



AGENDA ITEM 5.A.

MEETING: February 22, 2023
TO: Trinity LAFCo Commissioners
FROM: Colette Santsche, Executive Officer & Kathy Bull, Administrator/Clerk
SUBJECT: Hayfork FPD Draft MSR & SOI Update – Public Hearing (continued)

BACKGROUND:

In accordance with the CKH Act, LAFCos are required to prepare municipal service reviews (MSRs) prior to or in conjunction with its mandate to review and update each local agency's sphere of influence (SOI) every five years or as needed. The legislative intent of the MSR is to inform the Commission as to the availability, capacity, and efficiency of local governmental services prior to making sphere of influence determinations. Municipal service reviews may also lead LAFCos to take other actions under their authority, such as forming, consolidating, or dissolving one or more local agencies in addition to any related sphere changes.

DISCUSSION:

This MSR evaluates fire and emergency response services provided by the Hayfork Fire Protection District (FPD). The public hearing was continued from the December 20th LAFCo meeting to allow more time to incorporate comments and requested revisions. Staff has coordinated closely with Chief Warshawer to document services information for the District. Staff is recommending the Sphere of Influence for Hayfork FPD remain coterminous with the District boundary. It is important to note that the MSR identifies potential reorganization opportunities with Post Mountain PUD to address limited revenue and service capacity to provide adequate fire and emergency response services to the Post Mountain area. Should reorganization be pursued, a Sphere of Influence Amendment would be necessary.

All revisions to the MSR since the December 20th LAFCo meeting are provided in redline-strikeout. Staff respectfully seeks Commission input with regards to service review content as provided in the MSR.

RECOMMENDATION:

This item has been agendized for consideration as part of a public hearing. Staff recommends the Commission hold the public hearing, invite testimony, and approve the Hayfork FPD MSR/SOI Update (Attachment 1). A draft resolution for the Commission's review and consideration is enclosed (Attachment 2).

Attachments:
Hayfork FPD Draft MSR & SOI Update
Resolution 2023-02

Hayfork Fire Protection District

Municipal Service Review &
Sphere of Influence Update



Trinity
Local Agency Formation Commission

Draft

February 2023

TABLE OF CONTENTS

INTRODUCTION	1
AGENCY OVERVIEW	4
FORMATION	4
SERVICES	5
BOUNDARY AND SPHERE.....	5
GOVERNMENT STRUCTURE.....	7
GOVERNING BODY	7
ADMINISTRATION, MANAGEMENT & STAFFING.....	7
FACILITIES.....	8
PUBLIC OUTREACH	8
TRANSPARENCY AND ACCOUNTABILITY	8
SERVICES & INFRASTRUCTURE	10
SERVICE OVERVIEW	10
SERVICE DEMAND	10
PERSONNEL.....	10
INFRASTRUCTURE AND FACILITIES	11
ISO RATING	12
CHALLENGES AND NEEDS	12
REGIONAL COLLABORATION	13
GOVERNANCE STRUCTURE OPTIONS	13
OTHER SERVICE PROVIDERS.....	14
FINANCING.....	15
FISCAL OVERVIEW	15
REVENUE AND EXPENDITURES.....	15
BUDGET RESERVES	16
AUDIT INFORMATION.....	16
DEBT AND CAPITAL LEASES.....	16
FINANCING CONSTRAINTS AND OPPORTUNITIES	17
GROWTH AND POPULATION.....	18
EXISTING POPULATION AND PROJECTED GROWTH	18
EXISTING AND PLANNED USES	18
DISADVANTAGED UNINCORPORATED COMMUNITIES.....	18
MUNICIPAL SERVICE REVIEW DETERMINATIONS.....	19
SPHERE OF INFLUENCE DETERMINATIONS	20
REFERENCES	22

INTRODUCTION

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update was prepared as part of a mandated review of the municipal services of all government entities in the county by the Trinity Local Agency Formation Commission (LAFCo). This report focuses on the Hayfork Fire Protection District (FPD). The purpose of this study is to assess existing and future public service conditions and to evaluate organizational options for accommodating growth and ensuring critical services are provided efficiently. This MSR presents a discussion, analysis, and recommendations regarding services provided by the Hayfork FPD.

Trinity LAFCo

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

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

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

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

Fire-Related Districts in Trinity County

The majority of structural fire protection services in Trinity County are provided by special districts. A special district is a local governmental agency that delivers public services to a specific area. They are most often established by residents to supply local services in areas not being served by another service provider.

Special districts provide critical services such as fire protection and emergency response. They are typically governed by a board of directors and have defined boundaries in which they provide services and facilities. Special districts must have a statutory authority in order to be established. This authority can take the form of a generic statute which applies to all special districts of that type or may be formed by a special act tailored to the unique needs of a specific area.

Fire Protection Districts (FPDs) are independent special districts governed under Fire Protection District law (Health and Safety Code § 13000-14960). An FPD can be authorized to provide several services including:

- a) Fire protection services.
- b) Rescue services.
- c) Emergency medical services.
- d) Hazardous material emergency response services.
- e) Ambulance services.
- f) Any other services relating to the protection of lives and property.

Municipal Service Review Determinations

Government Code § 56430 requires LAFCo to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determinations with respect to each of the following topics:

1. Growth and population projections for the affected area
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies (including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence)
4. Financial ability of agencies to provide services
5. Status of, and opportunities for, shared facilities
6. Accountability for community service needs, including governmental structure and operational efficiencies
7. Any other matter affecting or related to effective or efficient service delivery, as required by Commission policy

State Guidelines and Commission policies encourage stakeholder cooperation in the municipal service review process. It also provides a basis to evaluate, and make changes to Spheres of Influence, if appropriate.

Sphere of Influence Determinations

A Sphere of Influence (SOI) is a LAFCo-approved plan that designates an agency's probable physical boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

LAFCo is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCo must update those SOIs every five years. For a SOI update, LAFCo is required to conduct an MSR and adopt related determinations. It must also make the following SOI determinations:

1. The present and planned land uses in the area, including agricultural and open-space lands
2. The present and probable need for public facilities and services in the area
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide
4. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency
5. The present and probable need for public facilities and services related to sewers, municipal or industrial water, or structural fire protection of any disadvantaged unincorporated communities within the existing sphere of influence

Review Methods

The following information was considered in the development of this service review:

- Agency-specific data: responses to LAFCo Requests for Information
- Demographic data: U.S. Census Bureau; Department of Finance
- Finances: budgets and audits
- Personal Communications with District staff and Board
- Other Reports: Trinity County Community Wildfire Prevention Plan Update 2020

Information gathered was analyzed and applied to make the required determinations. All information gathered for this report is filed by LAFCo for future reference.

California Environmental Quality Act

The California Environmental Quality Act (CEQA) is contained in Public Resources Code §21000 et seq. Public agencies are required to evaluate the potential environmental effects of their actions. MSRs are statutorily exempt from CEQA pursuant to §15262 (feasibility or planning studies) and categorically exempt pursuant to CEQA Guidelines §15306 (information collection). CEQA requirements are applicable to SOI Updates. The CEQA lead agency for SOI Updates is most often LAFCo, unless an agency has initiated an SOI expansion or update.

AGENCY OVERVIEW

Table 1: Hayfork FPD District Summary

Formation	
Agency Name	Hayfork Fire Protection District
Formation Date	January 3, 1949
Principal Act	Fire Protection District Law (Health and Safety Code §13000 et seq.)
Contact	
Main Contact	Leroy Warshawer, Fire Chief
Alternate Contact	Sue Loeffler, Board President
E-mail	l.warshawer@hayforkfire.org
District Mailing Address	PO Box 668, Hayfork, CA 96041
Physical Address	7230 State Highway 3, Hayfork, CA 96041
Phone/ Fax	(530) 628-5126
Website	Hayforkfireprotectiondistrict.org
Governance	
Governing Body	Five Member Board of Directors
Board Meetings	2 nd Tuesday of the month at 5:00pm
Staffing	Fire chief, Warshawer; 17 active-duty volunteers and 4 auxiliary members
Services	
Services Provided	All risk fire protection, rescue, and emergency medical services
Areas Served	Unincorporated community of Hayfork and adjacent rural residential areas along Highway 3 including Peanut and portions of 13 Dips

Formation

Hayfork Fire Protection District was formed by the Trinity County Board of Supervisors on January 17, 1949, pursuant to Health and Safety Code §14001 and subsequently reorganized under the Fire Protection District Law of 1961 and 1987¹. The original District boundary encompassed approximately 6 square miles consisting of the core community area of Hayfork. In 1962, the Hayfork FPD annexed the rural residential area accessed by Brady Road including Laurel Drive and Oliva Drive. LAFCo established the District Sphere of Influence (SOI) in 1985 (LAFCo Resolution 85-12) which included surrounding rural residential, timber and agricultural land uses in the greater

¹

Hayfork Valley. In 2006, LAFCo approved a sphere of influence amendment and annexation of 25,200 acres located in the Hayfork Valley to enable the District to maintain and improve fire and rescue service to areas served (LAFCo Resolution No. 06-02; Certificate of Completion dated June 29, 2006). A condition of annexation approval was voter approval of a special tax², which was passed at the June 6, 2006 election (Measure F) by 70.77% of voters voting on the tax. The special tax imposed an annual \$100.00 per parcel charge that is collected on property tax bills.

Services

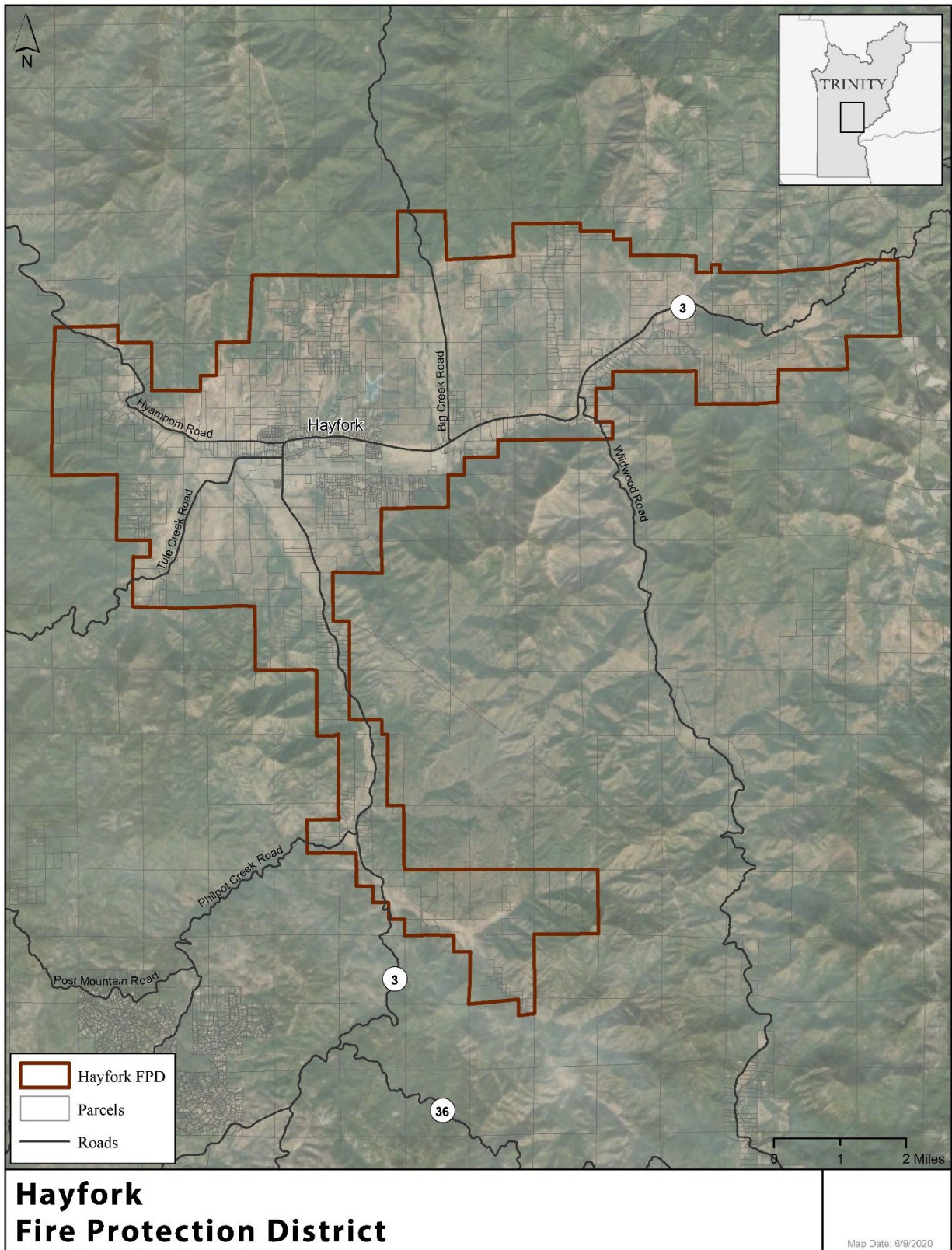
Hayfork FPD is an independent, single purpose special district authorized to provide fire protection, rescue, and emergency medical services and any other services relating to the protection of lives and property pursuant to the Fire Protection District Law of 1987 (Division 12, Part 2.7 of the California Health and Safety Code, commencing with §13800), which supersedes prior fire protection district laws. While some fire-related districts in Trinity County are authorized to provide ambulance transport services, this service is not currently provided by Hayfork FPD.

Boundary and Sphere

According to the District, the Hayfork FPD boundary comprises approximately 84 square miles and encompasses the unincorporated community of Hayfork and surrounding rural residential and resource lands along Highway 3 (Figure 1). It is important to note that based on GIS boundary mapping the District includes 29,632 acres or 46 square miles. The District includes predominantly private lands within the greater Hayfork Valley and numerous creeks, including Hayfork and Salt Creeks, which flow through the town center. State Highway 3 comes into the town from the east and then traverses the District in a north-south direction. It is the primary transportation route in the area. Currently, the District's SOI is coterminous with its boundary and no changes are proposed.

² Special Taxes require 2/3rds voter approval

Figure 1: Hayfork FPD Boundary



GOVERNMENT STRUCTURE

Governing Body

Hayfork FPD is governed by a five-member Board of Directors elected at-large to serve staggered four-year terms (Table 2). In order to be elected to the Board, candidates must be registered voters residing within the District boundaries. If there are insufficient candidates for election, or if the number of filed candidates is equal to the number of vacancies, then Board members may be appointed in lieu of election. The Board of Directors appoints officers, including a President (Chair), Vice-President, and Treasurer. There are no term limits for serving as an officer of the Board. Board members do not receive a stipend for attending meetings.

Board meetings are held on the 2nd Tuesday of every month at the Old Fire Hall, 7230 State Highway 3 in Hayfork. Fire Protection District Law notes that fire district boards must meet at least once every three months (H&S Code §13855). In accordance with the Brown Act, all meetings of the District Board are open to the public and are publicly posted a minimum of 72 hours prior to regular meetings and a minimum of 24 hours prior to special meetings at the Fire Station located at 195 Highway 3 in Hayfork and in the Trinity Journal. Agendas are also posted on the District's website.

Table 2: Hayfork FPD Board of Directors

Board Member	Title	Term Expiration
Sue Loeffler	President	12/2024
Robert "Tad" Drain	Vice President	12/2024
Cameron Adams	Director	12/2024
Kristy Swift	Director	01/2025
Vacant	Director	01/2025

The District has difficulty attracting and retaining Board members due to the limited population in the area and declining economic status of the region. Currently there is one vacant seat on the Board with limited interest from the public. The District is encouraged to consider alternative recruitment methods and governance policies that may help attract Board members. This could include offering a small honorarium for attendance at meetings, advertising on social media, posting notices at grocery stores frequented by community members, and other alternatives as the Board sees fit.

Administration, Management & Staffing

Hayfork FPD has a Board Clerk that oversees financial and administrative duties for the district. All agency decisions are overseen by the Board of Directors upon consideration of public input and discussion. The Fire Chief provides monthly reports to the Board regarding fire department activities, including calls during the prior month, training reports, and other department-related activities. All volunteers and Fire Chief receive a membership in CSFA, additional life insurance,

and a membership for Trinity Life Support air ambulance. Volunteers receive a \$5 per call stipend for responding to calls and attending trainings, and a \$25 stipend is provided for duty officer shifts.

Facilities

The District still uses the Old Fire Hall at 7230 Highway 3 that currently serves as the office location for the District. The Hayfork VFD, through the FPD, operates from one fire station located at 195 Hyampom Road in the community of Hayfork.

Public Outreach

In addition to public meetings, the District works to reach constituents through community outreach efforts. The Hayfork VFD is involved in several community events including the annual Trinity County Fair and all high school football games. This effort to be an active part of the community promotes the District's mission to create a safer community and provides additional opportunities for recruitment of new volunteers. In addition, the Hayfork Fire has provided CPR and first aid classes to the public, visits from K thru third grade students, and program mentorship for Hayfork High seniors.

The Hayfork VFD manages a website that offers tips, wildland fire safety, burn permit information and child safety seat information (hayforkfire.org). The Fire District website (www.hayforkfireprotectiondistrict.org) links to the volunteer site and provides fiscal and meeting information. There is a Facebook page (facebook.com/HayforkVolunteerFireDepartment) which provides general information, posts, and news for the community.

Transparency and Accountability

Hayfork FPD is developing and updating Policies and Procedures for both the District and Department, as well as joint policies. The policies address administrative, financial, personnel, membership, recruitment, travel, compensation, training, and general operating policies and procedures for the District. It's an ongoing process and the District is revisiting a few each year to review and update. The District also has a Strategic Plan.

SB 929 (McGuire) was signed into law on September 14, 2018, requiring all independent special districts to maintain a website by January 1, 2020. Only hardship-based findings, identified in a board resolution approved at a regular meeting, would allow a district to be exempt from establishing or maintaining a website. Hayfork FPD began maintaining a website in 2015. The website includes contact and board information, meeting information including agendas and minutes, an enterprise system catalog for vendor and product information, and links to the State Controller's Financial Transaction Reports⁴ and Compensations Reports⁵. It is recommended that the District begin posting copies of adopted budgets and audits to the website.

⁴ <https://districts.bythenumbers.sco.ca.gov/#!/year/default>

⁵ <https://publicpay.ca.gov/Reports/SpecialDistricts/SpecialDistricts.aspx>

The Political Reform Act requires all state and local government agencies to adopt and promulgate a Conflict of Interest Code pursuant to Government Code §81000 et seq. The Political Reform Act also requires persons who hold office to disclose their investments, interests in real property, and incomes by filing a Statement of Economic Interests (Fair Political Practices Commission Form 700) each year pursuant to Government Code §87203. Hayfork FPD has a conflict of interest code and otherwise complies with the Political Reform Act requirements.

According to AB 1234, if a local agency provides compensation or reimbursement of expenses to local government officials, then all local officials are required to receive two hours of training on public service ethics laws and principles at least once every two years and establish a written policy on reimbursements pursuant to Government Code §53235. In addition, AB 1661 went into effect in 2016 and addresses local government sexual harassment prevention training and education. Hayfork FPD provides both ethics training and sexual harassment training to all Board members.

SERVICES & INFRASTRUCTURE

Service Overview

Fire protection services for the District are provided by the Hayfork Volunteer Fire Department, a 501(c)3 nonprofit. The Hayfork VFD is an active member of the fire service community in Trinity County. The department provides a full range of fire protection services including emergency medical services, auto extrication, hazardous materials, and general public assistance. Hayfork VFD covers the entire District with all-risk protection. All-risk means that within the service area they respond to all fires, medical calls, car accidents, and public assists.

At the present time the District does not have any formal mutual or automatic aid agreements with any of the local departments. The District has cooperative agreements with the U.S. Forest Service Shasta-Trinity National Forest, CAL FIRE Shasta Trinity Unit, and Cal-OES. Currently Hayfork does not have written mutual aid agreements with Douglas City FPD and Hyampom CSD but instead provides assistance on a case-by-case basis. The District previously had a mutual aid agreement with the Post Mountain Public Utility District (PUD) and will respond to the Post Mountain and Wildwood areas if they have adequate coverage in district.

Service Demand

The Hayfork VFD responds to an average of 20-30 calls per month or 324 calls per year, with the majority of calls being medical-related (Table 3). Other calls such as vehicle accidents may also involve the delivery of emergency medical services. The department maintains an emergency response log and training records.

Table 3: Hayfork VFD Calls for Service

Response	2017	2018	2019	2020	Average	%
Structure Fires	5	16	3	6	8	2.5
Vegetation Fires	14	4	8	17	11	3.4
Other Fires	20	27	23	29	25	7.7
Medical	227	196	197	233	213	65.7
Vehicle Accident	19	39	25	22	26	8.0
Hazard Condition	1	0	1	1	1	0.3
Other Services	55	45	31	27	40	12.3
Total Responses	341	327	288	335	324	100%

Personnel

Hayfork VFD has 17 active-duty volunteer personnel of which all are certified wildland firefighters, five are EMR first responders, six certified EMTs, four rope rescuers, and two are in training for fire investigation and prevention. The Department also has 4 auxiliary support volunteers that handle non-emergency response activities. Volunteer firefighters meet or exceed the National Fire

Protection Association (NFPA) requirements and continuously work toward attaining California Firefighter 1 certification. They use the USDA Forest Service 310-1 for wildland fire qualification and have a certified NIFC wildland fire instructor who is a former Type 1 operations section chief. They have been working to rebuild the department due to a major turn over in volunteers, and other barriers including the increase from \$50.00 to \$100.00 in State Fire Marshals certificate fees per person.

Every firefighter must pass a comprehensive training program (basic firefighter academy) and pass a physical and background check. The program consists of 52 hours of classroom and 54 hours of drill. The Department trains with in-house instructors or outside instructors every Thursday evening. During the winter months CAL FIRE provides an instructor. The 4 to 6 classes always include hazardous materials first responder operations (FRO) refresher and wildland fire with the remaining decided by the Fire Chiefs Association. The Department follows an instructor guide developed by the California State Firefighters Association (CSFA) and adopted by the Fire Chiefs Association.

Training focuses on knowledge and skills of the many tasks a firefighter must be proficient in to effectively do their job including but not limited to structural, wildland, and vehicle fire tactics and safety, hose and nozzle evolutions, structural fire ventilation, forcible entry, search and rescue, low and high angle technical and rope rescue, vehicle extrication and rescue, and traffic control techniques and safety. Medical training involves CPR certification, basic first aid and Emergency Medical Responder (EMR) certification, with some members going on to Emergency Medical Technician (EMT) training and certification. Members are also trained in firefighter safety and emergency scene assessment identifying potential hazards for the responder. All apparatus drivers must successfully compete Driver Operator 1A to drive the engines and water tenders with a GRV of 26,001 pounds or more.

The District actively recruits for additional volunteers and reports that lack of volunteers has been an ongoing challenge. Having enough volunteers to adequately respond to large and complex incidents or when multiple incidents occur simultaneously can be a challenge. Ensuring adequate response coverage within district can limit the District's ability to respond to mutual aid requests outside of district. The District reports a strong working relationship with CAL FIRE Hayfork Station, which provides mutual response inside and outside the Hayfork boundaries when available during the fire season. The CAL FIRE Hayfork Station is not staffed during the non-fire season. The District is considering a New Recruit Requirements Policy and updating its Fire Department Membership Policy.

Infrastructure and Facilities

The Hayfork VFD, through the FPD, operates from one fire station located at 195 Hyampom Road in the community of Hayfork. With the major portion being outside hydrant coverage, the District designed and purchased a tactical water tender, funded via a FEMA grant in 2016. Other apparatus used by the District includes a 2006 Type 1 engine used for medicals, a 2013 Type 1 with four-wheel drive, a Type 6 with four-wheel drive, a rescue vehicle, and a command vehicle (Table 4). The District purchased E-3112 in 2013 via a lease purchase plan. The apparatus was paid off in

January 2021 two years ahead of schedule. The replacement schedule is for the Ford water tender, then the type 6, then the rescue vehicle with no set timetable.

Table 4: Hayfork FPD Apparatus

Radio Call Number	Apparatus Make/Type	Purchase Description	Tank Size (gal)	Pump Capacity (gpm)
E-3111	2007 Rosenbauer Type 1 Engine (6 seats)	FEMA Grant	750	1,250
E-3112	2013 International/ Rosenbauer 4x4 Urban Interface Type 1 Engine	Lease purchase agreement with Fire Trucks West	750	1,001
E-3161	1992 Chevrolet 3500 4x4 Type 6 Engine	District Funds	200	120
WT-3142	1989 Ford I-9000 Water Tender (reserve)	District Funds	4,000	350
WT-3141	2017 Kenworth Type 1 Tactical Water Tender	FEMA Grant	3,500	1,250
R-3151	2009 Ford F-350 4x4 crew cab for EMS Response	FEMA Grant	n/a	n/a
C-3101	2011 Ford F-250 4x4 Command Vehicle	District Funds	n/a	n/a

ISO Rating

There are several benchmarks by which the level of fire service provided by an agency may be measured, and the Insurance Services Office Public Protection Classification, or ISO PPC, is one such measure. The ISO is a rating commonly used by insurance companies to determine fire insurance rates, with 1 being the best rating which indicates the highest level of fire protection and 10 being the lowest. Based on an ISO audit in 2011, Hayfork FPD has a 4 rating within the entire District boundary⁶. An ISO update is expected to be completed in 2023.

Challenges and Needs

Like many rural departments, Hayfork FPD is challenged with aging equipment and low volunteer recruitment. The District still uses the Old Fire Hall at 7230 Highway 3 that currently serves as the office location for the District. The District's priority need is to complete the Main Station facility at 195 Hyampom Road. The District was unable to fund Phase 2 of the project including the construction of two wings that were part of the original plans for the station. Those wings would provide crew quarters, administrative offices, board meeting room, and training and classroom

⁶ Hayfork FPD, Board of Directors, Personal Communication.

space along with a commercial kitchen. The expanded facility could provide an alternate dispatch center and local emergency command center and clean air facility for the community during major disasters. With this construction, the District could abandon the 7230 Highway 3 site totally. The Highway 3 site does not meet ADA, earthquake safety and has been condemned by the Trinity County Building Department and the California State Fire Marshal, nor does the District own the ground the station sits upon.

Regional Collaboration

Hayfork FPD actively participates with the Trinity County Fire Chiefs Association. The District also coordinates as needed with the Watershed Research and Training Center out of Hayfork with a contract to provide apparatus and personnel for their projects.

Hayfork VFD has contract mutual aid agreements with the US Forest Service, Shasta-Trinity National Forest, CAL FIRE, Shasta Trinity Ranger Unit, and Cal OES. The VFD jointly responds to emergency calls when they have enough available crew members. Much of the District is located within the State Responsibility Area (SRA) and the department works closely with CAL FIRE to respond to wildfire incidents during the fire season. The District's water tender operators also provide water to CAL FIRE and the Forest Service when needed. A small portion of the District is within a Federal Responsibility Area (FRA) and much of the surrounding area is designated FRA.

CAL FIRE is responsible for the suppression of wildland fires within an SRA. CAL FIRE stations are staffed during declared fire season and engines may respond to calls other than wildland fires if they are available and the call will not affect their core responsibilities. Although the State is responsible for wildland fire suppression within the SRA, CAL FIRE relies on local fire departments to respond to such incidents and provide initial attack to ensure that the fires are suppressed at the earliest possible stage. District volunteers participate as needed on CAL FIRE strike teams and also loan equipment to CAL FIRE as needed. During the winter months, CAL FIRE provides training to the District on hazardous materials, wildland fire, and other topics.

Governance Structure Options

All fire protection and EMS providers in the region have identified significant challenges to providing adequate service levels, thus the impetus to analyzing alternate services structures at a regional level. Challenges to service include, but are not limited to, the following:

- Serving outside of boundaries without revenue
- Lack of sufficient funding with increased costs
- Meeting expanding mandatory requirements and standards
- Duplication of efforts and expenses related to administration, training, and operations
- Reliance almost entirely on volunteers with declining volunteerism
- Board vacancies and succession
- Larger and more frequent wildfires

Local fire agencies provide and receive mutual aid when needed, providing sufficient resources to each incident, regardless of whose jurisdiction it is in. In the past, Hayfork FPD had a mutual aid agreement with Post Mountain Public Utility District (PUD), which provides fire protection and limited road maintenance services to the Post Mountain area. Post Mountain PUD has limited revenue and staffing capacity and struggles to maintain adequate service levels. There is opportunity to consolidate services into a regional district and expand Hayfork FPD's special tax as a reliable source of revenue for the Post Mountain and possibly Wildwood areas. A reorganization would serve to formalize services, training and response into a regional district model, with an improved economy of scale and associated benefits. To help address mutual challenges, it is recommended that Hayfork FPD and Post Mountain PUD work collaboratively to identify opportunities that would benefit both organizations and the community. LAFCo staff is available to assist with these discussions and future planning.

Other Service Providers

Trinity County provides general governmental services including social services, emergency services, planning, county roads, parks, and other services to areas within the County. Law Enforcement is provided by the Trinity County Sheriff's Office. The California Department of Transportation (Caltrans) is responsible for the condition of Highway 3 that provides access through Hayfork.

Trinity Life Support Community Services District is the regional ambulance provider. TLS operates out of Hayfork and Weaverville and is staffed by EMT-1 and Paramedic level emergency personnel.

Community water and wastewater services in the Hayfork Valley area are provided by Trinity County Waterworks District #1. The water system has 580 service connections and draws its water from Ewing reservoir northeast of town. Water service in the area is also provided by individual wells. Community wastewater services were expanded in 2003 when a 14 million gallon reclamation pond and pump station were constructed as an extension of the Hayfork Sewage Treatment Plant. The community also relies upon individual septic tanks for sewage disposal.

FINANCING

Fiscal Overview

The Hayfork FPD Board of Directors is responsible for establishing and maintaining a system of internal accounting control. The District Board is responsible for adopting an annual budget. In addition, monthly financial reports/warrants are presented to the Board for review and approval. The basic financial statements of the District are prepared in accordance with Generally Accepted Accounting Principles (GAAP). The District approves its annual budget including a preliminary budget by June 30 of each year and a final budget by October 1 of each year in accordance with Health and Safety Code (HSC) Sections 13890–13906. It is required that a copy of the final budget be forwarded to the County Auditor-Controller (HSC 13895).

Revenue and Expenditures

The District is primarily funded through property taxes and a voter-approved special tax, established in 2006 as part of the District’s boundary expansion/annexation process. Within the original District boundary in the community of Hayfork, the District receives approximately 2 percent of the one percent assessed valuation of each parcel. Throughout the entire District, the special tax is levied at a rate of \$100 per developed parcel with no maximum per owner and \$100 per undeveloped parcel with a maximum of four per owner. The special tax is collected on property tax bills. It is the responsibility of the District to annually update its direct charge list and submit to the Auditor-Controller’s Office by August 10 for placement of charges on property tax bills. This includes receiving the updated tax roll from the Assessor’s Office to ensure that any new parcels created through subdivision or lot line adjustment is captured on the direct charge list.

The District’s expenses include workers compensation and salaries, costs associated with providing fire and emergency services (equipment, supplies, training, etc.), and other related costs. The District reports that increasing training requirements, certification fees, out of county travel for training, and insurance are significant cost burdens for the District. Budgets are augmented at the end of the year from reserve fund savings for over-runs such as training and personal protective gear. The District is able to fund larger equipment and apparatus purchases once sufficient reserves are in place.

Table 5: Historical Financial Data (FY 2018-19 Through 2020-21)⁷

Revenues	2019	2020	2021
Property Tax	49,464	56,090	59,675
Parcel Tax	133,100	132,550	131,750
Prior-Year Taxes and Assessments	15,351	12,681	12,003
Homeowners Property Tax Relief	558	548	544
Other Revenues	41,402	22,534	243,225
Other Taxes and Assessments	-	745	1,449
Total Federal Intergovernmental	-	-	-
Total State Intergovernmental	-	-	30
Investment Earnings	5,620	3,405	1,220
Total Revenues	\$245,495	\$228,553	\$449,896
Salaries and Wages	53,125	55,881	82,687
Services and Supplies	152,346	107,593	125,150
Principal Payments on Long-Term Debt	76,690	25,768	6,000
Interest Payments on Long-Term Debt	27,438	38,813	22,234
Other Expenditures	2,873	2,848	2,824
Total Expenditures	\$312,472	\$230,903	\$238,895
Excess/(Deficiency)	(\$66,977)	(\$2,350)	\$211,001

Budget Reserves

The District has established five reserve accounts including: Building, East Side Station, Apparatus and Equipment Replacement, Fire Fighter Reimbursement, and Mutual Aid. The District annually budgets for these reserves. In the 20/21 budget review, the District Board transferred funds from east side station to the firefighter reimbursement.

Audit Information

The District conducts annual audits. Audit results are often not available for as much as six months after the end of the fiscal year. As of this writing, the District is in the process of contracting with D.R. Watts Accountancy to complete the FY 21-22 and FY 22-23 Audit.

Debt and Capital Leases

The District received a USDA Rural Assistance loan for construction of the fire station at 195 Hyampom Road. The District makes two annual payments totaling \$30,575.00 which includes a

⁷ California State Controller's Office

10% reserve in November and May of each year. As of 5/1/2021, the loan balance is \$533,000.00. The loan is scheduled to be paid off in May of 2051.

Financing Constraints and Opportunities

The District would like to fund Phase 2 of the fire station project and the Board has formed a Modular Committee to explore grants and other funding to purchase a modular building. The District has also been successful receiving FEMA funding to purchase new EMS equipment and provide FF 1 training to the department. Additional requests for funding have been submitted to the County, Redding Rancheria, and the Humboldt Area Foundation. In 2022, the District submitted CAL FIRE 50/50 and FEMA funding applications for additional structural personal protective equipment and new self-contained breathing apparatus (SCBA) units.

The District reports that the 2006 Measure F special tax at \$100 per parcel per year has likely maxed the community at what they were willing to pay. The District reports they have not been looking at fee increases due to the shortage of volunteers.

GROWTH AND POPULATION

Existing Population and Projected Growth

Trinity County is composed of several small communities, with no incorporated cities. The majority of the county's population is concentrated in and around the communities of Weaverville, Hayfork, and Lewiston. These three communities are Census Designated Places (CDPs).

Hayfork lost population between the 1990 and 2000 census, largely as a result of a mill closure. With the growth of the cannabis industry, total population in Trinity County was 13,786 in 2010 and 16,112 in 2020. This suggests an annual growth rate of approximately 1.68%. However, the Trinity County Housing Element reports limited to no growth over the last 10 years and anticipates a slow decline in population over the next decade⁸.

Hayfork has an estimated population of 2,324 based on the 2020 Decennial Census⁹. However, the District boundary is larger than the CDP boundary which means the total District population is likely larger. Based on the low-density development in the area and population estimates for census blocks within the District boundary, there is an estimated 2,500 people in the District. The overall population is not expected to grow substantially over the next five to ten years and may actually decline.

Existing and Planned Uses

Land uses in the Hayfork FPD are subject to the Trinity County General Plan (1988) and Zoning Regulations (Trinity County Code Title 17). The Hayfork area is subject to the Hayfork Community Plan (1996), which serves to supplement the Trinity County General Plan. Land use in the area served by the District is largely agricultural, resource, and rural residential. The Trinity County Waterworks District #1 is the water and sewer system provider for the community of Hayfork.

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community (DUC) is defined as any area with 12 or more registered voters where the annual median household income is less than 80% of the statewide annual MHI.

According to the 2019 American Community Survey 5-Year Estimate the Hayfork CDP MHI is \$34,056¹⁰, which is 45% of the state MHI of \$75,235 and qualifies the community as a DUC. Other surrounding disadvantaged communities include the Post Mountain and Wildwood areas.

⁸ Trinity County, 2019-2024 Housing Element Update, Chapter Two: Housing Needs. April 1, 2020.

⁹ US Census Bureau, 2020 Decennial Census. Table P2.

¹⁰ US Census Bureau, 2019 American Community Survey 5-year Estimate, Table S1903.

MUNICIPAL SERVICE REVIEW DETERMINATIONS

This section addresses the requirements of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code Section 56430). As part of the municipal service review process, LAFCo makes the following written determinations.

1) Growth and population projections

Hayfork FPD provides fire protection and rescue services to the community of Hayfork and surrounding areas with an estimated population of approximately 2,500. The overall population is not expected to grow substantially over the next five to ten years and may actually decline based on growth projections.

2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the Sphere of Influence

Hayfork is a Census Designated Place with a reported median household income of \$34,056, which is 45% of the statewide MHI and classifying the community as disadvantaged. Other surrounding disadvantaged communities include the Post Mountain and Wildwood areas.

3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

The District's engines, water tenders, and other vehicles are all in operable condition. Like many rural departments, Hayford FPD relies on grants and donations to replace aging apparatus and equipment. The District recently designed and purchased a tactical water tender, funded by a FEMA grant in 2016. The Hayfork fire station is adequate to support the existing needs, but not the future levels of service for the District. The FPD priority is to find funding to finish Phase 2 of the Main Station's construction.

4) Financial ability of agencies to provide services

Hayfork FPD's primary revenue sources include property taxes and a voter-approved special tax. In addition, they occasionally receive grant funding. The District has adequate reserves which are used to augment the districts expenditures at year-end as well as fund larger equipment and apparatus purchases once sufficient reserves are in place. The District is in need of funding for Phase 2 of their Main Station construction.

5) Status of, and opportunities for, shared facilities

The department has cooperative agreements with the US Forest Service Shasta-Trinity National Forest, CAL FIRE Shasta Trinity Unit, and Cal OES . In addition, the Hayfork VFD is available for mutual aid fire response to other departments within Trinity County if it does not jeopardize the protection of Hayfork. Hayfork VFD is a member of the Trinity County Fire Chiefs Association. The District also coordinates as needed with the Watershed Research and Training Center out of

Hayfork with a contract to provide apparatus and personnel for their watershed and fuels reduction projects.

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

Hayfork FPD is governed by the five-member Board of Directors. The Board meets regularly, and meetings comply with the provisions of the Brown Act. The FPD demonstrated accountability and transparency by disclosing financial and service-related information in response to LAFCo requests. Hayfork FPD has a website and keeps it updated with meeting and budget information.

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

It is recommended that Hayfork FPD's sphere of influence remain coterminous with the District's boundary. However, Hayfork FPD regularly responds out of district to the Post Mountain and Wildwood areas. Post Mountain PUD has limited revenue and staffing capacity and otherwise struggles to maintain adequate service levels. There is opportunity to consolidate services into a regional district and expand Hayfork FPD's special tax as a reliable source of revenue to serve the Post Mountain and Wildwood areas. To help address mutual challenges, it is recommended that Hayfork FPD and Post Mountain PUD work collaboratively to identify opportunities that would benefit both organizations and the greater community. Should reorganization be pursued, a sphere of influence amendment would be necessary.

SPHERE OF INFLUENCE DETERMINATIONS

Trinity LAFCo makes the following written determinations:

1) Present and planned land uses in the area, including agricultural and open-space lands.

The Hayfork area is subject to the Hayfork Community Plan (1996), which serves to supplement the Trinity County General Plan. Land use in the area served by the District is largely agricultural, resource, and rural residential. The Trinity County Waterworks District #1 is the water and sewer system provider for the community of Hayfork.

2) Present and probable need for public facilities and services in the area.

Hayfork FPD is a regional partner in the overall fire suppression and prevention effort in Trinity County. The department provides a full range of fire protection services, including emergency medical services, auto extrication, hazardous materials, and general public assistance. The department also has cooperative agreements with the US Forest Service Shasta-Trinity National Forest, CAL FIRE Shasta Trinity Unit, and Cal OES.

3) Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

The current capacity of fire protection services provided by the District appear to be adequate to serve current and future demand. However, with the lack of funding for Phase 2 of the Main Station Facility project, the District is unable to expand its facilities to provide crew quarters, administrative offices, board meeting room, and training and classroom space along with a commercial kitchen. An expanded facility could provide an alternate dispatch center and local emergency command center and clean air facility for the community during major disasters.

4) Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

Hayfork FPD supports the mutual social and economic interests of the Hayfork community by sustaining community-based fire protection services and establishing local governance for such services. Hayfork FPD regularly responds out of district to the Post Mountain and Wildwood areas.

5) For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere.

Hayfork is a Census Designated Place with a reported median household income of \$34,056, which is 45% of the statewide MHI and classifying the community as disadvantaged. Other surrounding disadvantaged communities include the Post Mountain and Wildwood areas.

REFERENCES

California Strategic Fire Plan. 2010. State Board of Forestry and Fire Protection and the California Department of Forestry and Fire Protection. URL: http://resources.ca.gov/climate_adaptation/statewide_adaptation/climate_change_and_wildfire.html

Scores and PPC Ratings. ISO Mitigation Online. URL: <http://www.isomitigation.com/>

Trinity County Community Wildfire Prevention Plan Update 2015, Report to the Trinity County Fire Safe Council from the Trinity County Resource Conservation District and the Watershed Research and Training Center

US Census Bureau. American Fact Finder, Trinity County, California. URL: <http://https://factfinder.census.gov>



TRINITY LAFCO

www.trinitylafco.org
1125 – 16th Street, Suite 200
Arcata, California 95521

RESOLUTION NO. 2023-02

APPROVING THE HAYFORK FIRE PROTECTION DISTRICT MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE

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

WHEREAS, the Commission conducted a municipal service review to evaluate the availability, capacity and efficiency of services provided by the Hayfork Fire Protection District, hereinafter referred to as the “District”, pursuant to California Government Code Section 56430; and

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

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

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

WHEREAS, the Commission heard and fully considered all the evidence presented at a public hearing held on the municipal service review and sphere of influence update on December 20, 2022 and continued to February 22, 2023; and

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

NOW THEREFORE, IT IS RESOLVED, DETERMINED AND ORDERED as follows:

1. The Commission, as Lead Agency, finds the municipal service review is exempt from further review under the California Environmental Quality Act pursuant to Title 14 California Code of Regulations Section 15306. This finding is based on the use of the municipal service review as a data collection and service evaluation study. The information contained within the municipal service review may be used to consider future actions that will be subject to additional environmental review.
2. The Commission, as Lead Agency, finds the sphere of influence update is exempt from further review under the California Environmental Quality Act pursuant to Title 14 California Code of Regulations Section 15061(b)(3). This finding is based on the Commission determining with certainty the update will have no possibility of significantly affecting the environment given no new land use or municipal service authority is granted.

3. This municipal service review and sphere of influence update is assigned the following distinctive short-term designation: "Hayfork FPD MSR/SOI Update 2023".
4. Pursuant to Government Code Section 56430(a), the Commission makes the written statement of determinations included in the municipal service review, hereby incorporated by reference.
5. Pursuant to Government Code Section 56425(e), the Commission makes the written statement of determinations included in the sphere of influence update, hereby incorporated by reference.
6. Pursuant to Government Code Section 56425(i), the Commission does hereby establish the functions and classes of services provided by Hayfork FPD as follows: fire protection, rescue, and emergency medical services.

BE IT FURTHER RESOLVED by the Commission that:

The Hayfork FPD MSR/SOI Update 2023 is hereby approved, and the sphere of influence for the District is hereby reaffirmed to be coterminous with the District's boundary, as depicted in Exhibit "A", attached hereto.

PASSED AND ADOPTED at a public hearing of the Trinity Local Agency Formation Commission on the 22nd day of February 2023, by the following roll call vote:

AYES:
NOES:
ABSTAINS:
ABSENT:

ATTEST:

APPROVED:

Kathy Bull
Administrator/Clerk

Chair