire Department maintains an ISO Public Protection Classification of 5 within City limits. The ISO Rating is 8B within the District within five road miles of a fire station where there is a credible water source for fighting fires. The District boundaries and Sphere of Influence are the same, and no plans to expand this area are being discussed.

BACKGROUND

The Gonzales Rural Fire Protection District has served the rural area surrounding the City of Gonzales since 1950. In 2010, this rural area contained an estimated population of 619. While growth in this area is projected by the City of Gonzales' General Plan, this growth would occur only following annexation to the City and detachment from the District. The population within District boundaries is therefore unlikely to grow significantly. The small size of the District does not allow it to economically maintain independent fire protection service. The District Board of Directors has contracted with the City of Gonzales to receive fire protection service through the City's volunteer fire department.



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FIRE PROTECTION DISTRICTS

GONZALES RURAL
FIRE PROTECTION DISTRICT

2012 Municipal Services Review
Map Produced on 10/11/2011

OPERATIONS

Through an agreement between the Gonzales Rural FPD and the City, District revenues are directly transferred to the City for this service, with only a minimal amount withheld for insurance, audit, and LAFCO's annual assessment. The agreement states that the City will use the District's contributions for not more than fifty percent of the total Fire Department annual operating budget. If District funds exceed fifty percent of the annual operating expenses these monies will be used for equipment, vehicles, and/or facilities directly related to fire suppression services. The District-City contract is expected to be renewed, following the current contract's expiration on July 1, 2013.

The Gonzales Rural FPD prepares an audit every five years because of its simple financial arrangements. Property taxes constitute approximately 77% of all District revenues. Because of its financial relationship with the City, the District has no significant assets or reserves, nor does the District have a need for these. The District also has no long-term debts.

The City provides service through its fire station and utilizing its fire apparatus, equipment, and personnel. The Gonzales City Fire Department is staffed by 15 dedicated volunteers and one career Engineer. The Department is led by Volunteer Fire Chief, Rick Rubbo. The Department has fewer volunteers today than in the past due to training requirements, eligibility requirements, and the trend for residents to work out of town. Department representatives remain convinced, however, that with adequate publicity and outreach they can maintain a viable volunteer firefighting force for years to come.

The Department responds to over 300 primary response calls per year within the boundaries of the City and Rural Fire Protection District. Administrative support is provided by the City's Emergency Services Director, Paul Miller.

While the ISO Public Protection Classification within the City is maintained at a level of 5, the more rural areas within the District have a rating of 8B/10. The City Fire Department maintains automatic aid agreements with the Monterey County Regional Fire Protection District and the Correctional Training Facility.

The District Board of Directors is composed of three Members. Directors are elected to four-year terms in at-large elections, although if there are no candidates the County Board of Supervisors will make the appointments. The District Board meets quarterly as business merits. The District does not maintain a web page although information on fire protection and EMS services within the District can be found at websites maintained by the City of Gonzales and the Gonzales Volunteer Fire Department. However, no information is available at these websites about District Board Members or meetings.

SPHERE OF INFLUENCE & BOUNDARIES

The Gonzales Rural FPD has no Sphere of Influence beyond District boundaries. The District's boundaries abut the Monterey County Regional FPD on the north and the Mission Soledad Rural FPD on the south. The eastern and western boundaries of the District extend into the

State Responsibility Area. A map of the District's Sphere of Influence and boundaries can be seen at the beginning of this profile.

District boundaries will be reduced if the City of Gonzales is successful in its plans to expand and annex surrounding parcels. While the detachment of land through city annexations is a common concern to many fire protection districts, the financial and service arrangements between the Gonzales Rural FPD and the City make these changes revenue and service neutral.

Gonzales Rural Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1956
Legal Authority	Fire Protection District Law of 1961, Health & Safety Code, section 13800 et seq.
Board of Directors	Three Directors elected to four-year terms through at-large elections. If the number of candidates equals the number of eligible seats, or if there are no candidates, the Board of Supervisors shall make these appointments pursuant to Elections Code section 10515.
Agency Duties	Fire Protection / Emergency Medical Services

District Revenues (5 Year Total and Average)				
	5 Year Total: 2006-2011		5 Year Average: 2006-2011	
	Amount	% of Total	Amount	% of Total
Property tax	$557,894	77.4%	$111,579	77.4%
Interest	$3,951	0.5%	$790	0.5%
State Tax Revenues	$3,260	0.5%	$652	0.5%
Proposition 172	$156,087	21.6%	$31,217	21.6%
Revenue total	$721,192	100.0%	$144,238	100.0%

The 2006-2011 Audit does not break revenues down by fiscal year.

Gonzales Rural Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District Area (est. square miles)	58.4
Population (2010 estimated)	619
Assessed Valuation (FY 10-11: Includes both City and District)	$394,151,256
Number of Stations	None (Utilizes City Station)
Dispatch	County (Through City)
ISO Public Protection Classification:	
Within 5 miles of a Station and with a Credible Source of Water	8B (5 in City)
Without a Credible Source of Water	10
Regular Financial Audits	Every 5 Years
Average Annual Revenue Per Capita (FY 06-07 to FY 10-11)	$233
Average Portion of County 1% Property Tax Received	15¢/$1
Ending General Fund Balance (June 2011)	$3,954
Change in General Fund Balance (from June 2006 to June 2011)	0%
Total Fund Balance/Annual Revenue Total (FY 10-11)	3%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data, Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from District Audit; Other information from District.

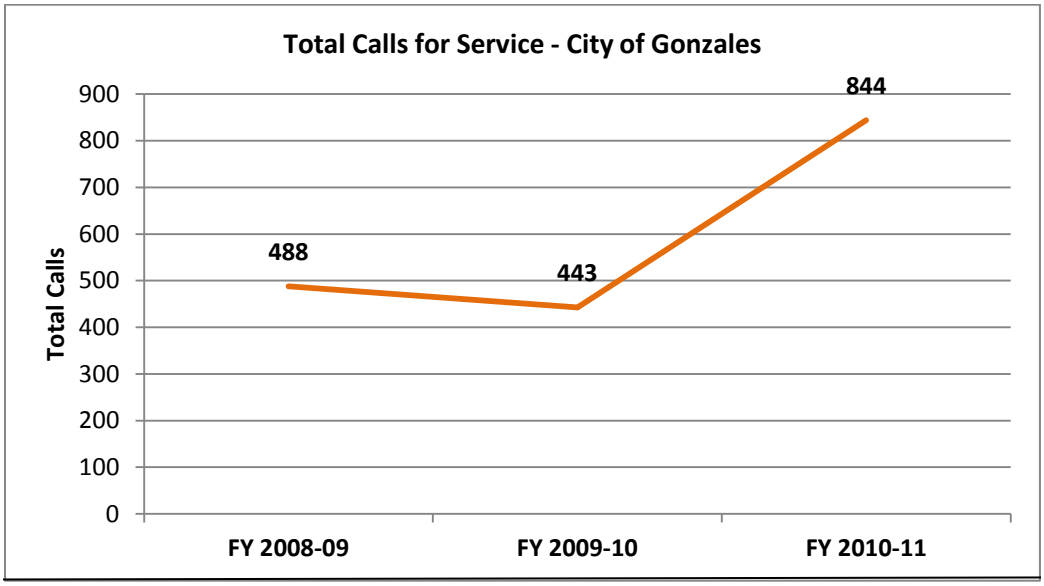
NOTE: The City of Gonzales which provided fire protection and emergency medical services to the District covers approximately 1.98 acres and has a population of 8,187. A rating of 8B indicates that the community meets the fundamental requirements for a classification better than Class 9, but does not need to meet the water-supply requirement of 250 gpm for two hours necessary for Class 8 or better.

Types of Services	
Fire	X
Technical Rescue	-
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	-
Ambulance	-

Gonzales Rural Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Station		
Address	Acquired/Built	Condition
325 Center Street, Gonzales (City Fire Department Station)	1969	Good

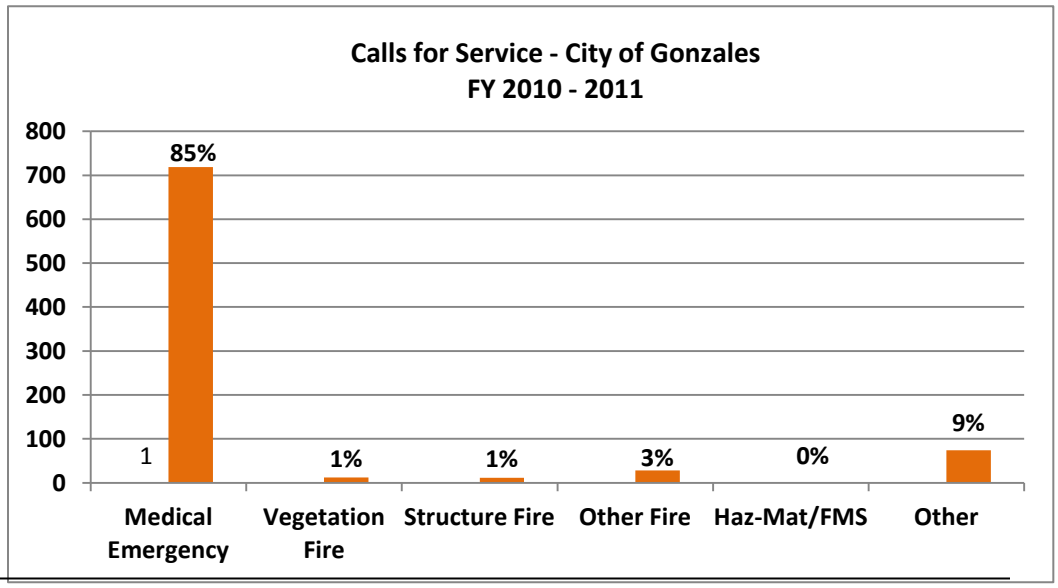
The Gonzales Rural Fire Protection District is contractually protected by the City of Gonzales Fire Department which utilizes its own station, apparatus, and staffing.



Source: County Department of Emergency Communications (911 System) Data.

Note: The above information includes all calls for service received by the City of Gonzales Fire Department for services within both the City and the Gonzales Rural FPD. Also, this table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.

Gonzales Rural Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: County Department of Emergency Communications (911 System) Data.

Note: The above information includes all calls for service received by the City of Gonzales Fire Department for services within both the City and the Gonzales Rural FPD.

F. Greenfield Fire Protection District

Address: P.O. Box 3110, Greenfield, CA 93927
380 Oak Avenue, Greenfield, CA 93927
Phone: 831/674-5484
Fax: 831/674-5895
Email: chieffoster@hotmail.com
Fire Chief: Rich Foster

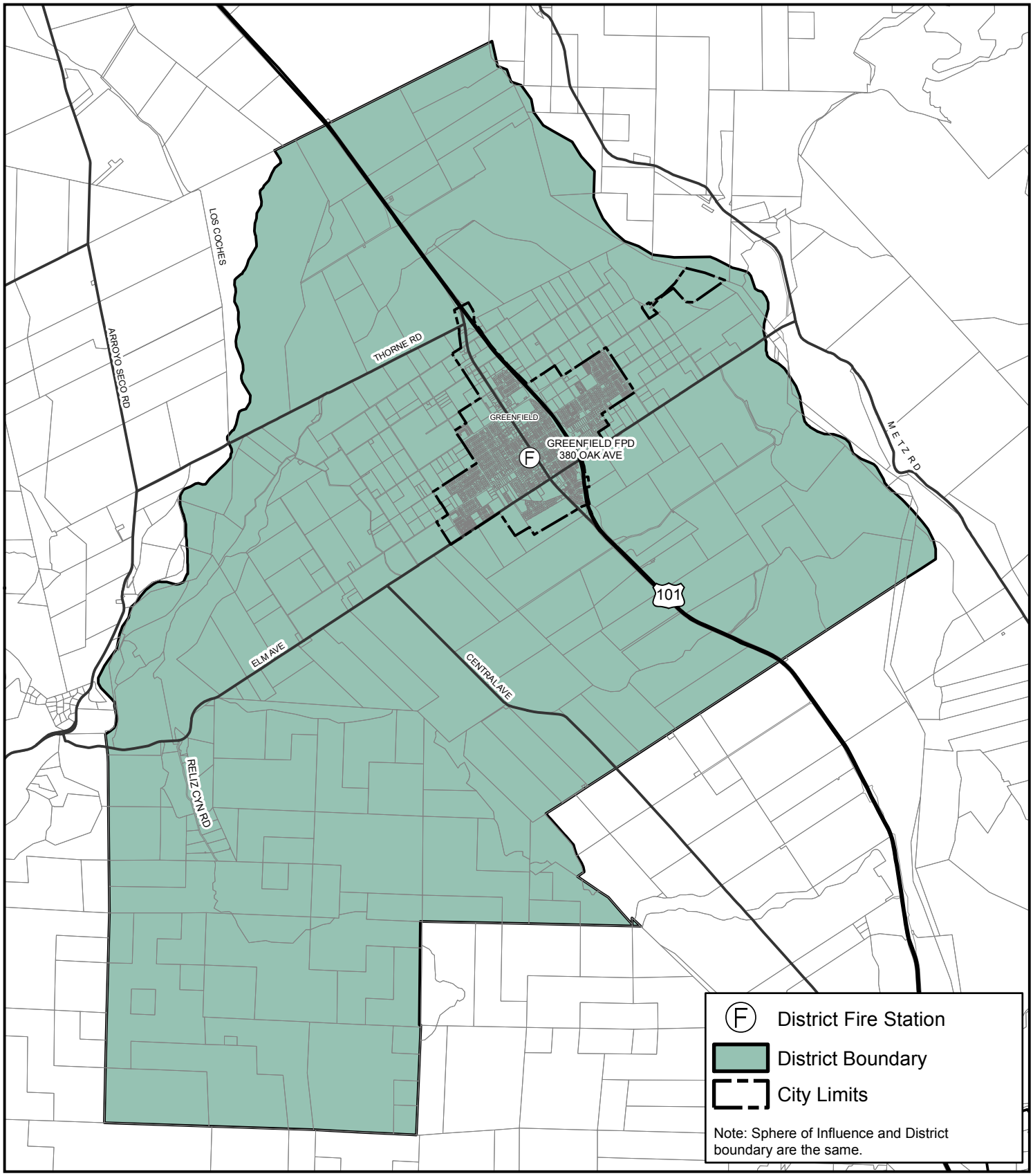
SUMMARY

The Greenfield Fire Protection District provides services to residents of the City of Greenfield and the surrounding rural area. It is the only special district in the County to serve as the primary fire protection provider within the boundaries of a city. The District contains almost 46 square miles with a population of approximately 17,000 people. The District provides service through its own station and apparatus. The District is staffed by both full time career and volunteer firefighters. The District receives approximately $33 per resident and has recently seen its expenses exceed revenues. The District has financial procedures in place to ensure the preparation of timely agency audits. The Greenfield FPD is exploring options to ensure that it will be able to continue to meet the area's growing needs for service. The District maintains an ISO Public Protection Classification of 5 within five miles of station when there is a credible source of water for firefighting. The District boundaries and Sphere of Influence are the same, and there is little room to expand because the District is substantially surrounded by other fire protection districts.

BACKGROUND

The Greenfield Fire Protection District has provided fire protection service in and around the City of Greenfield since its formation in 1940, seven years before the City's incorporation. It is the only special district in Monterey County that provides these services within a city's boundaries. The City of Greenfield does not have a fire department and therefore relies on the District to provide these services. The District's single fire station is located on Oak Avenue, just east of Highway 101, within the city limits.

The District contains more residents than any other fire protection district in the County, except for the North County and Monterey County Regional FPDs. There is also significant population growth projected. Between 2000 and 2010, the City grew faster than any other Salinas Valley city: an increase of 29% from 12,648 to 16,330 and the City-approved General Plan calls for an eventual City population of 37,000. Although population growth has slowed due to the current economy, changing growth patterns, and concerns for the protection of prime agricultural land, the City is still likely to grow significantly.



LAFCO *of Monterey County*

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FIRE PROTECTION DISTRICTS

GREENFIELD
FIRE PROTECTION DISTRICT

2012 Municipal Services Review
Map Produced on 10/11/2011

OPERATIONS

The Greenfield FPD has changed significantly in the past 15 years. Over this period the number of annual calls received by the District has increased from approximately 200 a year to almost 1,000, excluding calls for mutual and automatic aid. The majority of these calls are medical; some of the increase in medical calls may be attributed to the City's discontinuation of training police officers as emergency medical service providers. While the District had an all-volunteer firefighting force until around eight years ago, the force now contains 4 full time firefighters and 23 paid call volunteers. All paid staff and around one half of the volunteers are certified emergency medical technicians (EMTs).

The Greenfield FPD's per capita annual revenues are the lowest of all fire protection districts in the County, at $33 a person. The District receives approximately 40% of these revenues from a voter-approved benefits assessment. The District receives only three cents for every dollar received by the County for the 1% property tax. Property tax still constitutes approximately 30% of the District's revenue.

The District is operating under tight fiscal constraints. This fiscal situation encouraged District leaders to propose, and voters to approve, an increase in benefit assessments in 2009. These monies can be used for fire protection, but not medical services.

While moving from an all-volunteer force to a mixed force of career and volunteer firefighters has improved the District's abilities, it has come at a fiscal cost. From June 2007 to June 2009, an audit shows that the District's general fund balance dropped from $475,960 to $104,184. The District estimates that this balance was depleted and was $10,000 in deficit at the beginning of July 2011. The District is now in the process of bringing expenditures in line with revenues.. For example, the District recently completed a five year contract with firefighters which reduced the District's unfunded liabilities. The District anticipates a fund balance of approximately $25,000 by June 2012.

Data provided by the District to the State Controller indicates that the District carried a long term debt of $564,000 on June 30, 2010. $421,000 of this debt was for the purchase of fire truck and $143, 000 was for construction of the District's station. In January 2012, the District made its last annual payment on the fire station which retired that portion of the debt. The completion of this payment schedule relieves the District of approximately $80,000 a year in required expenditures.

The District maintains an ISO Public Protection Classification of 5 within five miles of the station when there is a credible source of water and 9 when there is not a credible source of water. The District has two firefighters on duty eight hours a day, five days a week. One firefighter is on duty at night and on weekends. These firefighters are then supplemented with paid call volunteers. The District responds to approximately two calls a month with only a single firefighter, which the Districts states is adequate for most medical calls. The average District response within the City is under six minutes, outside the City it is 7 minutes, 40 seconds.

The District participates in mutual aid throughout the County, and maintains automatic aid agreements with the City of Soledad for structure fires, wildland fires, and freeway accidents.

The District Board of Directors is composed of five Members who are elected to four-year terms. If there are no candidates, or if the number of candidates equals the number of eligible seats, the County Board of Supervisors will appoint Directors. The Board meets at the firehouse on the third Tuesday of each month. The District does not maintain a website.

SPHERE OF INFLUENCE & BOUNDARIES

The Sphere of Influence of the Greenfield Fire Protection District and its boundaries are the same. A map of the District's Sphere of Influence and boundaries can be seen at the beginning of this profile. No changes are anticipated to the District's Sphere or boundaries.

The District has expressed concerns about the fiscal impact of additional City expansion and development. While City annexations do not trigger detachment from the District, increased development increases fire protection needs.

Greenfield Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1940
Legal Authority	Fire Protection District Law of 1961, Health & Safety Code, section 13800 et seq.
Board of Directors	Five Directors elected to four-year terms through at-large elections. If the number of candidates equals the number of eligible seats, or if there are no candidates, the Board of Supervisors shall make these appointments pursuant to Elections Code section 10515.
Agency Duties	Fire Protection / Emergency Medical Services

District Revenues				
	2007-2008		2008-2009	
	Amount	% of Total	Amount	% of Total
Property Tax	$162,677	33.4%	$164,015	29.2%
Benefit Assessments	$196,607	40.4%	$219,710	39.1%
Impact Fees	$72,112	14.8%	$32,056	5.7%
Proposition 172 Funds	$33,580	6.9%	$31,292	5.6%
Interest	$14,254	2.9%	$2,688	0.5%
Other	$7,690	1.6%	$24,587	4.4%
Grant Revenue	-	-	$94,988	16.9%
Monterey County Allocated Loss	-	-	-$7,104	-1.3%
Revenue total	$486,920	100.0%	$562,232	100.0%

At the time this Review was written the biennial Fiscal Year 2009-10 and 2010-11 audit was not yet completed or available.

Greenfield Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District Area (est. square miles)	45.9
Population (2010 estimated)	16,986
Assessed Valuation (FY 10-11)	$724,780,636
Number of Stations	1
Dispatch	County
ISO Public Protection Classification:	
Within 5 miles of a Station and with a Credible Source of Water	5
Without a Credible Source of Water	9
Regular Financial Audits	Biennial
Average Annual Revenue Per Capita (FY 08-09)	$33
Average Portion of County 1% Property Tax Received	3¢/$1
Ending General Fund Balance (June 2009)	$104,184
Change in General Fund Balance (from June 2007 to June 2009)	-78%
Total Fund Balance/Annual Revenue Total (FY 08-09)	19%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data, Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from District Audit; Other information from District.

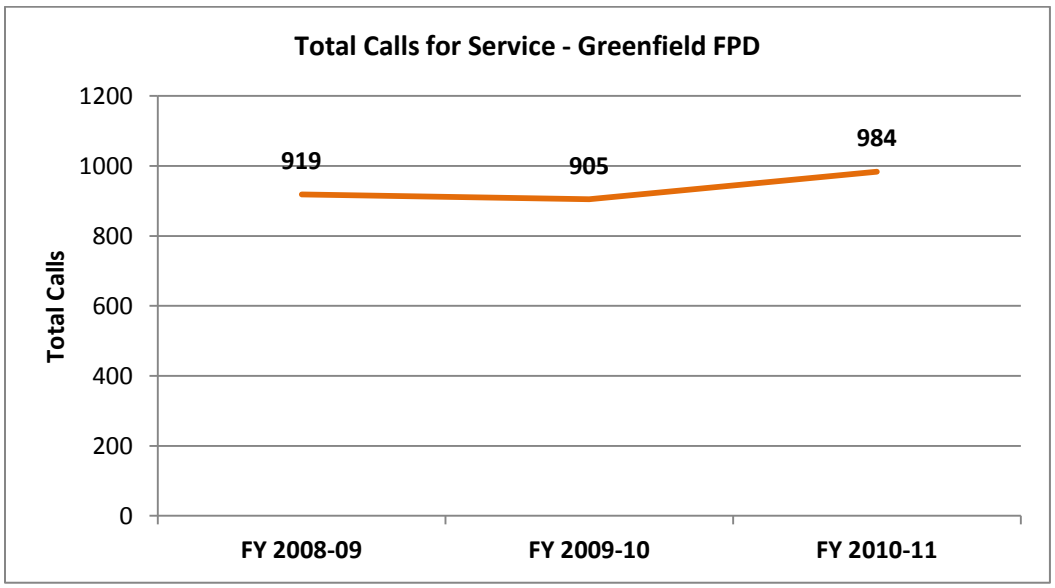
Types of Services	
Fire	X
Technical Rescue	-
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	-
Ambulance	-

Station		
Address	Acquired/Built	Condition
380 Oak Avenue, Greenfield	1998	Good

Greenfield Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Apparatus	
Engines	2 Type I Engines
	1 Type III Engine
Utility	1 Command Vehicle
	1 Patrol Vehicle

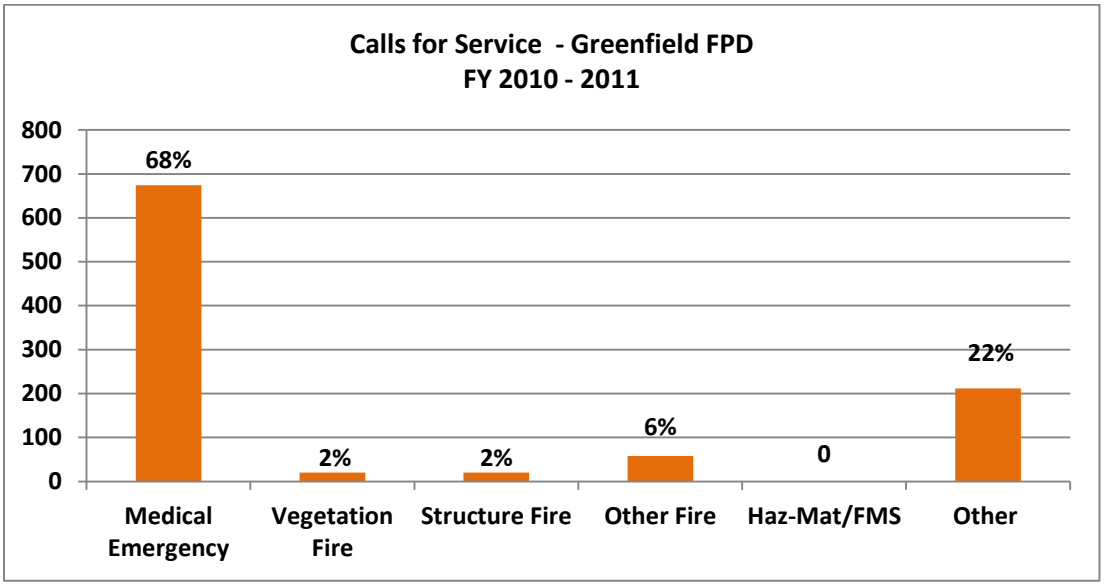
Total Staffing	
Full time fire suppression	4
Temporary fire suppression	0
Volunteer / Paid call firefighters	23
Non-safety regular	0



Source: County Department of Emergency Communications (911 System) Data.

Note: This table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.

Greenfield Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: County Department of Emergency Communications (911 System) Data.

G. Mission Soledad Rural Fire Protection District

Administrative Office:	2221 Garden Road, Monterey, CA 93940 (CAL FIRE)
Phone:	831/333-2600
Fax:	831/333-2660
Email:	Rick.Hutchinson@fire.ca.gov
Website:	www.ci.soledad.ca.us/index.aspx?nid=169 (City of Soledad FD)
Unit Fire Chief:	Richard C. Hutchinson, Jr.

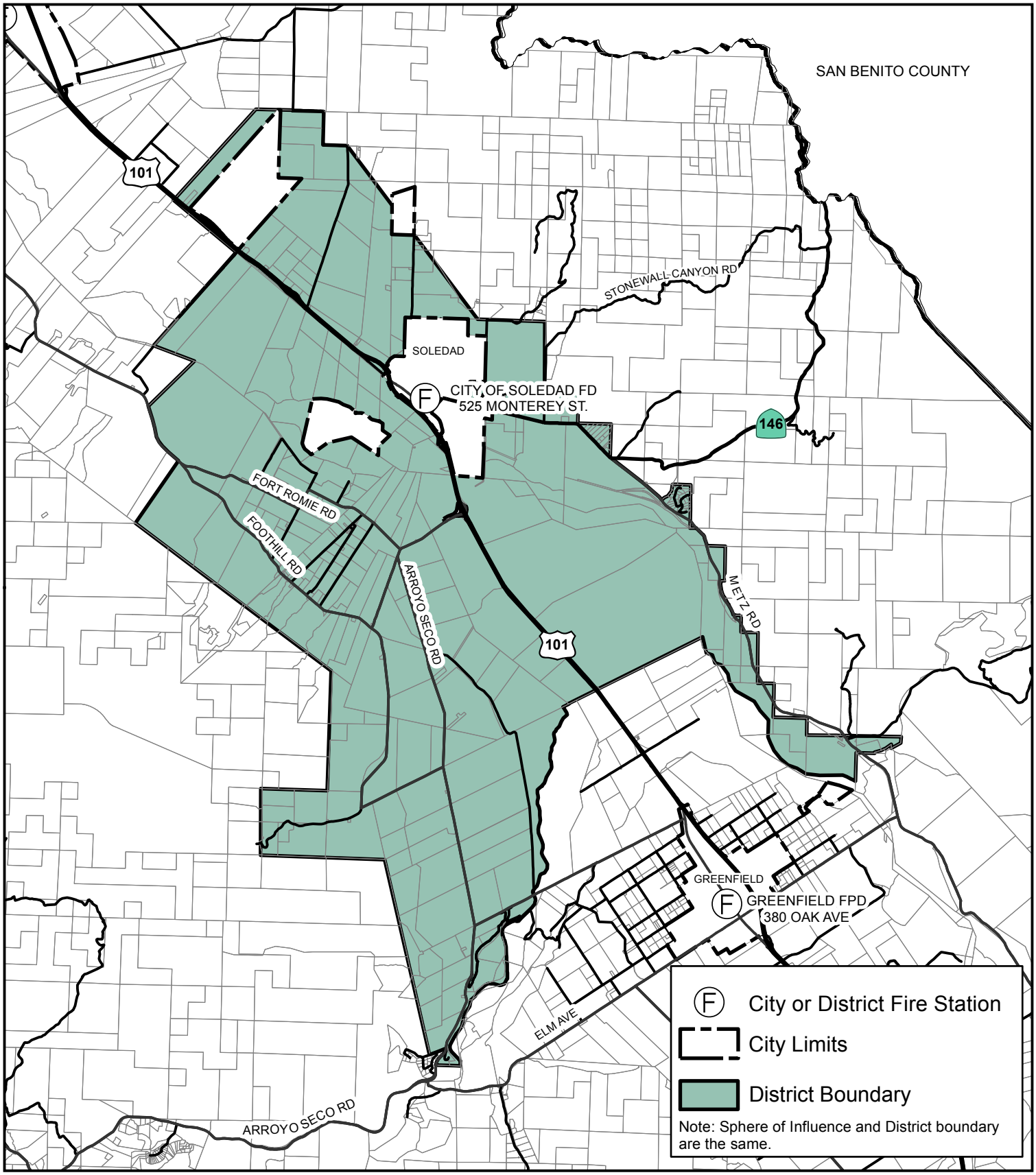
SUMMARY

The Mission Soledad Rural Fire Protection District protects approximately 1,100 people who live in the 60 square miles surrounding the City of Soledad. The District contracts with the City to provide fire protection service within District boundaries. The District provides approximately $200,000 a year to the City in compensation for these services. This simple relationship allows rural residents to receive services through the City Fire Department. It is assumed that this relationship will continue into the future. In 2011, the Soledad City Council recently voted to disband the City-employed firefighting force and to contract with CAL FIRE for services to both City and District residents. The District has financial procedures in place to ensure the preparation of timely agency audits. The City maintains an ISO Public Protection Classification of 4. The ISO Rating for the Mission Soledad Rural FPD is 9/10. The District boundary and Sphere of Influence are the same and the District does not have immediate plans for expansion.

BACKGROUND

The Mission Soledad Rural Fire Protection District was formed in 1950 for the purpose of providing fire protection service to the rural areas surrounding the City of Soledad. The District contains an estimated population of 1,143 residents and an area of approximately sixty square miles. Significant increases in the District's population is not expected, as population growth in the area will likely be accomplished through annexation to the City of Soledad, and detachment from the District.

The Mission Soledad Rural FPD contracts with the City of Soledad to provide service within the District's boundaries. The City population in 2010 was listed in the U. S. Census at 25,738. Of this total population, the Correctional Training Facility (CTF) fire department provides the primary firefighting response for the estimated 10,000 incarcerated men within CTF and Salinas Valley State Prison, both of which are within the city limits.



LAFCO *of Monterey County*

LOCAL AGENCY FORMATION COMMISSION

P.O. Box 1369
Salinas, CA 93902
Telephone (831) 754-5838

132 W. Gabilan St., Suite 102
Salinas, CA 93901
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FIRE PROTECTION DISTRICTS

MISSION SOLEDAD RURAL
FIRE PROTECTION DISTRICT

2012 Municipal Services Review
Map Produced on 10/11/2011

OPERATIONS

The City of Soledad provides fire protection service to the Mission Soledad Rural FPD through a fifteen year agreement that was entered into in 1998. This agreement calls for the District to provide all of its revenues to the City, less the amount needed for the District's administrative expenses. Property taxes are the District's largest revenue source providing approximately 50% of all revenues. A benefit assessment on parcels which was approved by voters in 1980 constitutes an additional 30% of the District's annual revenues. As of June 30, 2009, the District maintained $86,275 in unrestricted net assets. The District also has no long-term debt.

Until 2011, the City of Soledad was unique among southern Salinas Valley communities in relying primarily on paid city firefighters. The City Fire Department has had a workforce of three captains, 3 engineers, and 2 firefighters. This full time career force has been backed up by 17 paid call volunteer firefighters.

However, the provision of Soledad's fire protection service recently changed. The City Council approved a contract for services with the California Department of Forestry and Fire Protection (CAL FIRE) in August 2011. CAL FIRE began phasing in its administration of the department in October 2011. Through this contract CAL FIRE provides the management and personnel needed to provide fire protection and emergency medical services to the City and the surrounding Mission Soledad Rural FPD. The City, with the District's financial support, continues to provide the fire station, apparatus, and equipment.

The number of firefighters has decreased to five with the new CAL FIRE management. The longer duty shifts employed by CAL FIRE – 72-hour shifts versus the City's 56-hour shifts – allow CAL FIRE to maintain constant two-person staffing of the engine company with fewer firefighters. All of the firefighters that had been employed by the City became CAL FIRE employees, although some were assigned to other CAL FIRE locations. The City estimates that this change will save the City approximately $200,000 a year. This will be the first city in Monterey County to contract for services with CAL FIRE, although CAL FIRE contracts with other cities in the State and with five Monterey County special districts.

The City fire station handles approximately 1,600 to 1,900 calls a year, excluding calls for mutual and automatic aid. Approximately 72% of all calls are for medical emergencies, with assistance in the Rural Fire Protection District primarily provided to elderly rural residents and agricultural workers.

The City acknowledges the need to ensure the timely replacement of fire equipment and for capital improvements to the existing fire station. Funds are not currently being set aside for these programs due to budget shortfalls.

The City participates in the State mutual aid system and has automatic aid agreements with the City of Gonzales, the Greenfield Fire Protection District, and the State Correctional Training Facility fire department.

The importance of well-coordinated local fire protection and emergency services was dramatized, in April 2009, when a bus carrying French tourists overturned on a Soledad highway overpass. The Soledad Fire Department was first on the scene, approximately three minutes after the call was received. Within a short amount of time the Soledad fire chief and a lieutenant from the California Highway Patrol formed a unified incident command operation. The fire crew started a triage to identify victims by the category and seriousness of their injuries. All 36 people on the bus were injured, 23 of these sustained major injuries. Three of those with major injuries died at the scene of the accident; two others died later from their injuries.

Seventeen fire engines from neighboring fire agencies responded to this multi-casualty incident. The Emergency Services Agency of the County contacted Central Coastal medical facilities to determine their availability. Within ninety minutes every victim was transported. All together the services of fourteen ground ambulances and eight helicopter ambulances were needed.

The existing fifteen year agreement between the District and the City of Soledad was entered into on September 3, 1998. The City's CAL FIRE contract is not expected to change the relationship between the City of Soledad and the Mission Soledad Rural Fire Protection District.

The Board of Directors of the Mission Soledad Fire Protection District is made up of five Directors who are appointed to four-year terms by the County Board of Supervisors. The Board of Directors meets quarterly. While the District does not maintain a website, information on fire protection and EMS activities can be found on a website maintained by the City of Soledad. However, this website does not contain information on District Board Members or meetings.

SPHERE OF INFLUENCE & BOUNDARIES

The Sphere of Influence of the Mission Soledad Rural FPD is identical to the District's boundaries, which abut the Gonzales Rural FPD on the north and the Greenfield FPD on the south. The eastern and western boundaries of the District extend into the State Responsibility Area. A map of the District's Sphere of Influence and boundaries can be seen at the beginning of this profile. The District board is not currently planning to expand the District Sphere of Influence.

District boundaries will be reduced if the City of Soledad annexes surrounding parcels. While the detachment of land through city annexations is a common concern to many fire protection districts, the financial and service arrangements between the Mission Soledad Rural FPD and the City make these changes revenue and service neutral.

Mission Soledad Rural Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1950
Legal Authority	Fire Protection District Law of 1961, Health & Safety Code, section 13800 et seq.
Board of Directors	Five Directors appointed to four-year terms by the Monterey County Board of Supervisors.
Agency Duties	Fire Protection / Emergency Medical Services

District Revenues (Two Year Periods)				
	2005-2007		2007-2009	
	Amount	% of Total	Amount	% of Total
Property Tax	$205,707	50.7%	$209,227	51.5%
Benefit Assessments	$122,246	30.1%	$125,714	30.9%
Proposition 172 Funds	$60,907	15.0%	$64,526	15.9%
Interest	$15,767	3.9%	$9,396	2.3%
State Tax Revenues & Other Income	$1,167	0.3%	$1,237	0.3%
Monterey County Allocated Loss	-	-	($3,687)	-0.9%
Revenue total	$405,794	100.0%	$406,413	100.0%

Source: Mission Soledad Rural FPD, Basic Financial Statements for the Two Years Ending June 30, 2007 (and for the Two Years Ending June 30, 2009) and Independent Auditors' Report: Statement of Revenues, Expenditures and Changes in Fund Balances and Statement of Activities.

Mission Soledad Rural Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District Area (est. square miles)	59.6
Population (2010 estimated)	1,143
Assessed Valuation (FY 10-11: Includes both City and District)	$624,014,562
Number of Stations	None (Utilizes City Station)
Dispatch	CAL FIRE (Through City)
ISO Public Protection Classification:	
Within 5 miles of a Station and with a Credible Source of Water	9 (4 in City)
Without a Credible Source of Water	10
Regular Financial Audits	Biennial
Annual Revenue Per Capita (FYs 07-09)	$178
Average Portion of County 1% Property Tax Received	8¢/$1
Ending General Fund Balance (June 2009)	$86,275
Change in General Fund Balance (from June 2007 to June 2009)	-5%
Total Fund Balance/Annual Revenue Total (FY 08-09)	21%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data, Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from District Audit; Other information from District.

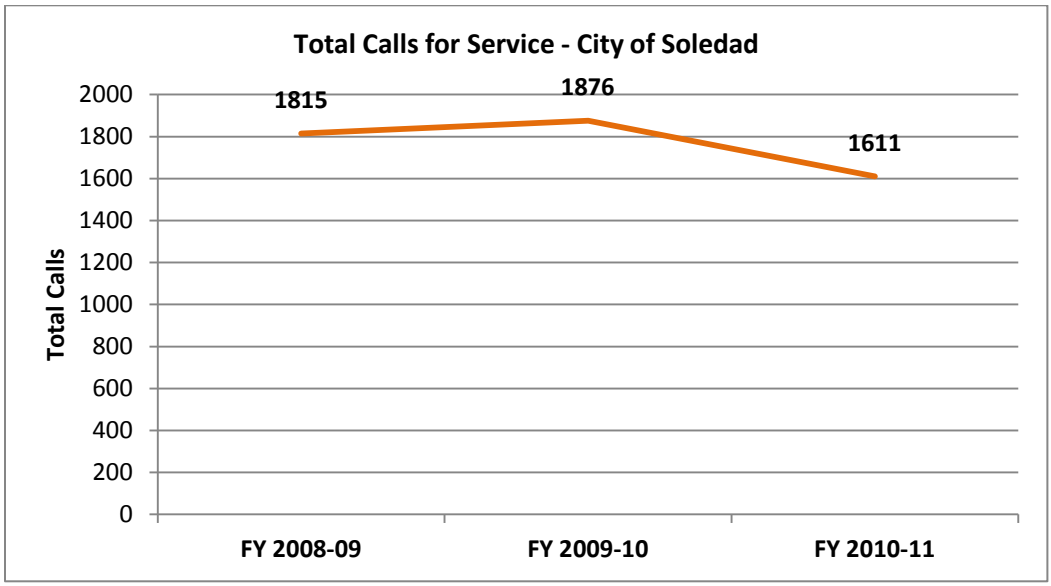
NOTE: The City of Soledad, which provided fire protection and emergency medical services to the District, covers approximately 4.6 acres and has a population of 25,738. Dispatch will change from the County to CAL FIRE on January 1, 2012.

Types of Services	
Fire	X
Technical Rescue	X
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	-
Ambulance	-

Mission Soledad Rural Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Station		
Address	Acquired/Built	Condition
525 Monterey Street, Soledad (City Fire Department Station)	1950	Good

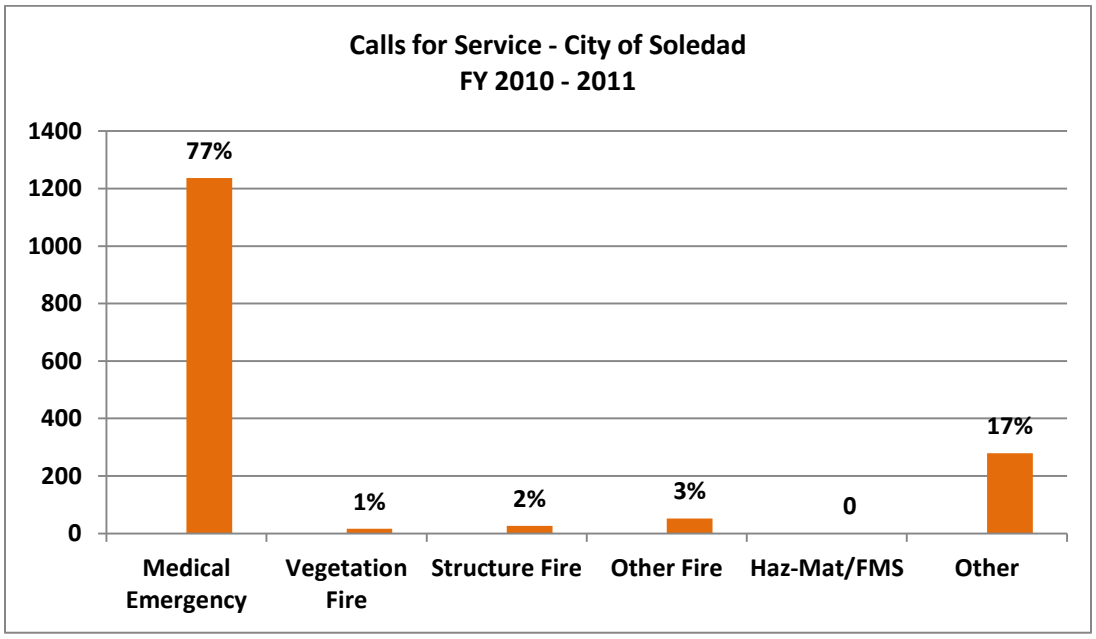
The Mission Soledad Rural Fire Protection District is contractually protected by the City of Soledad Fire Department which utilizes its own station and apparatus, and provides for staffing through direct hire or contract.



Source: County Department of Emergency Communications (911 System) Data.

Note: The above information includes all calls for service received by the Soledad Fire Department for services within both the City and the Mission Soledad Rural FPD. Also, this table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.

Mission Soledad Rural Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: County Department of Emergency Communications (911 System) Data.

Note: The above information includes all calls for service received by the Soledad Fire Department for services within both the City and the Mission Soledad Rural FPD.

H. Monterey County Regional Fire Protection District

Address: 19900 Portola Drive, Salinas, CA 93908
Phone: 831/455-1828
Fax: 831/455-0646
Email: murquides@mcrfd.org
Website: www.mcrfd.org
Fire Chief: Mike Urquides

SUMMARY

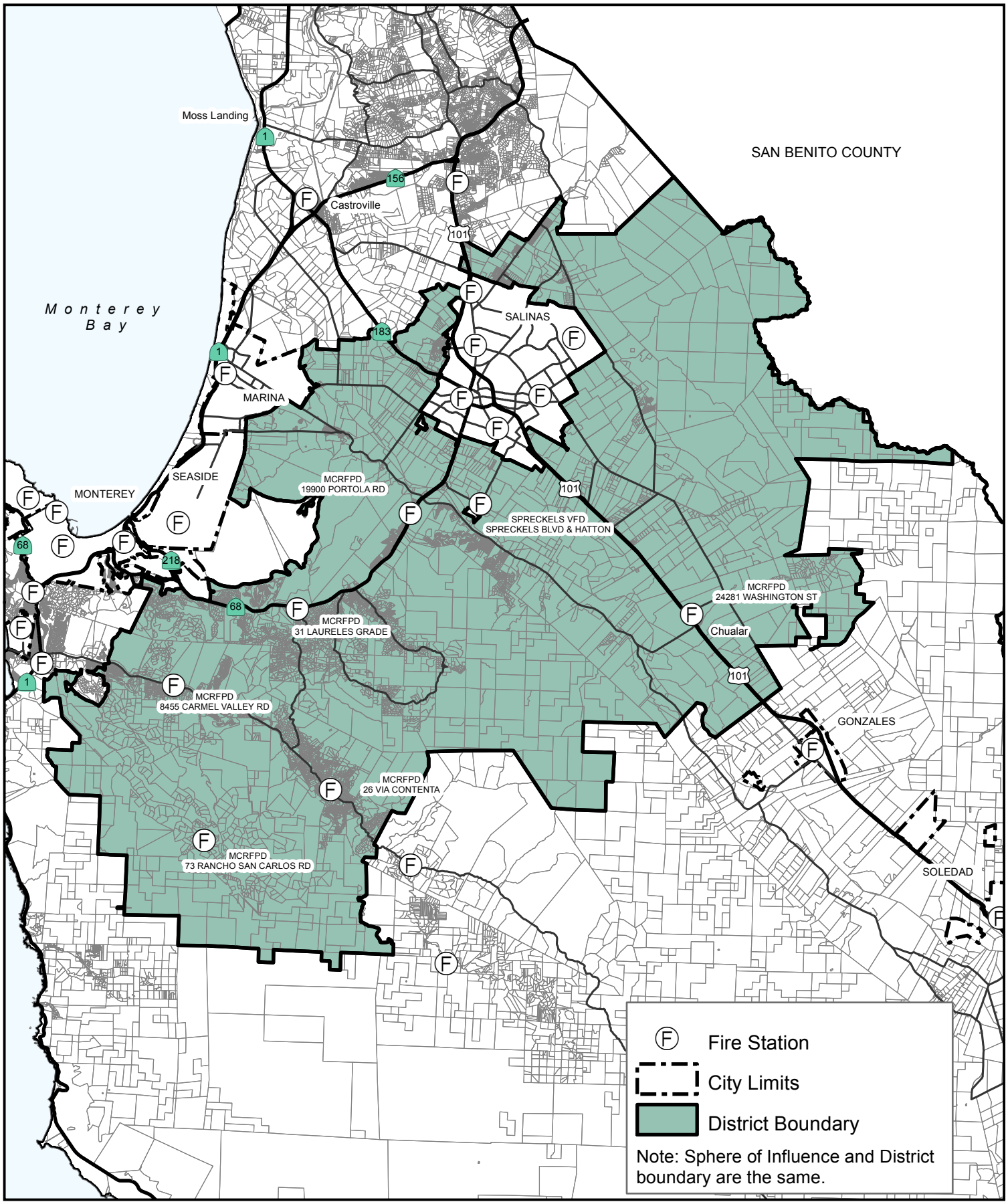
The Monterey County Regional Fire Protection District covers approximately 361 square miles of Monterey County from the rural area north of the City of Salinas south to the Federal Ventana Wilderness and the outskirts of the City of Gonzales, from the former Fort Ord on the west to the San Benito County line in the east. This area is the home of over 31,000 people. The District provides its own stations, equipment, and staffing. The District receives revenues of approximately $377 per resident, and has an increasing fund balance. The Monterey County Regional FPD has financial procedures in place to ensure the preparation of timely agency audits. The District maintains an ISO Public Protection Classification of 5 within five miles of a station. The District has grown substantially in the past few years through annexation and consolidation with the Carmel Valley FPD. As the successor of the Carmel Valley FPD, the Monterey County Regional FPD provides ambulance service to Carmel Valley residents. The District's current boundaries and Sphere of Influence are identical, and no changes are anticipated except for minor mapping corrections.

BACKGROUND

The boundaries of the Monterey County Regional Fire Protection District include a large area surrounding the City of Salinas, eastward to the boundaries of the Cities of Marina, Seaside, and Monterey, and into Carmel Valley. It provides service through six stations spread throughout the District's boundaries.

The District began as the Salinas Rural Fire Protection District in 1934. A major realignment of fire protection district boundaries in northern Monterey County occurred in 1982 when the area around Prunedale was detached from the Salinas Rural FPD and the District assumed responsibilities for the Chualar area south of Salinas. In 2008, the District completed the annexation of over 15,000 acres that were wholly or partially surrounded by the District. In late 2009, the District changed its name to the Monterey County Regional FPD. In late 2010, LAFCO approved a consolidation of the Carmel Valley FPD into the District, which became effective on July 1, 2011.

Monterey County Regional Fire Protection District



LAFCO of Monterey County
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FIRE PROTECTION DISTRICTS

MONTEREY COUNTY REGIONAL FIRE PROTECTION DISTRICT

Last LAFCO-Approved Change: 07/01/2011
2012 Municipal Services Review
Map Produced on 10/11/2011

When the two Districts consolidated, the successor Monterey County Regional FPD continued to operate with a board of directors appointed by the County Board of Supervisors. The Carmel Valley FPD had previously operated with an elected board. A major factor in staying with an appointed board is the cost of elections, which have been projected at approximately $80,000 to $120,000 per election.

More people, an estimated 32,000, live in the Monterey County Regional FPD than any other fire protection district in the County, except for the North County FPD. The Monterey County Regional FPD also covers a larger geographic area, an estimated 361 square miles, than any other district, except for the South Monterey County FPD. Significant growth is projected for some of the suburban areas of the District and for the East Garrison area within the former Fort Ord.

OPERATIONS

The Monterey County Regional FPD has been in an expansion and stabilization mode over the last few years. In January 2009, the District began providing management assistance to the Carmel Valley FPD. This arrangement resulted in the consolidation of the two Districts which became effective on July 1, 2011. The consolidation was designed to increase efficiencies and to facilitate the continued provision of the current level of services. The Consolidated Service Plan outlined a number of savings that would be experienced through a sharing of administrative staff and equipment. These cost savings were especially high in Carmel Valley, where, in the 2011-12 Fiscal Year, property owners and residents are expected to save at least $625,000 through reduced costs for administrative services, retirement (PERS and Social Security) payments, overtime, election costs and an updated radio communications system.

When the consolidation of the two Districts was approved in 2010, LAFCO also approved the annexation of approximately 12,500 acres to the Carmel Valley FPD which became effective prior to consolidation. This reorganization occurred only two years after the annexation of approximately 15,000 acres to the Monterey County Regional FPD.

The consolidated District receives approximately 2,100 annual primary response calls for service. In Fiscal Year 2010-11, 10% of these calls were fire related and 59% were for emergency medical services. The remaining 31% were a variety of other requests for service.

The District's normal response to a structure fire includes the three closest on-duty engines, a chief officer and two water tenders. Off-duty personnel and/or volunteers also respond. If help from neighboring fire agencies is needed, fire engines from agencies closest to the incident will be dispatched through mutual aid agreements.

The District contracts with the City of Salinas to provide fire protection and emergency medical services to approximately 35 square miles of the northern corner of the District. This allows a reduced response time for these areas, which include Bolsa Knolls, Boronda, and the area along Old Stage Road to Williams Road.

All of the District's engines carry a full complement of advanced life support medical and rescue equipment. This equipment includes the "Jaws of Life" and a semi-automatic defibrillator, which

is used to attempt to shock the heart back into a proper beating rhythm. All of the District's personnel are Emergency Medical Technicians (EMT) and 25 are currently trained as Paramedics. These skilled professionals can provide advanced medical skills such as airway management and the administration of medication.

Carmel Valley has had a fire protection district-administered ambulance services since 1948, which predates the establishment of countywide ambulance services. State law grants the successor Monterey County Regional FPD the rights to continue these services within the boundaries of the former Carmel Valley FPD. The City of Carmel-by-the-Sea is the only other local agency with ambulance powers separate from those of the County. Through 2011, the systems in Carmel Valley and the City of Carmel-by-the-Sea operated jointly through "Carmel Regional Fire Ambulance." At that time the joint powers authority dissolved and the two systems became fully separate.

The Monterey County Regional FPD houses ambulances at the fire stations at Mid-Valley, Carmel Valley Village, and Laureles Grade Stations. In addition to serving Carmel Valley, the District provides ambulance service to the Cachagua and Hidden Hills areas under contract with the County ambulance provider, American Medical Response-West (AMR). This contractual arrangement is beneficial because the Monterey County Regional FPD can respond with ambulances to these areas more rapidly than AMR.

The two predecessor Districts experienced a 93% increase in fund balance in the two fiscal years ending in June 2010. Over this period the Carmel Valley FPD's budget was augmented by a $770,000 grant through the Federal Staffing for Adequate Fire and Emergency Response ("SAFER") program. Public support for supporting the District was shown by the approval of a special tax measure to support the ambulance service. "Measure F" was approved by 85% of the voters of the Carmel Valley FPD on August 25, 2009.

At the end of Fiscal Year 2009-10, the Monterey County Regional FPD carried a long-term debt of $1,076,000 for construction of its Administrative Office. The Carmel Valley FPD carried a debt of just under $1.5 million, primarily for a building lease. This long-term debt from Carmel Valley is now the responsibility of the successor Monterey County Regional FPD.

The District has an ISO Public Protection Classification of 5 for properties within five miles of a station when there is a credible source of water. The insurance industry normally requires that a property be located within 1,000 feet of a fire hydrant to receive the lower insurance rates of a good ISO rating. Property owners within the Monterey County Regional FPD receive these rates even though they may not have a nearby hydrant because of the District's use of water tenders to bring additional water to a fire.

The District participates in mutual aid throughout the State, and maintains automatic aid agreements with all surrounding fire protection providers, including the cities of Gonzales, Marina, Monterey, and Salinas, the North County FPD, the Monterey Peninsula Airport District, the Spreckels Volunteer Fire Company, the Presidio of Monterey Fire Department, the U. S. Forest Service, and CAL FIRE.

The work of the Monterey County Regional FPD is supported by approximately 36 volunteer firefighters. The District also provides programs for the community including public safety programs for youth, training for disaster preparedness, an Explorer Boy Scout post, and a holiday toy drive.

The District is concerned about a continuing decrease in property values, upon which taxes are based, and the diversion of local revenues by the State. The District is also concerned that it receives no property tax revenues from the thousands of acres it has annexed unless the base assessed property value of these areas increase. This fact means that the District provides direct service to many areas, such as Chualar, where it receives virtually no property tax proceeds.

The District foresees a need for the construction of permanent sleeping quarters at the Santa Lucia Preserve Station. An additional station is needed, and planned, in the East Garrison Area once the approved development for this area commences. The dissolution of the County Redevelopment Agency may jeopardize the availability of tax increment financing for this construction.

The Monterey County Regional Fire Protection District Board of Directors has seven Members appointed by the County Board of Supervisors to four-year terms. Board Meetings are held on the last Tuesday of each odd numbered month, unless scheduled otherwise. The meeting locations are rotated between facilities of the former Salinas Rural and Carmel Valley Fire Protection Districts. The District maintains a website which includes the names of Directors, and their terms, and agendas for upcoming Board meetings.

SPHERE OF INFLUENCE & BOUNDARIES

The District currently has no Sphere of Influence beyond its boundaries. The District's boundaries were solidified through the consolidation and annexations that occurred from 2008 through 2011. A map of the District's Sphere of Influence and boundaries can be seen at the beginning of this profile. One area that was excluded from these annexations was a portion of the former Fort Ord that is planned to be transferred to the U. S. Bureau of Land Management for open space. Consideration of the inclusion of this area within the District's Sphere of Influence awaits the U. S. Army's clearing of buried munitions. This area is currently a Federal Responsibility Area.

No significant boundary changes are anticipated although conversations are continuing between LAFCO and District staff concerning minor technical adjustments where boundaries do not reflect property ownership lines. In the future, the District will be reduced in size, as portions of the District are annexed to the cities of Salinas, Seaside, Marina, and Monterey. In some cases these District detachments may cause a financial hardship to the District, unless mitigated. An existing LAFCO policy discourages proposals causing adverse financial impacts on the provision of government services. This policy may support financial mitigation to compensate for future District detachments.

Monterey County Regional Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1934
Legal Authority	Fire Protection District Law of 1961, Health & Safety Code, section 13800 et seq.
Board of Directors	Seven Directors appointed to four-year terms by the Monterey County Board of Supervisors.
Agency Duties	Fire Protection / Emergency Medical Services

Monterey County Regional Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Carmel Valley FPD General Fund Revenues				
	2008-2009		2009-2010	
	Amount	% of Total	Amount	% of Total
Property Tax	$3,079,414	67.1%	$2,897,749	67.0%
Fire Protection Tax	$314,872	6.9%	$331,798	7.7%
Proposition 172 Allocation	$313,993	6.8%	$271,050	6.3%
Homeowners Property Tax Relief	$16,260	0.4%	$17,025	0.4%
Sale of Fixed Assets	$26,776	0.6%	$5,100	0.1%
Investment Earnings (Losses)	($8,333)	-0.2%	$2,404	0.1%
Others	$845,586	18.4%	$802,721	18.5%
Total General Revenues	$4,588,568	100.0%	$4,327,847	100.0%

Source: Carmel Valley FPD, Financial Statements for the Years Ended June 30, 2010 and 2009 and Independent Auditors' Reports: Statement of Revenues, Expenditures and Changes in Fund Balances and Statement of Activities.

Monterey County Regional FPD General Fund Revenues				
	2008-2009		2009-2010	
	Amount	% of Total	Amount	% of Total
Property Taxes	$6,115,984	76.7%	$5,864,673	77.6%
Public Safety Revenues	$448,863	5.6%	$373,750	4.9%
Reimbursements - Overtime & Equipment	$1,249,159	15.7%	$709,020	9.4%
Fire Mitigation Fees	$40,733	0.5%	$69,000	0.9%
Fire Prevention Fees	$28,748	0.4%	$34,407	0.5%
Capital Grants	$72,831	0.9%	$327,492	4.3%
Investment Earnings (loss)	($8,427)	-0.1%	$23,289	0.3%
Miscellaneous	$29,736	0.4%	$152,440	2.0%
Total General Revenues	$7,977,627	100.0%	$7,554,071	100.0%

Source: Salinas Rural FPD, Basic Financial Statements for the Year Ended June 30, 2009 and Independent Auditors' Report; and Monterey County Regional FPD, Basic Financial Statements for the Year Ended June 30, 2010 and Independent Auditors' Report: Statement of Revenues, Expenditures, and Changes in Fund Balances and Statement of Activities.

Note: Financial information is presented separately for the Carmel Valley FPD and the Monterey County Regional FPD. The consolidation of these two Districts was effective July 1, 2011. Prior to 2009 the Monterey County Regional FPD was known as the Salinas Rural FPD.

Monterey County Regional Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District Area (est. square miles)	361
Population (2010 estimated)	31,508
Assessed Valuation (FY 10-11)	$7,816,136,134
Number of Stations	6
Dispatch	County
ISO Public Protection Classification:	
Within 5 miles of a Station and with a Credible Source of Water	5
Without a Credible Source of Water	10
Regular Financial Audits	Annual
Average Annual Revenue Per Capita (FY 09-10)	$377
Average Portion of County 1% Property Tax Received	13¢/$1
Ending General Fund Balance (June 2010)	$2,931,165
Change in General Fund Balance (from June 2008 to June 2010)	93%
Total Fund Balance/Annual Revenue Total (FY 09-10)	39%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data, Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from District Audit; Other information from District.

Types of Services	
Fire	X
Technical Rescue	X
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	X
Ambulance	X

Ambulance Service is available within the boundaries of the former Carmel Valley Fire Protection District.

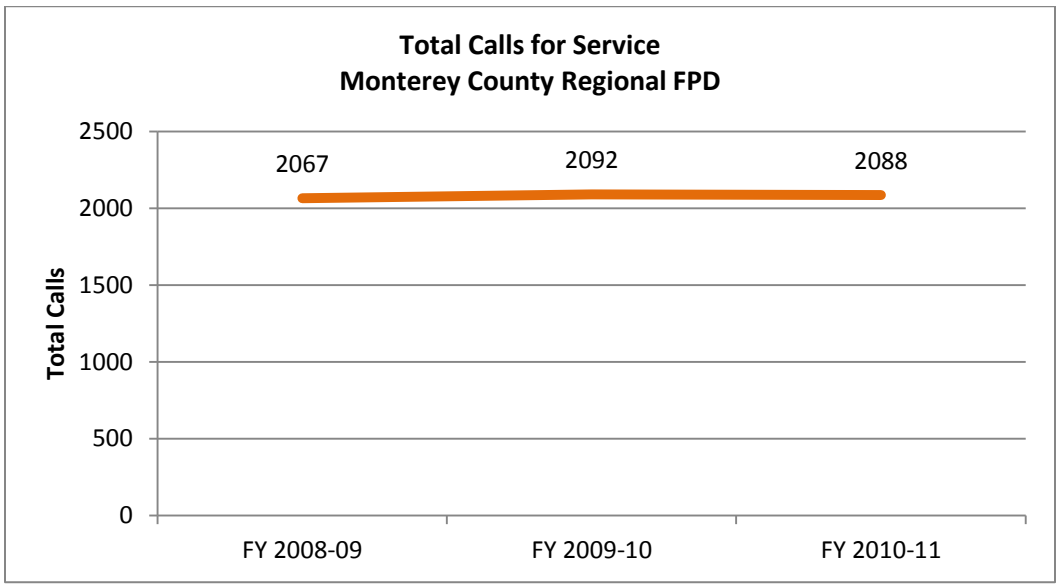
Monterey County Regional Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Stations		
Address	**Acquired/Built**	**Condition**
19900 Portola Drive, Salinas	1966	Good
24281 Washington Street, Chualar	1981	Good
31 Laureles Grade, Salinas	1990	Good
8455 Carmel Valley Road, Carmel Valley	1976	Good
26 Via Contenta, Carmel Valley	1968	Fair
72 Rancho San Carlos Road, Carmel (Santa Lucia Preserve)	2004	Fair

Apparatus	
Engines	9 Structure Engines (Type I)
	7 Wildland Engines (Type III)
Water Tenders	4 Water Tenders
Ambulance/Squads/ Rescue	4 Ambulances
	2 Rescue All-Terrain Vehicles
Utility	9 Utility Vehicles
Special	5 Chief Officers Command Vehicles
	2 Urban Search & Rescue Trailers

Monterey County Regional Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

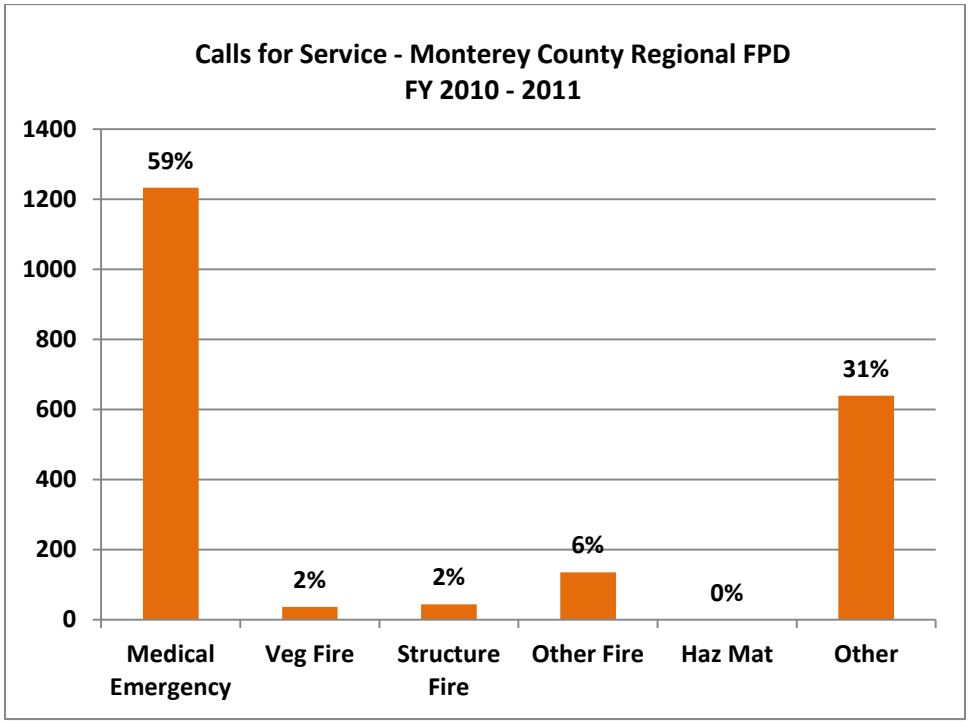
Total Staffing	
Full time fire suppression	49
Temporary fire suppression	
Volunteer / Paid call firefighters	36
Non-safety regular	4



Source: County Department of Emergency Communications (911 System) Data.

Note: This table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.

Monterey County Regional Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: County Department of Emergency Communications (911 System) Data.

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I. Monterey Peninsula Airport District (Fire Protection and Emergency Medical Services Only)

Address:	200 Fred Kane Drive, Suite 200, Monterey, CA 93940
Phone:	831/648-7000
Fax:	831/6487026
Email:	tgreer@montereyairport.com
Website:	www.montereyairport.com
General Manager:	Thomas E. Greer, AAE

SUMMARY

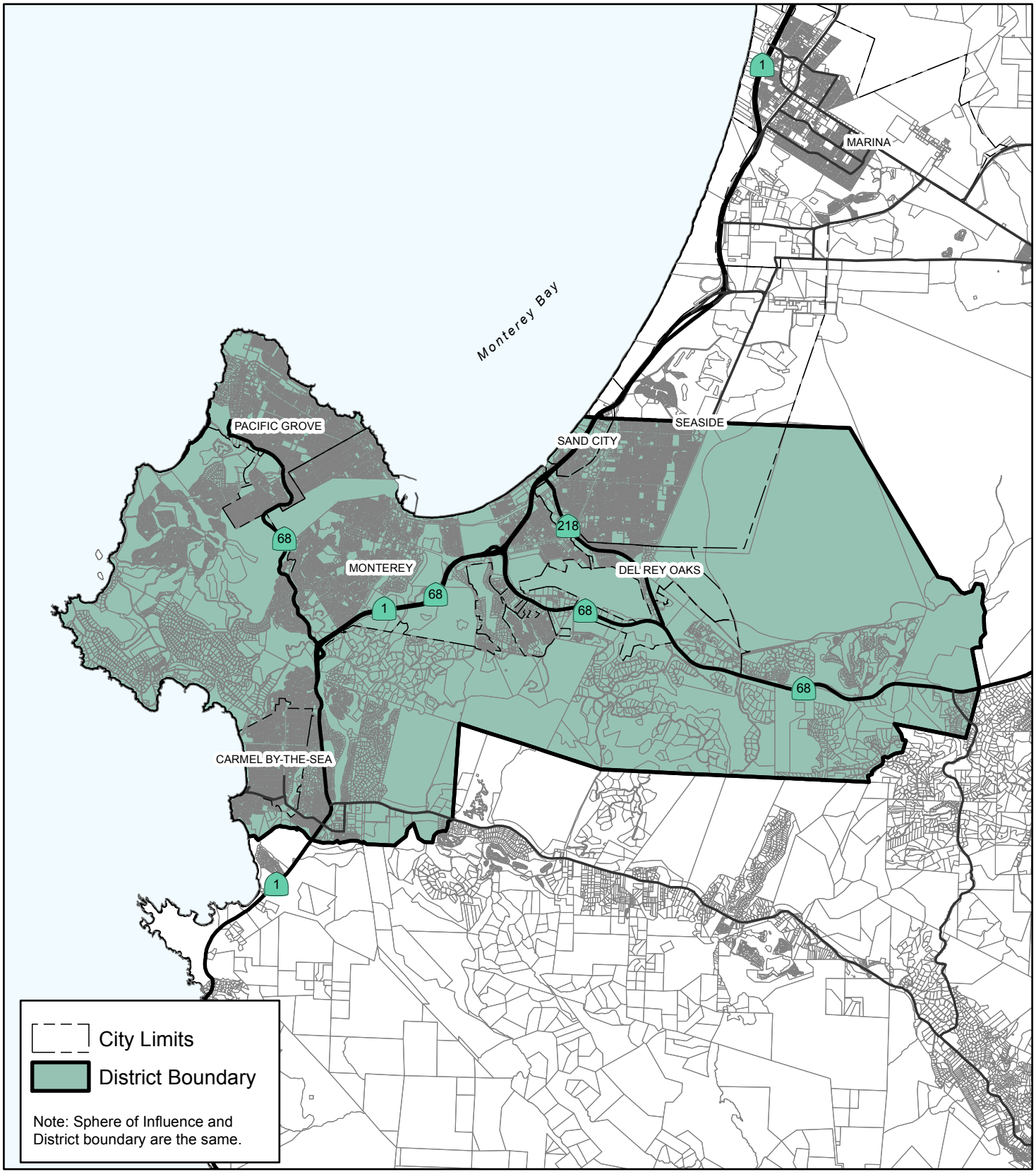
The Monterey Peninsula Airport District provides fire protection and emergency medical services on the site of the Monterey Regional Airport, which covers an area of approximately 0.8 of a square mile. The District meets its firefighting and EMS needs directly through its own staffing and equipment. Airport firefighters are specifically trained to provide the specialized emergency services required for an airport by Federal law. The Monterey Peninsula Airport District provides funds from its overall budget to ensure that these responsibilities are met. The District has financial procedures in place to ensure the preparation of timely agency audits. The District participates in automatic and mutual aid with area fire agencies, and has developed a close working relationship with the Cypress FPD. The District maintains an ISO Public Protection Classification of 4. Only one special district in Monterey County has a better ISO Rating.

The current report addresses the fire protection and emergency medical services provided by the Airport District. It discusses, but does not update, the District's Sphere of Influence. A Sphere update will be provided as part of a future review of all of the services provided by this multi-service district.

BACKGROUND

The Monterey Peninsula Airport was formed as the first airport district in California by the State Legislature in 1941. The Airport District includes all or portions of Monterey, Pacific Grove, Del Monte Forest, Pebble Beach, Carmel-by-the-Sea, greater Carmel, Del Rey Oaks, Seaside, Sand City, the Monterey-Salinas Highway to Laureles Grade, and the west end of Carmel Valley. The District changed the name of the airport it operates from the "Monterey Peninsula Airport" to the "Monterey Regional Airport" in 2011 to reflect the airport's regional role.

The area within the District's boundaries is served by firefighters from several cities and districts. The airport's 498 acres, however, are served by the Airport District's fire department. The District is responsible for the airport property primarily because of the unique nature of



LAFCO *of Monterey County*

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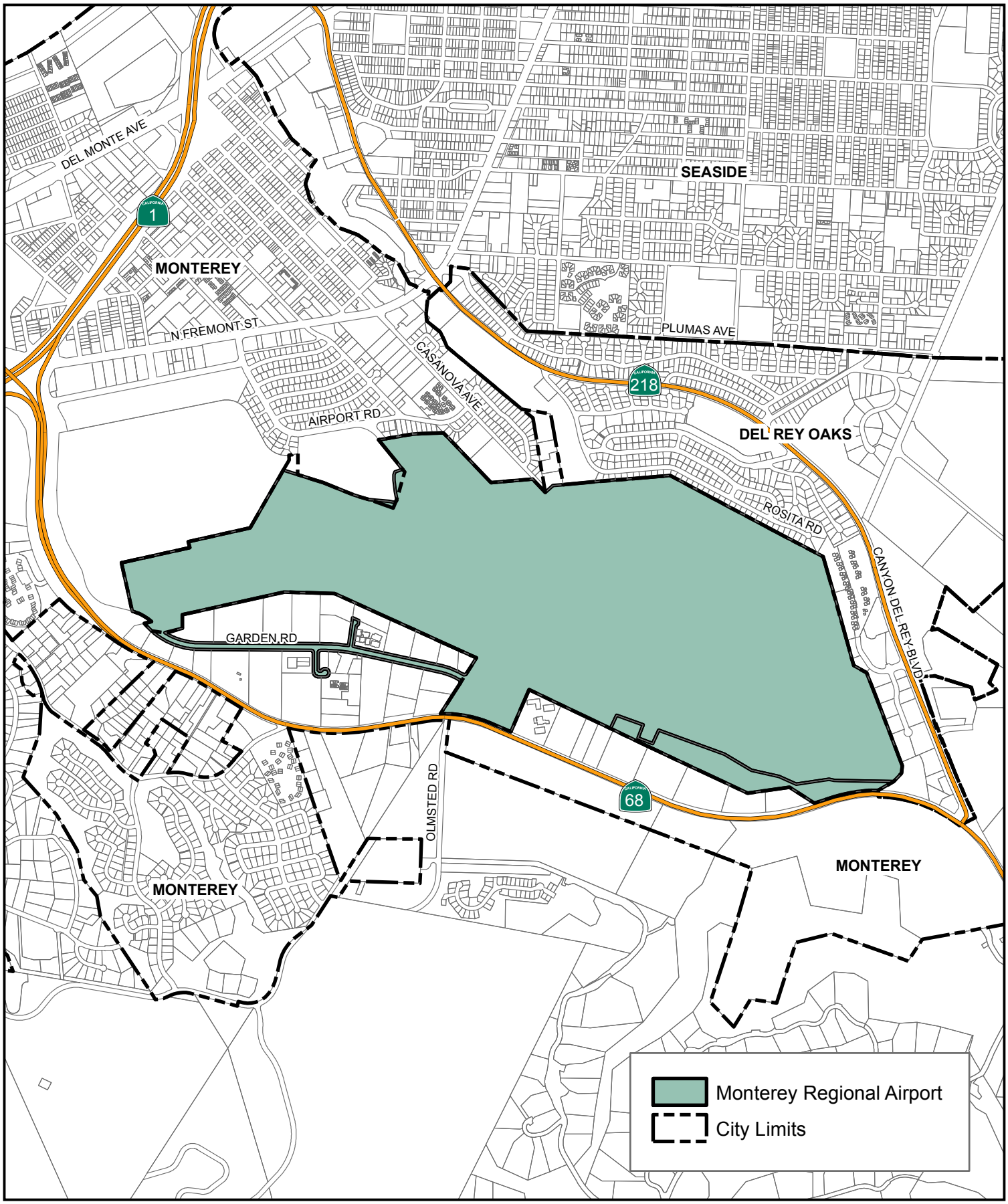
AIRPORT DISTRICT

MONTEREY PENINSULA
AIRPORT DISTRICT

2012 Municipal Services Review
Map Produced: 3/14/12



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MONTEREY REGIONAL AIRPORT
Operated by the Monterey Peninsula Airport District

2012 Municipal Services Review
Map Produced on 11/1/2011

potential airport hazards and the requirements of federal regulations. Specifically, airports serving air carrier aircraft with more than 30 seats are required to receive Federal Aviation Authority certification under Part 139 of the Code of Federal Regulations (14 CFR Part 139). This certification requires that the airport provide aircraft rescue and firefighting services during air carrier operations.

OPERATIONS

The Airport District typically has four firefighters available on site during operations and responds within three minutes to a call for service.

Airport firefighters are trained as emergency medical technicians. Over 90% of the calls for service are for citizen assists in the airport terminal building, which would include individuals experiencing trouble breathing or slipping and falling. Due to Federal air safety requirements the airport must be staffed and prepared with specialized equipment to respond to aircraft accidents and gasoline fires. The District has two crash trucks which feature good acceleration, the ability to move on rough terrain outside the runway and airport area, a large water capacity, a foam tank, and a high-capacity pump. The airport also operates a Type I fire engine for general purpose use.

The Cypress Fire Protection District locates an additional Type I fire engine at the airport and airport personnel use this truck to provide fire protection service to adjacent areas of the Cypress District that can more effectively be responded to from the airport location. Cypress pays for the overtime needed to provide this service with a 2-person engine response. Cypress FPD has the ability to then follow up with paramedic response from its Carmel Hill station.

Discussions are continuing between the Airport District and Cypress FPD to determine if additional firefighting cooperation would be beneficial. During these discussions were underway, the Airport District changed its dispatch system from the County to CAL FIRE effective October 1, 2011. CAL FIRE contractually staffs the Cypress FPD.

The Airport District received property tax revenues prior to 1968, but since then it has been operating solely on it revenue. Expenses are recovered through airport rents from tenants, landing and fuel fees, and other charges. Airport revenues are driven primarily by the number of people flying and are therefore dependent upon use by the traveling public. Airline customers have changed their travel and spending habits during the current economic recession and general aviation has also been adversely affected.

Capital improvements are funded through Federal grants, passenger facility charges, and District contributed funds. From June 2008 to June 2010 the District's net assets increased by almost $8.7 million to $54.1 million, while the cash and cash equivalents dropped from $3.3 million to $1.3 million. The District has no long-term debt.

Between Fiscal Years 2007-08 and 2009-10 expenditures for the District's Fire Department dropped from $1,950,293 to $1,752,156.

The District Board of Directors is composed of five Members elected to four-year terms through at-large elections. The Board meets on a monthly, and has additional meetings as needed. The District maintains a website which contains information on District Directors, including their terms. The website also includes budgets, audits, agendas, minutes, and packets for both upcoming and past meetings.

SPHERE OF INFLUENCE & BOUNDARIES

The Monterey Peninsula Airport District boundaries cover a large area of the Monterey Peninsula and Highway 68 corridor. The District's provision of fire protection and emergency medical services is limited to the airport property as shown in a map at the beginning of this profile.

The current report addresses the fire protection and emergency medical services provided by the Monterey Peninsula Airport District. It discusses, but does not update, the District's Sphere of Influence. A Sphere update will be provided as part of a future review of all of the services provided by this multi-service district.

Monterey Peninsula Airport District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1941
Legal Authority	California Senate Bill 1300, 1941.
Board of Directors	Five Directors elected to four year terms through at-large elections. If the number of candidates equals the number of eligible seats, or if there are no candidates, the Board of Supervisors shall make these appointments pursuant to Elections Code section 10515.
Agency Duties	Commercial Airline Services, General Aviation Support and Maintenance, and Military Support as a Landing Facility.

Operating Revenues (From All Sources)				
	2008-2009		2009-2010	
	Amount	% of Total	Amount	% of Total
Commercial Aviation	$549,943	7.8%	$551,769	7.8%
General Aviation	$221,657	3.1%	$246,363	3.5%
Terminal Leases and Concessions	$3,294,366	46.7%	$3,320,296	46.7%
Heavy General Aviation Tenants	$791,911	11.2%	$817,334	11.5%
Light General/Other Aviation Tenants	$425,803	6.0%	$396,691	5.6%
Non-Aviation Tenants	$1,538,193	21.8%	$1,539,728	21.7%
Other Operating Revenue	$230,278	3.3%	$237,535	3.3%
TOTAL OPERATING REVENUES	$7,052,151	100.0%	$7,109,716	100.0%

Source: Monterey Peninsula Airport District, Financial Statements for the Years ended June 30, 2010 and 2009 and Independent Auditors' Report: Statements of Revenues, Expenses and Changes in Net Assets.

Note: While the chart includes all revenues received by the Airport District, the operating funds expended for the District's Fire Department was $1,933,553 in Fiscal Year 2008-09 and $1,752,156 in Fiscal Year 2009-10.

Monterey Peninsula Airport District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
Airport area (est. square miles)	0.8
Population (2010 estimated)	N/A
Assessed Valuation	N/A
Number of stations	1
Dispatch	CAL FIRE
ISO Public Protection Classification	4
Regular Financial Audits	Annual
Annual Revenue Per Capita	N/A
Cash and Cash Equivalents (June 2010)	$1,341,569
Change in Total Fund Balance (from June 2008 to June 2010)	-59%

Source: Airport area estimated utilizing County of Monterey GIS Data; Fund Balance Information from District Audit; Other information from District.

Types of Services	
Fire	X
Technical Rescue	X
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	-
Ambulance	-

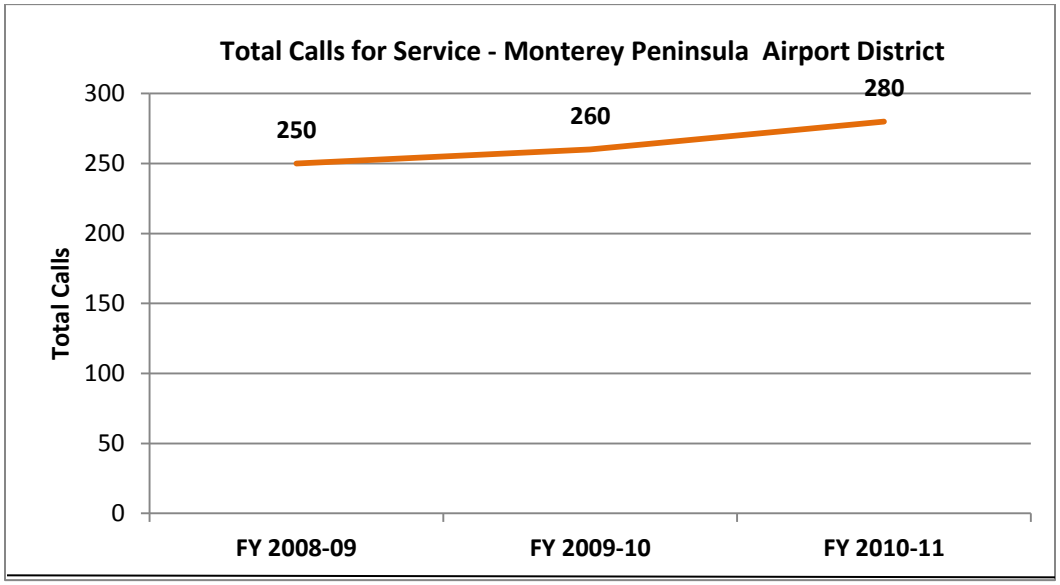
Station		
Address	Acquired/Built	Condition
Airport	1960's	Good

Monterey Peninsula Airport District
Formation, Revenues, Attributes, Types of Service, and Resources

Apparatus	
Engines	One Type I Fire Engine
Ambulance/Squads/ Rescue	Two Crash Vehicles
Utility	One Command Vehicle

The Cypress FPD additionally stations one Type I Fire Engine at the Airport Fire Station.

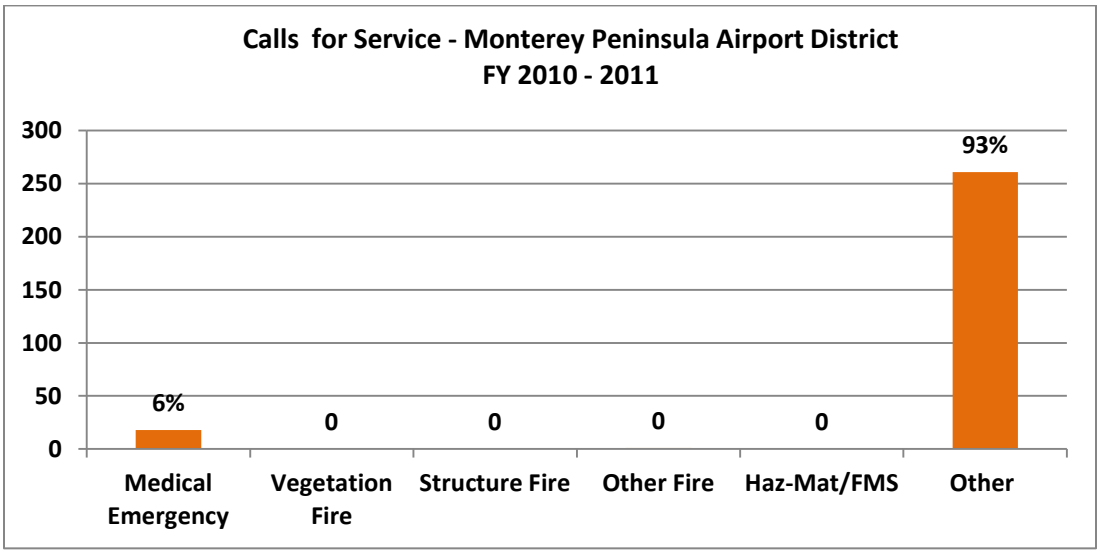
Total Staffing	
Full time fire suppression	12
Temporary fire suppression	0
Volunteer / Paid call firefighters	0
Non-safety regular	Airport Staff



Source: County Department of Emergency Communications (911 System) Data.

Note: This table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.

Monterey Peninsula Airport District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: County Department of Emergency Communications (911 System) Data.

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J. North County Fire Protection District of Monterey County

Address: 11200 Speegle Street, Castroville, CA 95012
Phone: 831/633-2578
Fax: 831/633-2572
Email: c5200@ncfpd.org
Website: www.ncfpd.org
Fire Chief: Chris W. Orman

Summary

The boundaries of the North County Fire Protection District cover approximately 122 square miles of northern Monterey County. The District is home to an estimated 37,720 residents, making North County the County's most populous fire protection district. The District provides service through its own stations, equipment, and staffing. The District receives approximately $162 in annual revenues for each District resident, and is able to maintain a fund balance of approximately one-third of its annual budget. The District has financial procedures in place to ensure the preparation of timely agency audits. The North County FPD is the only district outside of the Monterey Peninsula that maintains an ISO Rating of 4. The District has grown since its founding 52 years ago, through a consolidation and numerous annexations. Today, its boundaries and Sphere of Influence are identical and there is no discussion of expansion.

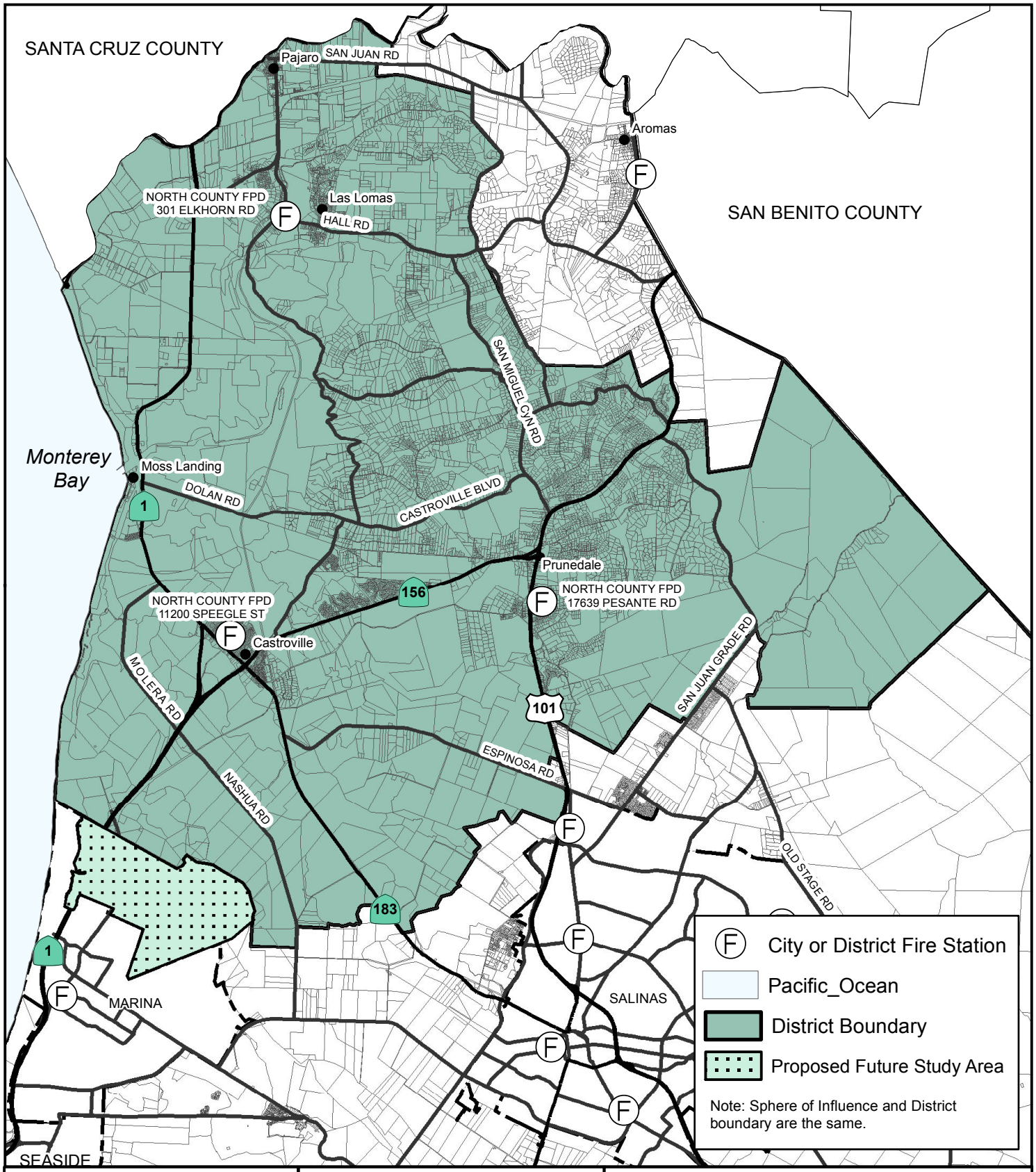
Background

The North County Fire Protection District serves the northern portion of Monterey County. The District was originally formed as the Castroville Fire Protection District in 1949. The Moss Landing, Elkhorn, and Hall areas were added to the District through a series of annexations in the early 1970s. In 1982, the District received its new name and attained its current boundaries with a reorganization that divided the northern portion of Monterey County between three fire protection districts.

More people live in the North County Fire Protection District than any other fire protection district in Monterey County. The growth potential in the District is substantial with an estimated 1,500 vacant buildable residential lots and two areas that were targeted for growth by the County's redevelopment program.

Operations

The District is proactively working to secure its financial future through long range financial planning, apparatus maintenance and replacement schedules, and the review of personnel needs, schedules, and compensation levels. Most of the District's general revenues come from ad



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FIRE PROTECTION DISTRICTS

NORTH COUNTY
FIRE PROTECTION DISTRICT

2012 Municipal Services Review
Map Produced on 3/9/12

valorem taxes on real estate and unsecured property. The District received special payments from the power plant in Moss Landing to support fire protection service; these payments will continue into 2013. Additional revenue is produced through inspections and fire mitigation fees for new construction. The District has created specific reserves to replace needed apparatus and facilities and to meet other obligations. The District has approximately $3.4 million in long-term debt.

The District maintains its level of service through the creation and application of standards of response coverage. These standards take into consideration everything from the appropriate response to everyday accidents to the probability and consequence of large scale emergencies. The District currently maintains an ISO Public Protection Classification of 4 for properties within five miles of a station. The insurance industry normally requires that a property be located within 1,000 feet of a fire hydrant to receive the lower insurance rates of a good ISO rating. All property owners within the North County FPD receive these rates, even if there is no nearby hydrant, because of the District's use of water tenders to bring additional water to a fire.

The District receives approximately 2,400 primary response calls a year for assistance, 1,500± of which are medical calls. The District responds to many medical and other non-fire emergencies due to four major highways (101, 156, 183, and 1), one railroad line, two rivers, nine miles of beach/waterfront, harbor, and large electrical power generation plant that are located within the District.

The District participates in mutual aid throughout the State, and maintains automatic aid agreements with the cities of Marina, Salinas and Watsonville and the Aromas Tri-County and Monterey County Regional FPDs.

All full time personnel and reserve firefighters are trained to the Emergency Medical Technician (EMT) level.

The District has a depth of service through its use of a large pool of reserve firefighters which provide additional personnel when needed. The District also provides training and support for Rancho Cielo's Wildfire Suppression Program. This program trains underserved youth in fire behavior and suppression tactics, including fire line construction, progressive hose lays, chainsaw use and safety, and prescribed fire operations.

The District is currently experiencing response delays in the Prunedale area due to road work along Highway 101 which is being conducted as a part of the "Prunedale Improvement Program." Other District concerns include the aging of equipment and facilities and decreasing grant opportunities.

The North County Fire Protection District Board of Directors is composed of five Directors elected at-large to four-year terms. The District Board meets every third Tuesday of the month at the Castroville Library, which is a block from the District's main fire station. The District maintains a website that contains information on District Directors, budgets, audits, agendas, minutes, and packets for upcoming and past meetings.

SPHERE OF INFLUENCE & BOUNDARIES

The North County Fire Protection District currently has no Sphere of Influence beyond its boundaries. A 2,500± acre island of land north of Marina is the only adjacent area that is outside the boundaries of any fire protection agency. This island area is totally surrounded by the North County FPD, the City of Marina, and, to a minor extent, the Monterey County Regional FPD. This island contains most of the landfill disposal and material recovery facilities of the Monterey Regional Waste Management District. A small portion of this property is already within the boundaries of the North County FPD. The island also contains the regional wastewater treatment plant of the Monterey Regional Water Pollution Control Agency. The remainder of the island is undeveloped, agricultural or grazing land. Most of the island is within the Sphere of Influence of the City of Marina, although the landfill and wastewater treatment plant properties are outside of the City's Sphere. The entire island is outside the City's voter approved Urban Growth Boundary which limits growth and new development, along with required community services, until 2020.

The immediate fire protection and emergency medical services needs of the landfill and wastewater treatment plant are now being met through agreements between these districts and the City of Marina. With these long-standing agreements, the City provides fire protection and EMS services outside of its boundaries and Sphere of Influence.

The Executive Officer recommends that this island area be designated a Future Study Area for the North County Fire Protection District. LAFCO's "Policies and Procedures" define a Future Study Area as "territory outside of an adopted Sphere of Influence that may warrant inclusion in the Sphere in future years. Further study would have to be completed prior to inclusion." The North County FPD is in support of this study.

LAFCO will work with the North County FPD, the City of Marina, the Monterey Regional Waste Management District, the Monterey Regional Water Pollution Control Agency, and other area landowners to determine if an expansion of the Fire Protection District's Sphere of Influence in this area is appropriate. This determination will be made based on the factors outlined in Section 56425(e) of the Government Code, and in particular the present and probable need for fire protection and emergency medical services in the area and the adequacy of public services available.

A map of the District's Sphere of Influence and boundaries, and the proposed Future Study Area, can be seen at the beginning of this profile.

North County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1949
Legal Authority	Fire Protection District Law of 1961, Health & Safety Code, section 13800 et seq.
Board of Directors	Five Directors elected to four-year terms through at-large elections. If the number of candidates equals the number of eligible seats, or if there are no candidates, the Board of Supervisors shall make these appointments pursuant to Elections Code section 10515.
Agency Duties	Fire Protection / Emergency Medical Services

District Revenues				
	2008-2009		2009-2010	
	Amount	% of Total	Amount	% of Total
Property Tax	$4,615,519	67.7%	$4,248,590	69.5%
Use of Money & Property	-$19,873	-0.3%	$30,168	0.5%
Aid from Other Gov. Agencies	$509,406	7.5%	$444,677	7.3%
Charges for Current Services	$53,155	0.8%	$63,201	1.0%
Other Revenue	$1,587,726	23.3%	$1,243,557	20.3%
Fire Capital Facilities Fee (Special Revenue)	$74,642	1.1%	$84,137	1.4%
Revenue total	$6,820,575	100.0%	$6,114,330	100.0%

Source: North County Fire Protection District of Monterey County, Financial Statements and Supplementary Information, June 30, 2010 and 2009: Statements of Revenues, Expenditures and Changes in Fund Balances – Government Funds.

North County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District Area (est. square miles)	121.6
Population (2010 estimated)	37,720
Assessed Valuation (FY 10-11)	$3,798,597,307
Number of Stations	3
Dispatch	County
ISO Public Protection Classification:	
Within 5 miles of a Station and with a Credible Source of Water	4
Without a Credible Source of Water	10
Regular Financial Audits	Annual
Annual Revenue Per Capita (FY 09-10)	$162
Average Portion of County 1% Property Tax Received	11¢/$1
Ending General Fund Balance (June 2010)	$2,039,173
Change in General Fund Balance (from June 2009 to June 2010)	-3%
Total Fund Balance/Annual Revenue Total (FY 09-10)	33%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data, Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from District Audit; Other information from District.

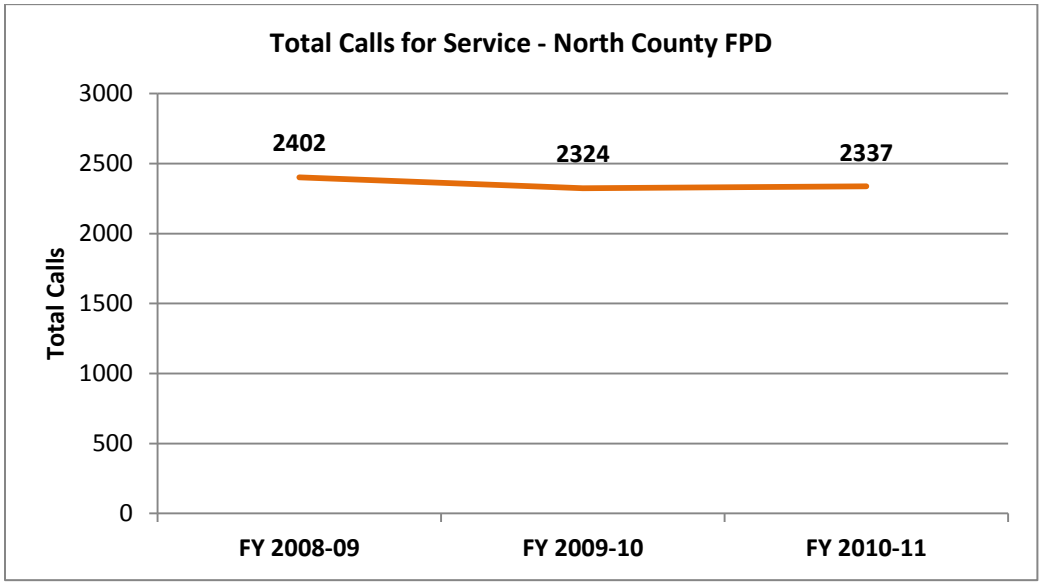
Types of Services	
Fire	X
Technical Rescue	X
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	-
Ambulance	-

Stations		
Address	Acquired/Built	Condition
11200 Speegle Street, Castroville	1947 (Original Building) 1971 (Training Building)	Fair
17639 Pesante Road, Prunedale	Acquired in 1982	Fair
301 Elkhorn Road, Las Lomas	1985	Good

North County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Apparatus	
Engines	7 Fire Engine/Pumpers
	3 Brush Fire Engines
Water Tenders	2 Water Tenders
Ambulance/Squads/ Rescue	1 Heavy Rescue Vehicle
Utility	3 Command Vehicles
	1 Invest/Prevention Vehicle
	1 Utility Van
	2 Utility Pickups
Special	1 Ladder/Pump Truck

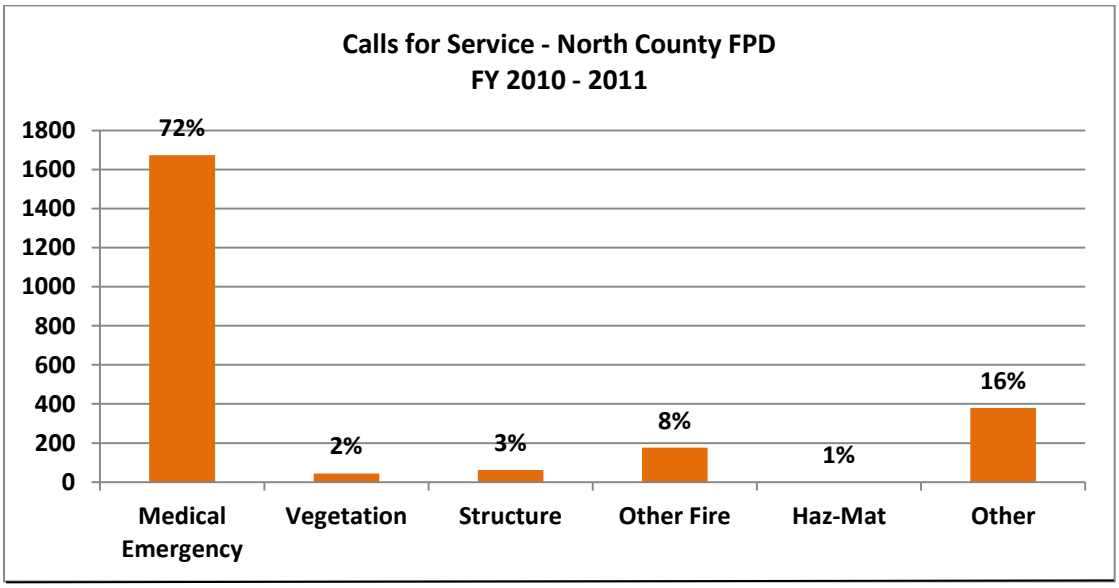
Total Staffing	
Full time fire suppression	30
Temporary fire suppression	-
Volunteer / Paid call firefighters	30
Non-safety regular	1



Source: County Department of Emergency Communications (911 System) Data.

Note: This table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.

North County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: County Department of Emergency Communications (911 System) Data.

K. Pebble Beach Community Services District (Fire Protection and Emergency Medical Services Only)

District:	3101 Forest Lake Road, Pebble Beach, CA 93953
Phone:	831/647-5604
Fax:	831/373-2357
Email:	mniccum@pbcsd.org
Website:	www.pbcsd.org
General Manager:	Mike Niccum
CAL FIRE:	2221 Garden Road, Monterey, CA 93940
Phone:	831/333-2600
Fax:	831/333-2660
Email:	Rick.Hutchinson@fire.ca.gov
Unit Fire Chief:	Richard C. Hutchinson, Jr.

SUMMARY

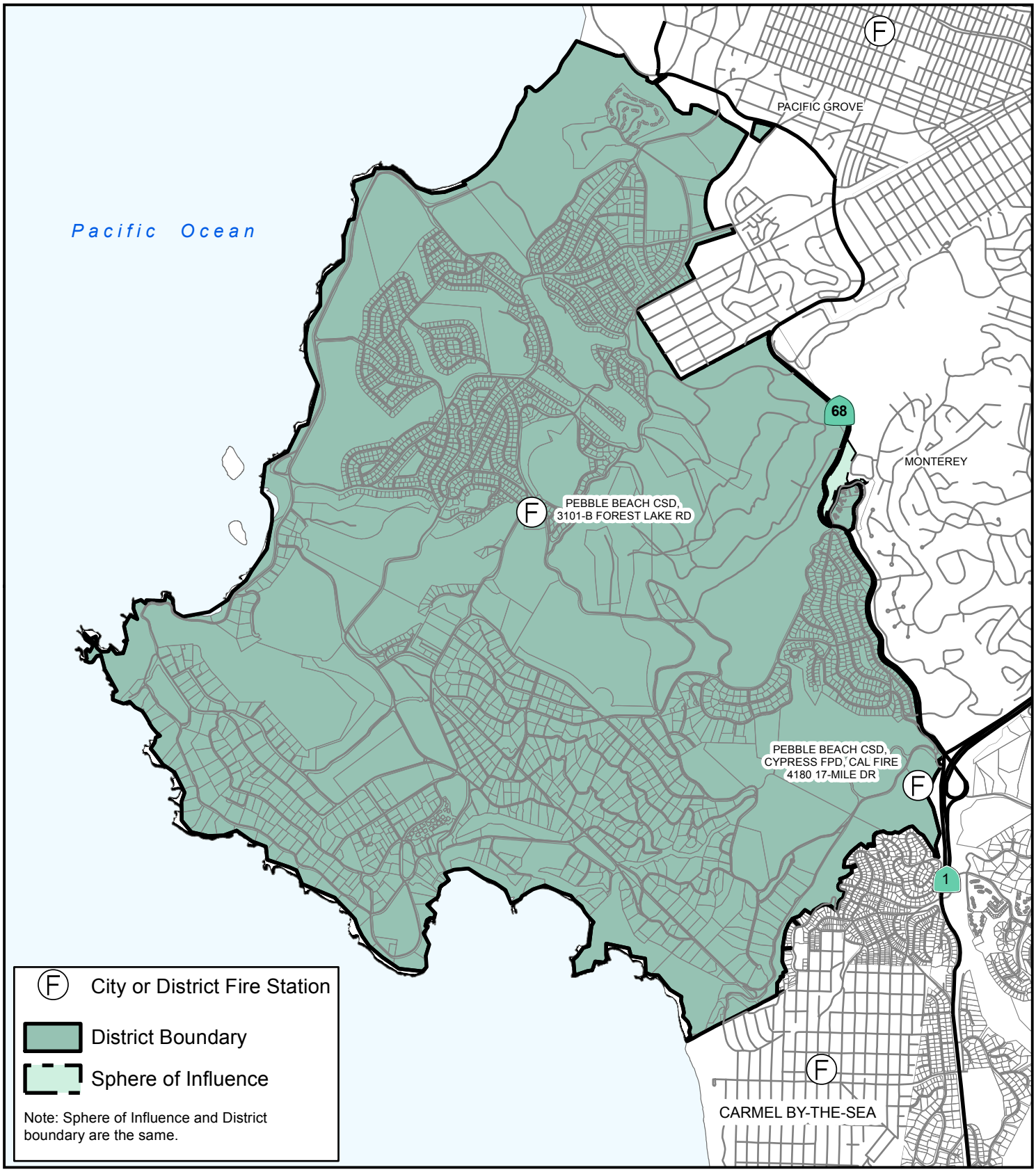
The Pebble Beach Community Services District provides a wide array of services, including fire protection and emergency medical services, to eight square miles. The District budgets over $4 million annually for fire protection and emergency medical services. This allows approximately $954 for each of Pebble Beach's 4,514 residents. The District has financial procedures in place to ensure the preparation of timely agency audits. The District maintains an ISO Rating of 3, the only district in the County to receive a rating above 4. The District provides services through a contract with CAL FIRE, and works closely and cooperatively with the Carmel Highlands and Cypress Fire Protection Districts.

The current report addresses the fire protection and emergency medical services provided by the Pebble Beach Community Services District. It discusses, but does not update, the District's Sphere of Influence. A Sphere update will be provided as part of a future review of all of the services provided by this multi-service district.

BACKGROUND

The Pebble Beach Community Services District is a multi-service special district that was formed in 1982. It currently provides fire protection and emergency medical services, supplemental law enforcement, wastewater collection and treatment, recycled water distribution, the undergrounding of utilities, and garbage collection, disposal and recycling.

Pebble Beach, also referred to as the Del Monte Forest, is a gated seaside community with a residential population of approximately 4,500. Many of the homes in Pebble Beach are used as



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COMMUNITY SERVICES DISTRICTS

PEBBLE BEACH COMMUNITY SERVICES DISTRICT

2012 Municipal Services Review
Map Produced on 10/11/2011

second residences, and the community is a major destination for those seeking quality golfing and oceanfront resorts. These non-residential activities greatly add to the District's emergency response demands. Some growth is anticipated in the District's residential population in coming years, as is an intensification of the resort activities.

OPERATIONS

Fire protection and emergency medical services consume approximately half of the Pebble Beach CSD's annual budget, or approximately $4 million dollars a year. This expenditure level is equal to approximately $954 for each Pebble Beach resident. The District also carries no long-term debt.

The District contracts with the California Department of Forestry and Fire Protection (CAL FIRE) for structural fire protection service. Under the contract CAL FIRE provides fire protection and first-responder emergency medical services personnel and the Pebble Beach CSD provides facilities, equipment and supplies.

The District works closely with two adjacent fire protection districts that are also staffed through CAL FIRE: the Carmel Highlands and Cypress Fire Protection Districts. The residents of these three districts benefit from a sharing of stations, apparatus, and staffing. The arrangement has been formed through cost sharing agreements, without the formality or bureaucracy of a joint powers agreement or consolidation.

The Pebble Beach CSD participates in the statewide mutual aid system and has automatic aid agreements with the Cypress FPD and the City of Monterey Fire Department.

There are two fire stations serving the District. The main Pebble Beach Fire Station located at Forest Lake and Lopez, next to the District Administrative Office, is fully owned by the Pebble Beach CSD. In addition, the District owns 25% equity interest in the Carmel Hill Fire Station located inside the Highway One Gate. The other owners of the station are the Cypress Fire Protection District (25%) and CAL FIRE (50%). The station is strategically located within Pebble Beach to provide regional wildland fire protection as well as structural fire protection within the Pebble Beach and Cypress Districts.

In 2007, the District initiated paramedic service and six of the CAL FIRE-contracted firefighters are now trained as paramedics. This service is designed to deliver advanced life support to residents within four minutes or less after a 911 call at all times of the day and night.

The District receives approximately 700 calls for service a year, excluding calls for mutual and automatic aid. Around 59% of all calls are for emergency medical services. The standard fire or emergency response within Pebble Beach is a fire engine staffed by four firefighters.

The Pebble Beach CSD continues to make improvements to fire safety in the Del Monte Forest. The District currently plans to install an 800,000-gallon water tank in an area that experienced a devastating wildfire 24 years ago. The District has already made numerous upgrades, such as

adding stand-by power to tanks and pump stations, increasing capacity to its lines, and installing hundreds of fire hydrants.

The Pebble Beach CSD Board of Directors is composed of five Members who are elected at-large to four year terms. The Board meets monthly in the Community Room of the Pebble Beach CSD Building. This meeting is usually on the last Friday of the month. The District maintains a website which contains a list of District Directors, budgets, audits, agendas, minutes, and packets for upcoming and past meetings.

SPHERE OF INFLUENCE & BOUNDARIES

The Sphere of Influence of the Pebble Beach Community Services District extends beyond the District boundaries in only one small area: two undeveloped parcels totaling approximately 15 acres adjacent to the Ocean Pines development on the eastern side of Highway 68. The District has indicated that it may pursue the annexation of this area to officially extend fire protection service to this open space area and complete its boundaries. A map of the District's Sphere of Influence and boundaries can be seen at the beginning of this profile.

The current report addresses the fire protection and emergency medical services provided by the Pebble Beach Community Services District. It discusses, but does not update, the District's Sphere of Influence. A Sphere update will be provided as part of a future review of all of the services provided by this multi-service district.

Pebble Beach Community Services District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1982
Legal Authority	Community Services District Law, California Government Code, section 61000 et seq.
Board of Directors	Five Directors elected to four-year terms through at-large elections. If the number of candidates equals the number of eligible seats, or if there are no candidates, the Board of Supervisors shall make these appointments pursuant to Elections Code section 10515.
Agency Duties	Fire Protection and Emergency Medical Services, Supplemental Law Enforcement, Wastewater Collection and Treatment, Recycled Water Distribution, and Garbage Collection, Disposal and Recycling.

General Fund Revenues (For All Community Services Provided)				
	2008-2009		2009-2010	
	Amount	% of Total	Amount	% of Total
Property tax	$8,028,819	95.5%	$8,168,807	94.3%
Fire Service Special Tax	$194,002	2.3%	$194,933	2.3%
Proposition 172 Funds	$143,430	1.7%	$140,719	1.6%
Franchise Fees	$0	0.0%	$81,802	0.9%
Investment Earnings (Loss)	$782	0.0%	$35,580	0.4%
Miscellaneous	$42,503	0.5%	$36,973	0.4%
Revenue total	$8,409,536	100.0%	$8,658,814	100.0%

Source: Pebble Beach CSD, Financial Statements with Independent Auditor's Report, for the Fiscal Years ending June 30, 2010 and 2009: Statement of Revenues, Expenditures and Changes in Fund Balances, Government Funds.

Note: While the chart includes all revenues received by the PBCSD, the general fund amount expended for fire protection and EMS was $4,041,707 in Fiscal Year 2008-09 and $4,304,691 in Fiscal Year 2009-10.

Pebble Beach Community Services District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District Area (est. square miles)	8.3
Population (2010 estimated)	4,514
Assessed Valuation (FY 10-11)	$ 4,476,214,042
Number of Stations	2
Dispatch	CAL FIRE
ISO Public Protection Classification	3
Regular Financial Audits	Annual
Annual Expenditure for Fire Protection and Emergency Medical Services Per Capita (FY 09-10)	$954
Net Assets, Government Activities (June 2010)	$13,483,602
Change in Net Assets, Government Activities (from June 2009 to June 2010)	14%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data, Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from District Audit; Other information from District.

Note: One of the Stations, the Carmel Hill Station, is jointly owned and shared with Cypress FPD and CAL FIRE. Net Assets exclude those held for "Business-type Activities," including Wastewater, Solid Waste, and Reclamation.

Types of Services	
Fire	X
Technical Rescue	X
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	X
Ambulance	-

Pebble Beach Community Services District
Formation, Revenues, Attributes, Types of Service, and Resources

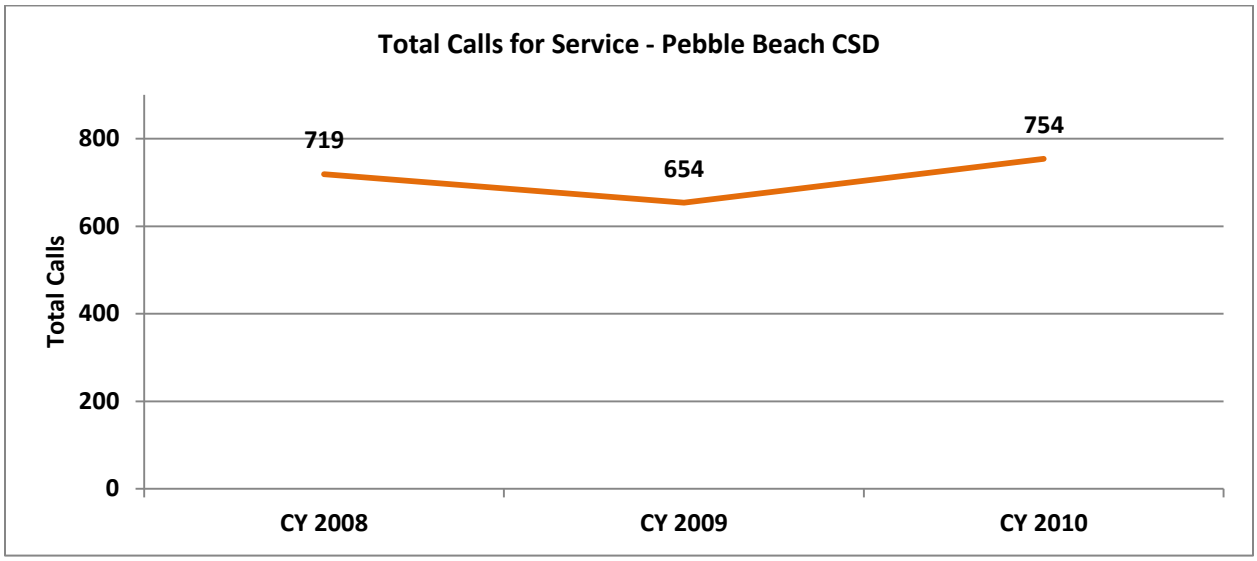
Stations		
Address	**Acquired/Built**	**Condition**
3101 Forest Lake Road, Pebble Beach	1979	Good
4180 17-Mile Drive, Pebble Beach	1995	Good

Apparatus	
Engines	3 Fire Engines (one of which is shared with Cypress FPD)
	1 Fire Engine/Truck
	1 Wildland Fire Engine
Ambulance/Squads/ Rescue	1 Heavy Rescue Vehicle
Utility	2 Fire Prevention Vehicles
	6 Command/Captain Vehicles (shared with Cypress and Carmel Highlands FPDs)

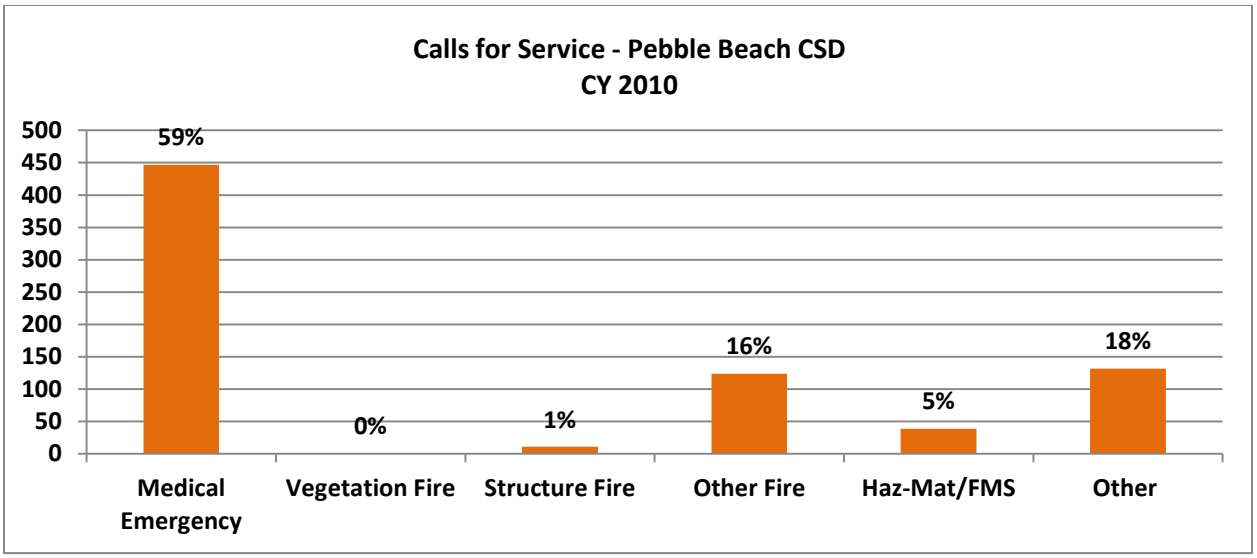
Total Staffing	
Full time fire suppression	29.25
Temporary fire suppression	0
Volunteer / Paid call firefighters	0
Non-safety regular	1.10

CAL FIRE's San Benito-Monterey Unit contractually provides staffing to the Pebble Beach CSD. The full time fire suppression and non-safety regular positions outlined above represent the District's share of funding for full time positions, which are sometimes referred to as "full time equivalents" ("FTEs").

Pebble Beach Community Services District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: CAL FIRE Data.
Note: This table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.



Source: CAL FIRE Data.

L. South Monterey County Fire Protection District

Administrative Office: 2221 Garden Road, Monterey, CA 93940 (CAL FIRE)
Phone: 831/333-2600
Fax: 831/333-2660
Email: rick.hutchinson@fire.ca.gov
Unit Fire Chief: Richard C. Hutchinson, Jr.

SUMMARY

The South Monterey County Fire Protection District provides fire protection and emergency medical services to over 500 square miles of the southern Salinas Valley. South Monterey County FPD serves the largest geographic area of any of the County's fire protection districts. The District also has a large Sphere of Influence and plans are underway to annex large portions of it.

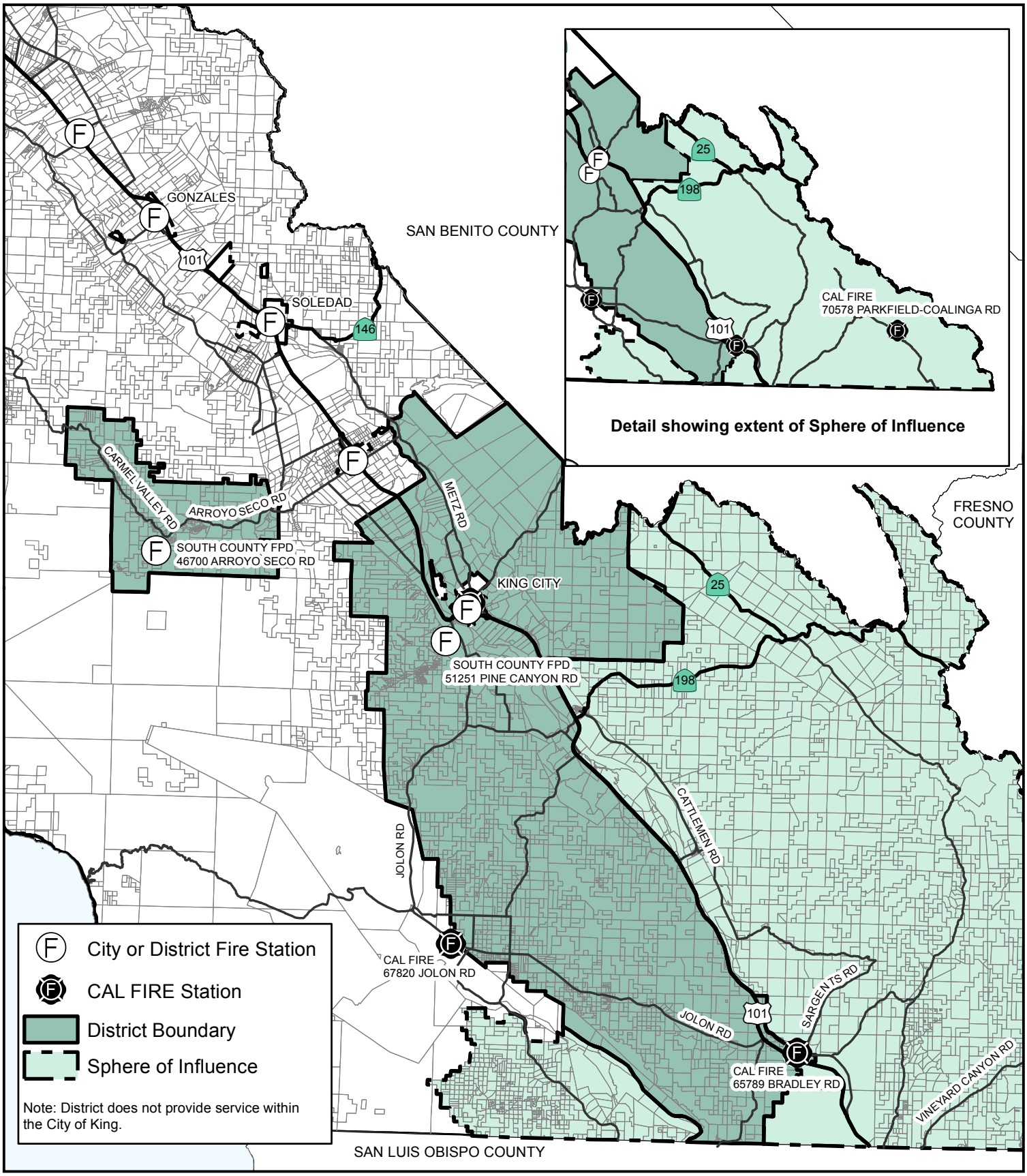
The District cooperatively provides services to its 4,500 residents through a contract with CAL FIRE. Through this contract CAL FIRE provides management and administrative services and a battalion chief who coordinates the Districts volunteer firefighters. The District's annual budget is approximately $450,000, and the District has recently increased its fund balance to almost $900,000. The District is increasing its management capabilities, and updating the strategic plan. The District has financial procedures in place to ensure the preparation of timely agency audits.

The District maintains an ISO Rating to 6 within five road miles of a fire station where there is a credible source of water for firefighting. No expansion of the District's Sphere of Influence is anticipated at this time.

BACKGROUND

The South Monterey County Fire Protection District provides service to a large unincorporated portion of the southern Salinas Valley, including Arroyo Seco, the San Antonio Valley, and the unincorporated area around King City.

County Service Area 61, the predecessor of the South Monterey County FPD, was originally formed in 1971 to provide structural fire protection in the unincorporated area within the King City Union School District boundaries. Over the years, CSA 61 expanded to include the Arroyo Seco and Bradley areas. The CSA was officially dissolved and the South Monterey County FPD formed in 1997. At the time of this formation, the Bryson-Hesperia area was excluded from the new district's boundaries in response to public input.



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FIRE PROTECTION DISTRICTS

SOUTH COUNTY
FIRE PROTECTION DISTRICT

2012 Municipal Services Review
Map Produced on 10/11/2011

The South Monterey County FPD is geographically the largest fire protection district in the County covering over 500 square miles. This area covers large areas of farmland and open areas in the south county area encompassing both Local and State Responsibility Area lands that pertain to wildland fire protection responsibility. The 2010 population has been estimated at 4,513. The District estimates that the population may increase by a third in the next 15 years.

The District is rural and contains little commercial development. The large size of the District, low population density, and low tax rates challenge the District's ability to respond to increasing demands.

OPERATIONS

The South Monterey County FPD increased its fund balance by over 80% in the 24 months between June 2007 and June 2009. At the end of June 2009, the fund balance stood at over $880,000. Within this amount the District maintains two $100,000 designated reserves, one each for buildings and equipment. The only outstanding long-term District debt, for the 2004 purchase of a fire engine, will be retired in 2012.

The South Monterey County FPD receives a relatively small amount of revenue for its area and population. Annual revenues for the District are less than $500,000. This revenue equals approximately $104 per District resident, which is the second lowest per capita revenue figure among fire protection districts. Although over 50% of the District's revenue is derived from property taxes, the District receives less than one cent of each dollar collected by the County for the 1% property tax. Additional revenues are derived from State Proposition 172 funds, and a voter-approved fire suppression fee.

CAL FIRE provides contractual management and administrative services to the District. In Fiscal Year 2011-12, the District increased its contract with CAL FIRE to allow for the services of a battalion chief. The District will pay for 80% of this position with the other 20% being paid through CAL FIRE's new contract with the City of Soledad. This increase will allow the District additional management capabilities. Similar to all CAL FIRE contract local agencies, the District also pays CAL FIRE for accounting, personnel, communications, and mechanical services.

Like many other southern Salinas Valley fire protection agencies, South Monterey County FPD relies on the services of volunteer firefighters for the provision of fire protection and emergency medical services. While CAL FIRE provides management and administrative services to the District, the District's firefighters are all volunteers.

The District's 45 volunteers are allocated to three fire stations: one in the rural area around King City, one in the Arroyo Seco area, and one in Lockwood. The District owns the first two of these stations, and utilized the existing CAL FIRE station in Lockwood for the co-location of firefighting apparatus. The District is currently in negotiations to purchase property in the Lockwood area to construct a new District station.

The District maintains an ISO Public Protection Classification of 6 for properties within five miles of a station when there is a credible source of water for firefighting. The District participates in mutual aid throughout the State. Firefighters are trained to the Emergency Medical Technician (EMT) level, so that basic life support can be provided.

The South Monterey County FPD has begun the process of updating the strategic plan. The District's Fiscal Year 2011-12 budget includes funding for the continued coordination of this process by Citygate Associates, a private consulting firm specializing in fire protection service and strategic planning.

The South Monterey County FPD is run by a five-person Board of Directors whose Members are appointed to four-year terms by the County Board of Supervisors. The Board meets every other month at the Pine Canyon Fire Station. The District does not maintain a website.

SPHERE OF INFLUENCE & BOUNDARIES

The South Monterey County FPD is primarily surrounded by open space lands that are within Federal or State Responsibility Areas. Beyond the District's boundaries, the Sphere of Influence contains all of the area east to the County line, and to the southwest in the Bryson-Hesperia area. This Sphere is estimated to contain approximately 870 square miles. A map of the District's Sphere of Influence and boundaries can be seen at the beginning of this profile. No changes are anticipated in the District's Sphere of Influence.

The Sphere of Influence contains residential enclaves which would benefit from fire protection service. The District has been contacted by citizens in some of these areas who are interested in annexation. Among those interested are members of the San Ardo Fire Company who are exploring the possible annexation of this 500-person community to the District. The District has budgeted $30,000 in the current year to pursue annexations within the existing Sphere of Influence.

In the future, the District may be reduced in size, as portions of the District are annexed to the City of King. In some cases these District detachments may cause a financial hardship to the District. An existing LAFCO policy discourages proposals causing adverse financial impacts on the provision of government services. This policy may support financial mitigation to compensate for future District detachments.

South Monterey County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1997
Legal Authority	Fire Protection District Law of 1961, Health & Safety Code, section 13800 et seq.
Board of Directors	Five Directors appointed to four-year terms by the Monterey County Board of Supervisors
Agency Duties	Fire Protection / Emergency Medical Services

District Revenues				
	2007-2008		2008-2009	
	Amount	% of Total	Amount	% of Total
Property tax	$224,021	53.1%	$246,534	52.7%
Use of Money & Property (Interest)	$21,875	5.2%	-$13,093	-2.8%
Aid from Other Government Agencies (Proposition 172 Fund, Homeowner's Property Tax Relief, and Measure A)	$101,763	24.1%	$92,227	19.7%
Other Revenue	$25,630	6.1%	$62,208	13.3%
Fire Suppression Assessment Fee	$48,237	11.4%	$79,981	17.1%
Revenue total	$421,526	100%	$467,857	100%

Source: South Monterey County FPD, Financial Statements and Supplementary Information, June 30, 2009 and 2008, Statement E: Statements of Revenues, Expenditures and Changes in Fund Balances – Government Funds.

South Monterey County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District area (est. square miles)	508.7
Population (2010 estimated)	4,513
Assessed Valuation (FY 10-11)	$1,152,298,237
Number of stations	2
Dispatch	CAL FIRE
ISO Public Protection Classification:	
Within 5 miles of a Station and with a Credible Source of Water	6
Without a Credible Source of Water	9
Regular Financial Audits	Biennial
Annual Revenue Per Capita (FY 08-09)	$104
Average Portion of County 1% Property Tax Received	1¢/$1
Ending Total Fund Balance (June 2009)	$880,229
Change in Total Fund Balance (from June 2007 to June 2009)	82%
Total Fund Balance/Annual Revenue Total (FY 08-09)	188%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data, Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from District Audit; Other information from District.

Types of Services	
Fire	X
Technical Rescue	X
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	-
Ambulance	-

South Monterey County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources

Stations		
Address	**Acquired/Built**	**Condition**
51251 Pine Canyon Road, King City	1985	Good
46700 Arroyo Seco Road, Greenfield	2007	Excellent
Lockwood (CAL FIRE)	Approx. 1955	Fair

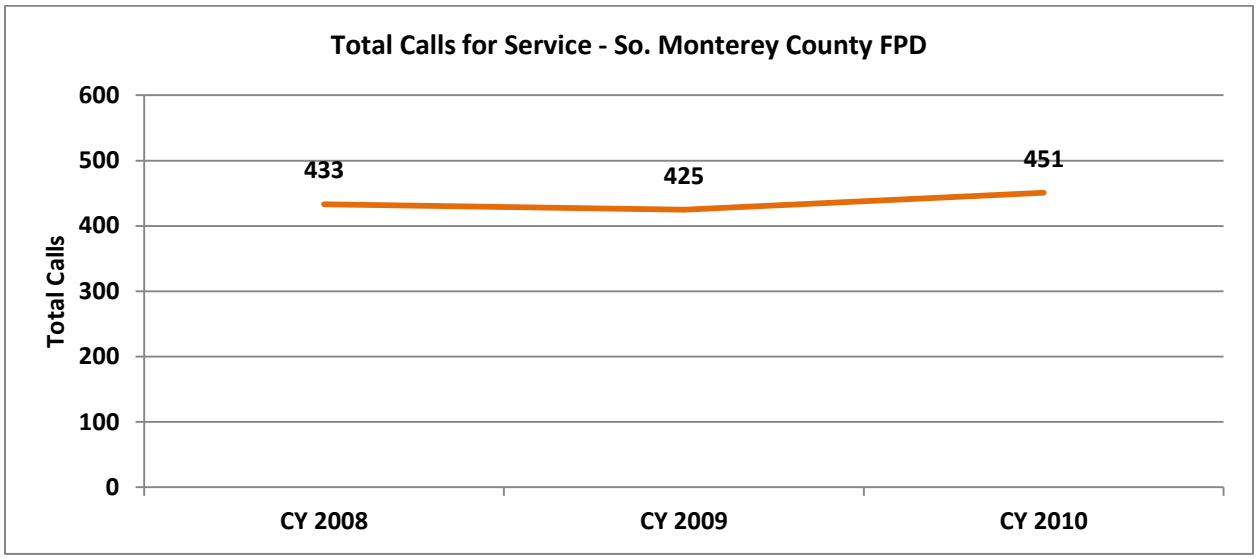
The SMCFPD owns and operates the Pine Canyon and Arroyo Seco Stations, and co-locates equipment at the CAL FIRE Lockwood Forest Fire Station.

Apparatus	
Engines	Two Type I Fire Engines
	Two Type III Fire Engines
Ambulance/Squads/ Rescue	Two Rescue Vehicles
Utility	One Type IV Patrol

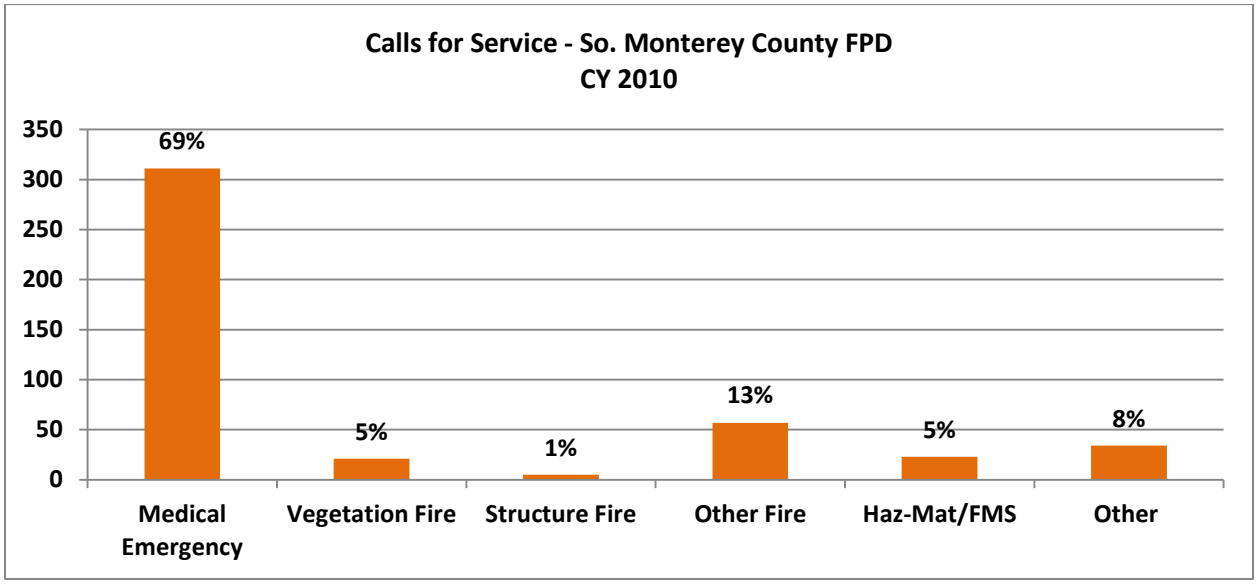
Total Staffing	
Full time fire suppression	0.8
Temporary fire suppression	0
Volunteer / Paid call firefighters	45
Non-safety regular	0.44

CAL FIRE's San Benito-Monterey Unit contractually provides staffing to the South Monterey County FPD. The full time fire suppression and non-safety regular positions outlined above represent the District's share of funding for full time positions, which are sometimes referred to as "full time equivalents" ("FTEs").

South Monterey County Fire Protection District
Formation, Revenues, Attributes, Types of Service, and Resources



Source: CAL FIRE Data.
Note: This table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.



Source: CAL FIRE Data.

M. Spreckels Community Services District (Fire Protection and Emergency Medical Services Only)

District:	P.O. Box 7432, Spreckels, CA 93962
Phone:	831/540-5653
Email:	sassiesmiles@yahoo.com
President:	Jim Riley
Volunteer FC:	P.O. Box 7247, Spreckels, CA 93962 (Spreckels Volunteer Fire Company) 38 Spreckels Blvd., Spreckels, CA 93962
Phone:	831/455-2211
FAX:	831/455-2218
Website:	http://www.spreckelsfire.com/Home.html
Chief:	Rich Foster

SUMMARY

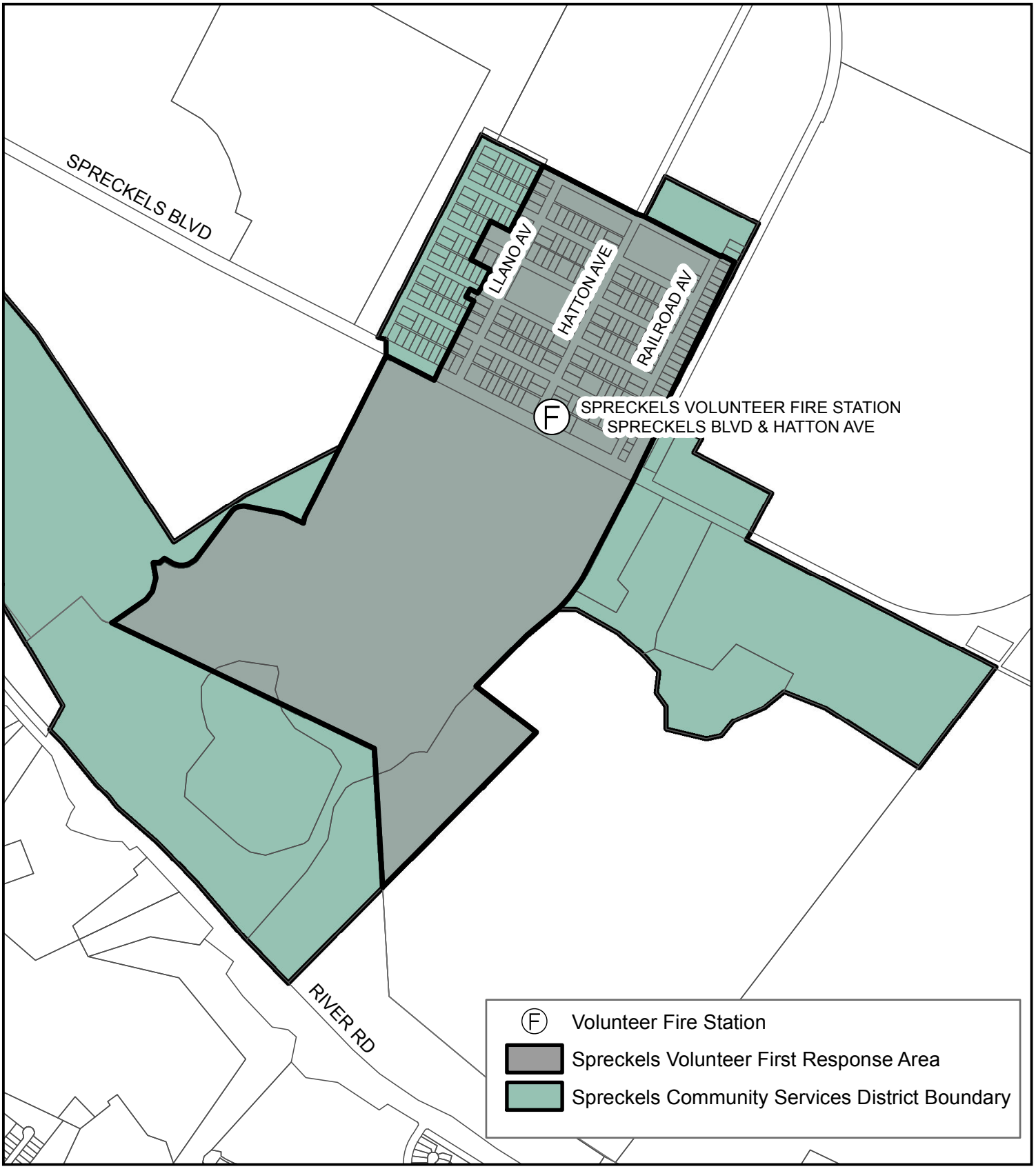
The Spreckels Community Services District dedicates approximately half of its revenues to the provision of fire protection and emergency medical services. In Fiscal Year 2008-09, the last year for which an audit is available, the District spent a total of $123,494 of which $71,220 was for fire protection service and fire department expense. These funds are used to directly support the Spreckels Volunteer Fire Company which was founded in 1898. The area served by the volunteers is approximately one-third of a square mile and contains a population of approximately 673. The area served by volunteer firefighters is a portion of the Community Services District boundaries. The Volunteers maintain an automatic aid agreement with the Monterey County Regional FPD and have an ISO Rating of 6 within five road miles of a fire station where there is a credible water source for fighting fires.

The current report addresses the fire protection and emergency medical services provided by the Spreckels Community Services District. It discusses, but does not update, the District's Sphere of Influence. A Sphere update will be provided as part of a future review of all of the services provided by this multi-service district.

BACKGROUND

The Spreckels Community Services District was formed in 1986 following the dissolution of County Service Area 40. The District provides a range of services to the historic unincorporated community of Spreckels. Services provided include fire protection and emergency medical services, street lighting, the collection and disposal of garbage, and storm drain maintenance.

The District has contractually provided fire protection service through the Spreckels Volunteer Fire Company since 1991. The Volunteers were founded in 1898 and maintain a single fire station within the community.



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COMMUNITY SERVICES DISTRICTS

SPRECKELS COMMUNITY SERVICES DISTRICT

2012 Municipal Services Review
Map Produced on 2/24/2012

OPERATIONS

The District's capital assets consist of a storm drainage system valued at $472,110 prior to depreciation, and $253,759 after accumulated depreciation. The District also had unrestricted assets total $127,009 and carries no long-term debt.

In Fiscal Year 2008-09, the District spent $71,220 for fire protection service and fire department expenses out of $123,494 in total expenses. Funds for fire protection expenses are directly used to support the Spreckels Volunteer Fire Company. While the District schedules audits annually, the audit for Fiscal Year 2008-09 was the most recent provided to LAFCO in the preparation of this report.

The Volunteer Company accepts volunteers who live within the District and the surrounding area. The Company has five officers and seventeen firefighters. Emergency calls are transmitted directly from the County Communications System to beepers carried by the firefighters. Firefighters respond by first driving to the Spreckels station and then to the fire. Data from County Emergency Communications indicates that the Volunteer Company annually receives between 30 and 40 primary response calls for service. If calls for mutual and automatic aid were included, the annual number of calls would increase to between 50 and 60.

The Volunteer Company also proudly participates in historic fire musters throughout California. Musters include events such as hose cart races, hand pumper competitions, and bucket brigades.

The Spreckels Community Services District covers a larger area than that served by the Spreckels Volunteer Fire Company. The core 191± acres of this historic community, with a population of approximately 536, are served by the Volunteer Company. The Community Services District itself covers 439± acres, with a population of 673 in 2010.

The portion of the Community Services District that is not within the Volunteers' first responder boundaries is served by the Monterey County Regional Fire Protection District. These include a subdivision of approximately 75 homes constructed west of downtown in the mid-2000's, the Tanamura & Antle agricultural facility, and the northern half of the Spreckels Elementary School site. (The boundaries of the first response area and the Community Services District are shown in the map on the previous page.) Because of the automatic aid agreement, the Monterey County Regional FPD responds equally to calls for service within all of Spreckels.

The Spreckels Community Services District Board of Directors is composed of five Directors elected at-large to four-year terms. The Board regularly meets on the second Tuesday of the month. The District does not maintain a website, although the Volunteer Fire Company maintains a site with information about firefighting within Spreckels. No information on District Directors or meetings is listed on this website.

SPHERE OF INFLUENCE & BOUNDARIES

No changes are anticipated in the boundaries of the Spreckels Volunteer Fire Company. The boundaries served by the Volunteers are shown in the map at the beginning of this profile.

The current report addresses the fire protection and emergency medical services provided by the Spreckels Community Services District. It discusses, but does not update, the District's Sphere of Influence. A Sphere update will be provided as part of a future review of all of the services provided by this multi-service district.

Spreckels Community Services District
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1986
Legal Authority	Community Services District Law, California Government Code, section 61000 et seq.
Board of Directors	Five Directors elected to four-year terms through at-large elections
Agency Duties	Fire Protection / Emergency Medical Services / Wastewater / Street Lighting / Garbage Collection and Disposal / Storm Drain Maintenance

District Revenues (for all Community Services Provided)				
	2008-2009 audit		2009-2010 budget	
	Amount	% of Total	Amount	% of Total
Property taxes	$25,995	24.9%	$25,500	11.3%
Fire Protection Funding (Prop 172)	$36,674	35.1%	$45,000	20.0%
Fire Protection User Fees	$36,874	35.3%	$40,000	17.7%
Homeowners' Property Tax Relief	$146	0.1%	-	-
Interest	$4,810	4.6%	-	-
Fund Balance	-	-	$115,000	51.0%
Revenue total	$99,689	100.0%	$225,500	100.0%

Source: Spreckels Community Services District, Financial Statements, June 30, 2009, Statement of Revenues, Expenditures and Changes in Fund Balance – Budget and Actual – Government Fund, and Spreckels Community Services District 2010/2011 Budget. No audit was received by LAFCO for the 2009-10 fiscal year. While the above chart includes all revenues received by the Spreckels CSD, the amount expended for fire protection, as shown in the Statement of Activities, was $71,220 in Fiscal Year 2008-09.

Spreckels Community Services District
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District Area (est. square miles):	
• Within Volunteer Fire Service Area	0.3
• Within Entire District	0.7
Population (2010 estimated):	
• Within Volunteer Fire Service Area	536
• Within Entire District	673
Assessed Valuation (FY 10-11)	N/A
Number of Stations	1
Dispatch	County
ISO Public Protection Classification:	
Within 5 miles of a Station and with a Credible Source of Water	6
Without a Credible Source of Water	9
Regular Financial Audits	Annual
Annual Fire Revenue Per Capita Within Fire Service Area (FY 08-09)	$137
Ending General Fund Balance (est. June 2009)	$265,768
Change in General Fund Balance (est. from June 2008 to June 2009)	-30%

Source: District area estimated utilizing County of Monterey GIS Data; Population estimated utilizing 2010 U. S. Census Data, Assessed Valuation and Portion of County Property Tax Received are from County of Monterey Auditor-Controller's Office; Fund Balance Information from District Audit; Other information from District.

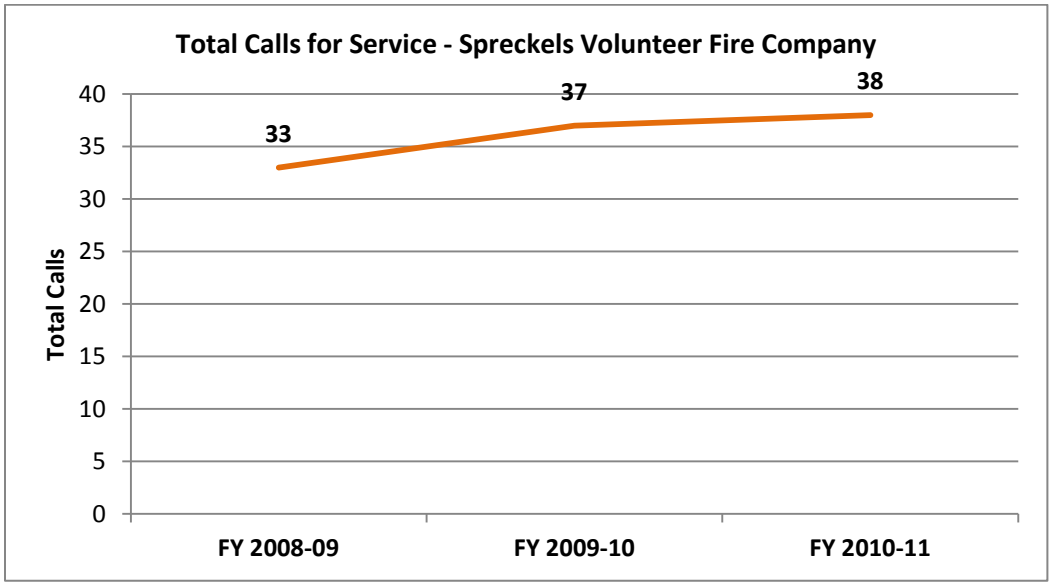
Types of Services	
Fire	X
Technical Rescue	-
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	-
Ambulance	-

Station		
Address	Acquired/Built	Condition
38 Spreckels Blvd., Spreckels	1980s (Historic Portion – 1900s)	Good

Spreckels Community Services District
Formation, Revenues, Attributes, Types of Service, and Resources

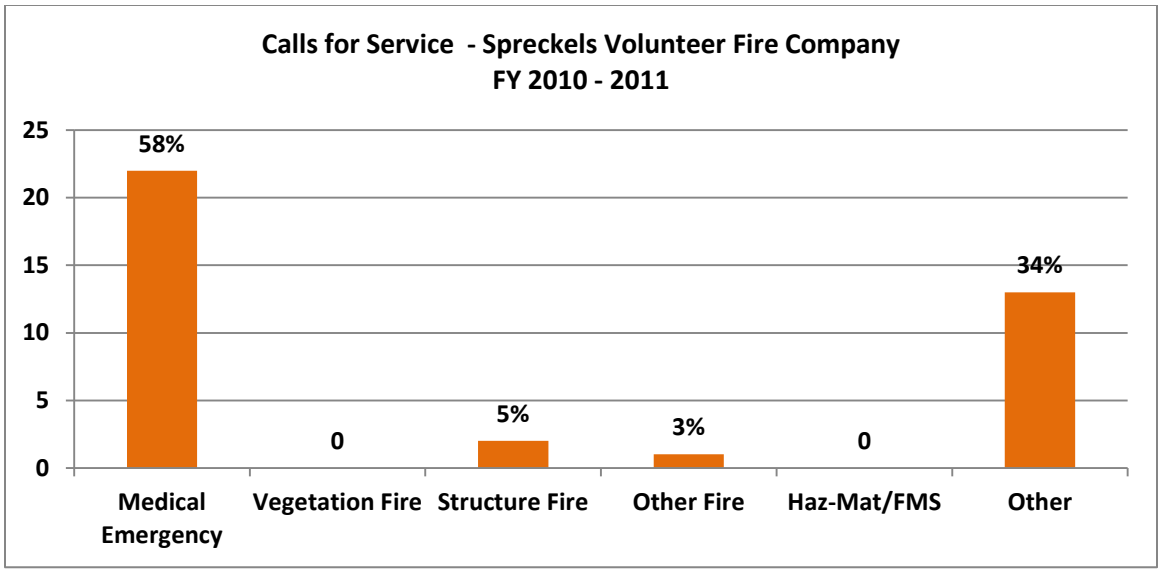
Apparatus	
Engines	2 Type I Fire Engines
Utility	2 Antique Apparatus

Total Staffing	
Full time fire suppression	
Temporary fire suppression	
Volunteer / Paid call firefighters	22
Non-safety regular	



Source: County Department of Emergency Communications (911 System) Data.

Note: This table tabulates calls referred to the District for primary response. Additional calls are referred - and responded to - for mutual and automatic aid.



Source: County Department of Emergency Communications (911 System) Data.

N. County Service Area 74
(Monterey County Emergency Medical Services)

Address:	1270 Natividad Road, Salinas, CA 93906 (Monterey County EMS Agency)
Phone:	831/755-5013
Fax:	831/455-0680
Email:	schmittke@co.monterey.ca.us
Website:	www.mtyhd.org/index.php?option=com_content&view=section&id=20&Itemid=209&lang=en (Monterey County Health Department, Emergency Medical Services Agency)
E.M.S Director:	Kirk Schmitt

SUMMARY

County Service Area 74 is a funding mechanism to support the provision of ambulance and other emergency medical services throughout all of Monterey County. Taxation within this countywide service area was approved by the voters in 1989 and again in 2000. Approximately $1.6 million in annual tax revenues allow this CSA to provide stability to the countywide ambulance and emergency medical service system. Audits of this agency are contained in the overall audits conducted for the County. There are no plans to expand the Sphere of Influence of this countywide County Service Area.

BACKGROUND

In 1988, Monterey County voters approved Measure A, an advisory measure supporting the establishment of a countywide paramedic emergency medical services program. Subsequent to Measure A, LAFCO adopted Resolution 89-8 which formed CSA 74 "with the purposes of providing ambulance service, including the emergency medical services (EMS) system pursuant to Division 2.5 of the California Health and Safety Code." The Countywide EMS program would be responsible for providing advanced life support in response to emergency calls originating within the County. The 1996 passage of Proposition 218 required that the issue be returned to the voters for approval of the benefit assessment which occurred in March 2000. The Paramedic Emergency Medical Services Special Tax is now assessed at $12.00 per service unit[14] on every parcel in the County. This is maximum assessment set by the Board of Supervisors through a 2000 public hearing process.

[14] Monterey County Code Section 15.29.055 defines the amount of "service units" per type and use of parcels. A single family dwelling equals one service unit.

District Boundary
(COUNTY-WIDE)

Note: The Sphere of Influence and District boundary are the same.

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COUNTY SERVICE AREAS

COUNTY SERVICE AREA # 74

EMERGENCY MEDICAL SERVICES

2012 Municipal Services Review
Map Produced on 10/11/2011

OPERATIONS

County Service Area 74 provides funds for the operation of the County's Emergency Medical Services Agency and related programs. The County EMS Agency plans, coordinates, and evaluates the various elements of the countywide paramedic system. While all California counties have a local emergency medical services agency (LEMSA), only a few have voter-approved assessments supporting them. This funding adds stability to the Monterey County agency and allows for the provision of many free or low-cost services to the public and participating agencies. The Monterey County EMS system includes over 100 participating agencies including ground and air ambulance providers, hospitals, law enforcement and fire agencies, community colleges, American Red Cross chapters, and the American Heart Association.

The California Emergency Medical Services Authority provides statewide coordination and leadership for the planning, development, and implementation of local EMS systems. This State agency reviews and approvals the Monterey County EMS Plan to ensure compliance with the State minimum standards.

The primary responsibility of the EMS Agency is to contract for, and monitor, ambulance services. The primary ambulance provider for Monterey County is American Medical Response-West (AMR) which operates under a service agreement with the County. AMR is contractually responsible to provide primary service to the entire County except within the boundaries of the City of Carmel-by-the-Sea, the Carmel Valley portion of the Monterey County Regional Fire Protection District, and Fort Hunter Liggett. Each ambulance is to be staffed with at least one paramedic and one emergency medical technician.

AMR operates on fees for service that are paid by those served and their insurance companies. The only subsidy AMR receives from the EMS Agency is for the provision of coverage to three distant areas: Cachagua, San Lucas, and Cambria. In these areas, the EMS Agency provides a subsidy of $1,000 per call pursuant to peripheral provider agreements. These areas are contractually served by Carmel Valley Ambulance[15], San Luis Ambulance, and the Cambria Community Healthcare District.

In addition to paramedic ambulances, CSA 74 provides funding for programs that:

1. Make EMS training available for pre-hospital care personnel;

2. Provide funding to train, certify, and recertify emergency medical 9-1-1 dispatchers, first responders and mobile intensive care nurses, and to equip first responder vehicles with appropriate medical equipment;

3. Expand and upgrade the specialized medical radio communications system equipment and operators;

[15] Provided by the Monterey County Regional FPD.

4. Provide financial assistance to designated Advanced Life Support base hospitals, and

5. Provide necessary staffing and support to the EMS Agency.

The County EMS Agency has two main funding sources: the CSA special tax and a portion of the "Maddy" funds received by the County. The CSA produces approximately $1,600,000 in annual revenues. In the County's Fiscal Year 2011-12 budget, $935,000 from CSA 74 goes directly to the County EMS Agency, $300,000 is reserved for the development of a trauma plan, and $327,000 is disbursed to first responders.[16]

In Fiscal Year 2011-12, the County anticipates approximately $1.25 million in revenue through the State Maddy program. $191,000 of this amount is to be directly transferred to the EMS Agency. The majority of Maddy funds are used to reimburse physicians and hospitals for providing unreimbursed indigent services and unreimbursed emergency medical care. State Maddy funds are derived from fees levied on specific types of traffic violations collected by the courts. The State budget crisis may result in a drop in Maddy funds in coming years.

Changes have been made in the distribution of CSA 74 funds in the past year. In 2010, the Macias Consulting Group performed an operational audit of the EMS Agency. One of the report's recommendations was for the EMS Agency to "establish (with participation from its stakeholders) a formula-based model for distributing CSA 74 reserve funds for EMS mission related activities."

Following this recommendation, the County established a minimum contingency of $1.5 million to be held in the CSA 74 fund. This minimum contingency was calculated to allow the County to assume the duties of the primary ambulance provider if necessary. The remaining $2.0 million in CSA 74 monies was distributed to participating first responders according to a formula factoring in the annual number of emergency medical calls, population, and assessed valuation. These funds can be used for EMS training and equipment. Following this initial distribution the EMS Agency will distribute surplus funds to participating agencies on an annual basis.

With the distribution of CSA 74 funds to 27 first responders, the EMS Agency will no longer provide direct or indirect EMS training but will continue to monitor and certify EMS training. Jurisdictions receiving CSA 74 funds will be required to maintain training and equipment records to facilitate the Agency's monitoring of program compliance.

Fire chiefs contacted during the preparation of this report expressed satisfaction with the approach that CSA 74 was now taking to support the countywide provision of emergency medical services.

Most incidents involving the possibility of a serious injury are responded to by both a fire engine and an ambulance. Some fire protection agencies arrive at the scene with emergency medical technicians who can provide basic life support, while others are staffed with paramedics capable

[16] A total of $3.2 million is budgeted in CSA 74 in Fiscal Year 2011-12. This amount includes almost $1.7 million from the fund balance. Expenditures include funding a $1.5 million reserve.

of providing advanced life support. Ambulances respond with advanced life support and the ability to transport the victim to a hospital. The provision of advanced life support by firefighters was supported by the 2009 Monterey County Grand Jury which stated that "fire service is the optimal choice for providing pre-hospital emergency care services." It determined that the fire service is best positioned to arrive on-site quickly to stabilize the patient and prepare for transport. After reviewing the Grand Jury's comments and searching the literature, Dr. James Stubblefield, the EMS Agency Medical Director, disagreed and concluded that the best systems are two-tiered: first with basic life support and then with paramedic ambulance service.

The Monterey County Emergency Medical Services Agency anticipates major nationwide changes in the delivery of medical services in the next few years. One change that the County is actively pursuing is the designation of one local hospital as a Level II Trauma Center. A trauma center is a hospital equipped to provide comprehensive emergency medical services to patients suffering traumatic injuries. Currently, the majority of trauma patients are air-transported to trauma centers in Santa Clara or Fresno Counties. Other changes to the County's EMS system are likely to involve health care reform legislation and the increased use of electronic health records. The ambulance contract with AMR, if it is extended by the County, will expire no later than 2019. By then, fires responders may have implemented a new model in emergency response.

As a county service area, CSA 74 is governed by the County Board of Supervisors. The Monterey County Board of Supervisors meet most Tuesdays of the year. Board agendas, minutes, and packets are contained on the County's website. The County Emergency Medical Services Agency maintains a website that contains information on upcoming advisory committee meetings as well as scheduled EMS trainings.

SPHERE OF INFLUENCE & BOUNDARIES

The Sphere of Influence and boundary of County Service Area 74 contain all parcels within Monterey County, as is shown in the map at the beginning of this profile. No Sphere of Influence or boundary changes are therefore anticipated.

County Service Area 74 (Emergency Medical Services)
Formation, Revenues, Attributes, Types of Service, and Resources

District Formation and Duties	
Formation Date	1989
Legal Authority	County Service Area Law, Government Code, section 25210 et seq., and Monterey County Code, chapter 15.29 – County Service Area: Ambulance Service Charges.
Board of Directors	The County Service Area is a County-dependent special district directly governed by the Monterey County Board of Supervisors.
Agency Duties	Emergency Medical Services

CSA 74 Adopted Budget				
	2009-2010		2010-2011	
	Amount	% of Total	Amount	% of Total
Taxes	$1,550,000	99.0%	$1,550,000	98.4%
Use of Money & Property	$15,000	1.0%	$25,000	1.6%
Revenue total	$1,565,000	100.0%	$1,575,000	100.0%

Source: County of Monterey Recommended Budgets, Fiscal Years Ending June 30th 2012 and 2011: Ambulance Service Unit 8108 – Fund 092.

Note: While County Service Area 74 is included within the County of Monterey's Comprehensive Annual Financial Report the revenues for all County Service Areas are reported as if they were a part of the County because the Monterey County Board of Supervisors also serves as the governing board of each of the CSAs. For this reason the above chart utilizes the County's adopted budget.

County Service Area 74 (Emergency Medical Services)
Formation, Revenues, Attributes, Types of Service, and Resources

Attributes	
District Area (estimated square miles)	3,771
Population (2010 estimated)	415,057
Assessed Valuation (FY 10-11)	$48,490,639,348
Number of Stations	N/A
Dispatch	Contract Ambulance Provider
ISO Public Protection Classification	N/A
Regular Financial Audits	County's Comprehensive Annual Financial Report
Annual Revenue Per Capita (estimated FY 10-11)	$4
Average Portion of County 1% Property Tax Received	0¢/$1
County Approved Minimum Reserve	$1,500,000

Source: District area estimated utilizing County of Monterey GIS Data; Population of Monterey County from 2010 U. S. Census Data, Assessed Valuation is from County of Monterey Auditor-Controller's Office; County Approved Minimum Reserve is from Board of Supervisors Action; Other information from Monterey County Emergency Medical Services.

Types of Services	
Fire	-
Technical Rescue	-
Basic Life Support (EMT)	X
Advanced Life Support (Paramedic)	X
Ambulance	X

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APPENDIX

A. Acknowledgements

The information contained in this Municipal Service Review and Sphere of Influence Update has been obtained from many sources. Officials from cities, special districts, the County, and the State provided assistance and support in preparing this Review and Update. The directors, chiefs, and staff of these agencies completed surveys, met to discuss services and boundaries, answered our questions over the phone and through email, and provided audits, budgets, strategic plans, and other documents. LAFCO received most of the information in this report through the verbal and written information provided by these officials.

LAFCO was also able to obtain valuable information on State and agency websites and through the public media. LAFCO's earlier 2005-2007 Municipal Service Reviews were reviewed to provide background information. Population estimates for special districts were calculated from 2010 U. S. Census data.

B. Fire Protection and Emergency Medical Service Providers

In Monterey County, fire protection and emergency medical services are provided by a network of Federal, State, and local agencies and by volunteer organizations. Following is a summary of the major components of this network:

CITIES

Except for the City of Greenfield, all Monterey County cities provide fire protection and emergency medical services to their residents. The Cities of Gonzales, King, Marina, Monterey, Salinas, and Seaside provide these services through their own municipal fire departments. The Cities of Carmel-by-the-Sea, Del Rey Oaks, Pacific Grove, and Sand City contractually provide these services through another city. The City of Soledad recently contracted with CAL FIRE to provide fire protection service within the City and the surrounding Mission Soledad Rural FPD. Fire Protection service within Greenfield is the responsibility of the Greenfield Fire Protection District, which provides services to residents of the City as well as the surrounding rural area. The boundaries of these cities can be seen in Map ES-1 (page 2). Reviews of fire and other services provided by Monterey County's cities were completed in 2010 and 2011. The Spheres of Influence of cities were updated at the same time.

SPECIAL DISTRICTS

Thirteen special districts provide fire protection and emergency medical services within the County: ten fire protection districts, two community services districts, and one airport district. In addition, County Service Area 74 provides support to the emergency medical services system

throughout the County. These districts are the subject of this report. Their boundaries are shown on Map ES-1 (page 2).

VOLUNTEER FIRE BRIGADES & COMPANIES

The County has five volunteer fire brigades or companies. Two of these companies, the Cachagua and Spreckels Volunteer Fire Companies, work with geographically overlapping special districts, and are supported by tax monies generated through these districts. The other three volunteer groups, the Mid-Coast Volunteer (Palo Colorado) Fire Company, the Big Sur Volunteer Fire Brigade, and the San Ardo Volunteer Fire Company, rely primarily on donations from the community. In addition, several cities and districts provide fire protection service primarily through the service of volunteers. These volunteer oriented agencies include the cities of Gonzales and King, and the Greenfield and South Monterey County FPDs. The service areas of these volunteer fire brigades and companies are illustrated in Map ES-1 (page 2).

AMBULANCE SERVICE

Ambulance service is provided throughout the County through the coordination of the County's Emergency Medical Services (EMS) Agency. The EMS Agency contracts for ambulance service throughout the County. The City of Carmel-by-the-Sea and the Monterey County Regional Fire Protection District provide this service within the City and the boundaries of the former Carmel Valley Fire Protection District. The U. S. Army is responsible for this service within Fort Hunter Liggett. A private firm, American Medical Response-West (AMR), contractually provides this service throughout the remainder of the County. Air ambulance services are also available throughout the County when transport to a regional trauma center outside the County is required. While no trauma center currently exists in the County, the County Health Department is pursuing this designation for a local hospital.

STATE SERVICES

The California Department of Forestry and Fire Protection (CAL FIRE) is responsible for fire protection within the County's privately-owned wildlands. This area, called the "State Responsibility Area," covers forest and grasslands that are outside of city boundaries and totals over 2,000 square miles. (The boundaries of the State Responsibility Area are shown in Map ES-2 (page 3).) In parts of the State Responsibility Area, CAL FIRE is the only firefighting resource and is frequently called to provide service beyond its strict obligation to control wildfires. In approximately half of Monterey County's State Responsibility Area, CAL FIRE personnel complement the structural firefighting service provided by a local district. CAL FIRE also provides contractual fire protection and emergency medical services to six special districts and one city in the County, and provides emergency communication services to several others.

State firefighting and emergency medical services are provided at the Correctional Training Facility (CTF) in Soledad. This unit provides service within CTF and the adjacent Salinas Valley State Prison.

FEDERAL SERVICES

The Federal government owns large tracts of land in Monterey County. These holdings include forest, open space and park land, and military installations. The U. S. Forest Service is responsible for forest fighting within the Los Padres National Forest which contains over 500 square miles inland from the Big Sur coast. Three military installations maintain their own fire protection departments: Camp Roberts, Fort Hunter Liggett, and the Presidio of Monterey (for the portions of the former Fort Ord that are still occupied by the Army). The National Parks Service is responsible for fire protection at the Pinnacles National Monument and the Salinas River National Wildlife Refuge. The boundaries of the Federal Responsibility Area are included in Map ES-2 (page 3).

The Federal and State firefighting agencies frequently agree to "swap" areas of wildland fire protection. In this way, the U. S. Forest Service has accepted most of the coastal State Responsibility Area as a Federal Direct Protection Area. Reciprocally, CAL FIRE has accepted Federal Responsibility Areas on the western side of the Salinas Valley as State Direct Protection Areas. CAL FIRE also covers Bureau of Land Management land within Fort Ord in exchange for the BLM providing protection within State Responsibility Areas in other areas.

C. Description and Sources of Data

In most sections of this report, the source of data is explicit. Below are explanations of some of the sources.

CALLS FOR SERVICE

Information on the number and type of calls for service was obtained from data provided by the Monterey County Department of Emergency Communications and CAL FIRE's San Benito-Monterey Unit. This data is broken down into the following categories provided by CAL FIRE: Vegetation Fire, Structure Fire, Other Fire, Medical, Hazardous Materials Response/Fire Menace Standby (HazMat/FMS), and Public Service/Other. Within this categorization injury accidents, including vehicle injury accidents, are categorized as "Medical." Vehicle fires are categorized as "Other Fire."

Fire protection agencies respond to more calls than listed in the County and CALFIRE data. This is because the available data does not include referrals made to agencies for mutual aid and automatic aid.

ISO RATING

One of the attributes listed for each agency in this report is the ISO Public Protection Classification. This rating is issued by the Insurance Services Office, Inc. ISO's Public Protection Classification Service gauges the capability of a local fire agency to respond to structure fires. ISO collects information on a community's public fire protection and analyzes the data using a fire suppression rating schedule. ISO then assigns a Public Protection

Classification from 1 to 10, with "1" representing the best public protection and "10" indicating no recognized protection. A low density rural area usually receives a lower rating than an urban area due to the longer response rates.

Frequently ISA assigns two ratings for an agency. The first is for properties with a credible source of water for firefighting. The second rating is for properties lacking a hydrant or other credible water source. Additionally, properties more than five road miles from a fire station typically receive a rating of 10. The ISO rating is provided to property insurance companies who use it as a basis for determining property insurance rates. The ratings provided within this report were provided to LAFCO directly by the fire protection agencies.

TAXATION

The taxation information within this Review and Update were provided by the Office of the Monterey County Auditor-Controller. The Auditor's Office provided assessed valuation data for special districts and the property tax increment factors used for each fire protection district. LAFCO calculated the average portion of the County 1% property tax received by calculating a weighted average of the factors provided by the Auditor's Office.

FIRE APPARATUS

This report refers to firefighting apparatus. In short, a fire apparatus, fire engine, fire truck, or fire appliance is a vehicle designed to assist in fighting fires by transporting firefighters to the scene and providing them with access to the fire, along with water or other equipment. A "Type I" fire engine is one designed for fighting structure fires, while a "Type III" engine is designed for fighting wildland fires.

D. Relationship to Prior and Future Municipal Service Reviews

This report updates previous fire protection and emergency medical service reviews. The reviews were included in the following documents:

- **Carmel Valley MSR** (June 2006): Cypress, Carmel Valley,[17] and Cachagua Fire Protection Districts.
- **Greater Salinas Area MSR** (April 2006): Spreckels Community Services District.
- **Monterey Peninsula Area MSR** (January 2007): Carmel Highlands Fire Protection District, County Service Area 74 (Emergency Medical Services), Monterey Peninsula Airport District, Pebble Beach Community Services District.
- **North County Area MSR** (February 2006): Aromas Tri-County and North County Fire Protection Districts.
- **Salinas Rural Fire Protection District[18] MSR** (November 2005).

[17] Merged with the Monterey County Regional FPD on July 1, 2011.
[18] Changed its name to the Monterey County Regional FPD in 2009.

- **South/Central Monterey County MSR** (July 2006): Gonzales Rural, Greenfield, Mission Soledad Rural, and South Monterey County Fire Protection Districts.

Reviews of fire and other services provided by Monterey County's cities were completed in 2010 and 2011.

While the current report addresses the fire protection and emergency medical services provided by the Pebble Beach and Spreckels Community Services Districts and the Monterey Peninsula Airport District, it does not update the Spheres of Influence of these districts. Sphere updates will be provided as a part of future reviews of all of the services provided by these multi-service districts.

The services of health care districts are not included in the current report. The scope of the current report is limited to out-of-hospital, and pre-hospital, acute medical care.