

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION
1112 I Street, Suite #100
Sacramento, California 95814
(916) 874-6458

August 2, 2006

TO: Sacramento Local Agency Formation Commission

FROM: Peter Brundage, Executive Officer

RE: **PACIFIC FIRE DISTRICT - FRUITRIDGE FIRE**
PROTECTION DISTRICT CONSOLIDATION (05-06)
[CEQA: Exemption]

RECOMMENDATIONS

1. Certify the Categorical Exemption as adequate and complete for CEQA review of Pacific Fire District and Fruitridge Fire Protection District Consolidation.
2. Adopt the Resolution Making Determinations and Approving the Consolidation of the Pacific Fire District and Fruitridge Fire Protection District.
3. Delegate your Executive Officer to act as the Conducting Authority for this change of organization.
4. Order the effective date of the consolidation to be upon the filing of the Certificate of Completion with the County Clerk-Recorder.

PROJECT PROPONENTS

Pacific Fire District
3120 47th Avenue
Sacramento, CA 95824

Fruitridge Fire Protection District
5770 Freeport Boulevard #200
Sacramento, CA 95822

The Board of Directors of each fire district has adopted substantially similar resolutions making application to Sacramento LAFCo for consolidation of the two districts.

PROJECT DESCRIPTION

The Pacific Fire District and the Fruitridge Fire Protection District are independent special districts. The Board of Directors of each District has agreed to consolidate into a single district, pursuant to Health and Safety Code Section 13800. The name of the consolidated district is proposed to be the Pacific-Fruitridge Fire Protection District. Each fire district has a long term contract with the City of Sacramento for fire protection service. The City of Sacramento supports this consolidation in order to minimize the administrative costs of managing two separate service contracts.

PROJECT LOCATION

Each fire District is located in the Fruitridge Pocket area, near 47th Avenue and Fruitridge Road, in the unincorporated area of Sacramento County. The Districts are contiguous to one another and contiguous to the city limits of the City of Sacramento on the north, east and western district boundaries.

PROJECT CHARACTERISTICS

	<i>Pacific Fire District</i>	<i>Fruitridge Fire Protection District</i>
Population	29,449	17,382
Square Miles	3.5	1.1
No. of Stations	2	0
ISO Rating	3	2
Land Uses	Urban	Urban
Budget	\$1.9 M	\$.6 M
Established	1942	1940
Board Members	5	3
Contract with		
City of Sacramento	1991	1984

The employees in each District have either retired or have transitioned to City of Sacramento employment.

BACKGROUND

Each District has adopted a Resolution making application to consolidate into one entity. The consolidated district will continue to contract with the City of Sacramento for fire protection and emergency medical services.

The consolidated Board of Directors will continue to monitor the contract with the City of Sacramento to ensure that adequate levels of service are provided to the residents living in the affected territory.

PROJECT BOUNDARY

The consolidated district will encompass the present territory of the Pacific Fire District and the Fruitridge Fire Protection District. Consequently, the Sphere of Influence of the consolidated district will be coterminous with the current district spheres as well as district boundaries.

The area within the proposed consolidated fire district is urbanized. The majority of development occurred during the 1950's and 60's. New growth is limited to infill and redevelopment projects. Land uses consist of residential, commercial and industrial. These land uses are very typical and are similar to surrounding areas.

The proposal district is located in the unincorporated area of Sacramento County. Municipal services are provided by a number of special districts, private businesses and the County of Sacramento. The following list of service providers serves the Fruitridge Pocket area.

- Southgate Recreation and Park District
- Fruitridge Vista Water Company
- California American Water Company
- Sacramento-Yolo Mosquito & Vector Control District
- Sacramento Regional County Sanitation District
- County Sanitation District No. 1
- County Service Area No. 1 (Street Lighting)
- County of Sacramento Public Works (Drainage, Streets, Traffic)
- County of Sacramento Sheriff's Department

PROPERTY TAX SHARING AGREEMENT

No property tax sharing agreement is required for this change of organization. Property taxes of the predecessor districts will accrue to the consolidated district. The consolidation will not result in a property tax impact to other districts. Neither will the consolidation result in any property tax impact to the City of Sacramento or the County of Sacramento.

CONTRACT FOR PROVISION OF SERVICE

Both Pacific Fire District and Fruitridge Fire Protection District contract with the City of Sacramento for the provision of fire and emergency medical services. Each District compensates the City of Sacramento based on property tax that accrues to the District less revenue retained by the District for administrative costs. The contract requires the City of Sacramento to provide fire services consistent with service standards provided to City residents. It provides:

"The City of Sacramento is responsible for the standards of performance, the discipline of employees and other matters incident to the performance of such services. The City shall furnish all equipment, supplies and personnel necessary to perform the necessary service. Prior to moving the location of a fire station, the City shall conduct a public hearing for the purpose of receiving and addressing citizens' concerns.

The Districts transferred all assets to the City. The City shall maintain both fire stations and all equipment. The District is responsible for paying retiree medical premiums, property tax collection costs, district audit costs, legal fees, liability insurance, and Sacramento County communication costs."

LAFCo PROCESS

Government Code Section 56853 (a) provides the following:

If a majority of the members of the legislative body of two or more local agencies adopt substantially similar resolutions of application making proposals either for the consolidation of districts or for the reorganization of all or any part of the district into a single local agency, the Commission shall approve, or conditionally approve, the proposal. The Commission shall order the consolidation or reorganization without an election, except as provided in subdivision (b) of Section 57081.

ELECTION PROCESS

Government Code Section 57081 provides the following:

If authorized by the Commission pursuant to Section 56853, the protest proceedings shall be conducted for the consolidation of districts or the reorganization of all or any part of those districts into a single local agency. The Commission shall hold at least one noticed public hearing on the proposal within 30 days after approval of the application by the Commission. After the conclusion of the hearing, the Commission shall order the consolidation or reorganization without an election except in the case of inhabited territory, that a petition requesting that the proposal be submitted to confirmation by the voters has been signed by either of the following:

- a) At least 25 percent of the landowners that own at least 25 percent of the assessed value of land within the affected territory or
- b) At least 25 percent of the voters entitled to vote as a result of residing within the affected territory.

ENVIRONMENTAL ANALYSIS

The Environmental Coordinator has found that the proposed consolidation is Categorically Exempt pursuant to Section 15320 (b), Changes in Organization of Local Agencies.

TERMS AND CONDITIONS ADOPTED BY DISTRICTS

The Pacific Fire District and Fruitridge Fire Protection District have agreed to consolidate. The successor district shall be called the Pacific Fruitridge Fire Protection District.

All assets, revenues, funds on deposit, liabilities for payment of principal and interest on contractual obligations for real property, furnishings and equipment, firefighting apparatus and equipment, operating expenses, supplies, licenses and permits, and any contingent liabilities for existing civil litigation of the Fruitridge Fire Protection District shall accrue to the Pacific Fruitridge Fire Protection District.

Agreements regulating wages, benefits and working conditions in compliance with Government Code Section 3500 et. seq., Myers-Milias-Brown Act, in effect for the Fruitridge Fire Protection District at the time of the consolidation shall be followed as adopted.

Employees of the Fruitridge Fire Protection District who retired and are covered by the provisions of the Memorandum of Understanding between the Fruitridge Fire Protection District and the International Association of Firefighters Suppression Personnel Local #522 under Article 10, Section 10.4.5, shall be eligible to continue receiving the District's contribution toward health insurance as agreed.

Employees of the Fruitridge Fire Protection District who retired and are covered by the provisions of the Memorandum of Understanding between Fruitridge Fire Protection District and the Chief Officers under the section entitled "Health Insurance," shall be eligible to continue receiving the District's contribution toward health insurance.

Retirement obligations for former members of the Fruitridge Fire Protection District shall be managed in accordance with an agreement between the Fruitridge Fire Protection District and the California Public Employee Retirement System, which shall be finalized and adopted prior to the public hearing before the Sacramento Local Agency Formation Commission.

Agreements regulating wages, benefits and working conditions in compliance with Government Code Section 3500 et. seq., Myers-Milias-Brown Act, in effect for the Pacific Fire Protection District at the time of the consolidation shall be followed as adopted.

Employees of the Pacific Fire District who retired and are covered by the provisions of the Memorandum of Understanding between the Pacific Fire District and the International Association of Firefighters Suppression Personnel Local #522 under Article 10, Section 10.4.5, shall be eligible to continue receiving the District's contribution toward health insurance as agreed.

Employees of the Pacific Fire District who retired and are covered by the provisions of the Memorandum of Understanding between Pacific Fire District and the Chief Officers under the section entitled "Health Insurance" shall be eligible to continue receiving the District's contribution toward health insurance.

Retirement obligations for former members of the Pacific Fire District shall be managed in accordance with an agreement between the Pacific Fire District and the California Public Employees' Retirement System, which shall be finalized and adopted prior to the public hearing before the Sacramento Local Agency Formation Commission.

On the effective date of this consolidation, the County of Sacramento will direct the County Assessor to transfer the permanent tax bases of the Pacific Fire District and the Fruitridge Fire Protection District to the newly consolidated Pacific Fruitridge Fire Protection District.

On the effective date of this consolidation, the Board of Directors of the Pacific Fruitridge Fire Protection District shall be increased to seven (7) members. Five (5) members of the consolidated Board shall be the current serving members of the Pacific Fire District and two (2) members shall be appointed from the currently serving members of the Board of Directors of the Fruitridge Fire Protection District. The Board of Directors of the Pacific Fruitridge Fire Protection District shall make said appointments from a resolution adopted by the consolidated district.

The consolidated Pacific Fruitridge Fire Protection District contract with the City of Sacramento Fire Department will be modified to expire in the year 2024, and the new contract will be executed between the successor District, and the City to reflect this date.

MUNICIPAL SERVICE REVIEW
MASTER SERVICES ELEMENT

The proposal territory lies within the Sphere of Influence of the City of Sacramento. The City of Sacramento has provided fire and emergency medical services to this area since 1984. The Sacramento Metropolitan Fire District provides fire and EMS services to the southern portion of the unincorporated Fruitridge Pocket area.

The proposed consolidated district, while not located in the City of Sacramento, lies within two of the City of Sacramento's planning areas: East Broadway and South Sacramento. Annexation to the City of Sacramento was proposed in 1970, however, the proposal was defeated at election. Generally, efforts in the Fruitridge Pocket Area proposing annexation to the City of Sacramento have been met with resistance from both

property owners and special districts. Some areas adjacent to the Fruitridge Pocket territory annexed into the City of Sacramento during the 40's, 50's and 60's.

CITY OF SACRAMENTO FIRE DEPARTMENT

The City of Sacramento Fire Department began as a volunteer organization in 1850. In 1873, the Department became the first paid professional fire department west of the Mississippi. Currently, the City's Fire Department has 623 positions.

568 Sworn Personnel
17 Fire Prevention Officer
38 Civilian Employees
623 Total

Total budgeted appropriation for FY 2006/07 is \$84,803,279. This amount is primarily funded from the City of Sacramento General Fund. The City Fire Department serves about 142 square miles and a population of over 435,000 persons which includes areas outside of the City limits.

The City of Sacramento Fire Department is divided into three divisions: Office of the Chief, Office of Operations, and Office of Support Services. The City of Sacramento belongs to the Sacramento Regional Fire/EMS communications Center, a joint powers authority. The dispatch center received 144,719 emergency calls in 2003, 42 percent of which were for the City of Sacramento Fire Department. The City has 22 fire stations and 3 under construction. These stations are strategically located within the City limits.

The City's paramedic response time is 8 minutes or less, 90 percent of the time. During 2003, the Sacramento Fire Department responded to approximately 63,900 calls. Over 43,000 calls were for emergency medical services. The following table summarizes the 2003 calls for service.

Fire Calls	3,600
Service Calls	4,227
Emergency Medical Calls	43,308
Hazardous Conditions	647
Good Intent Calls	6,882
Over Pressure Rupture Calls	521
False Alarms	4,691
Natural Disaster	7
Other	<u>11</u>
Total	63,905

Approximately ten years ago, the Sacramento Fire Department began paramedic transport services. In addition, the Department provides Advanced Life Support (ALS) medical services. This program deploys ten 24-hour ambulances along with one 8-hour flex schedule ambulance during peak hours throughout the City as well as contracted areas.

In addition, all engines and trucks are Basic Life Support (BLS) capable with approximately 74 percent of the units providing paramedic services on a daily basis. Moreover, many of the Firefighter/EMT-Paramedics are trained in Urban Search and Rescue, Swift Water Rescue and Hazardous Materials Mitigation.

The City of Sacramento also mans trucks and engines with 4-person crews. The City Fire Department has mutual aid agreements with surrounding fire districts. Based on demand for service, mutual aid agreements provide that the City will assist neighboring districts and vice versa, surrounding districts will provide assistance to the Department. The City of Sacramento has the ability and the expertise to continue to provide services to City residents as well as the residents within the territory under contract (Fruitridge, Pacific and Natomas Fire Districts).

LAFCO ANALYSIS

The proposed consolidation will not impact current operations or service levels for either City residents or residents of the consolidated fire district. The proposed consolidation should simplify the City's administration and management of one, rather than two, separate contracts. The consolidated district will continue to represent the community interests of Pacific and Fruitridge residents to ensure they receive an adequate level of fire and emergency medical services. Consolidated district oversight will ensure accountability to the affected residents since they are not represented on the City Council.

AFFECTED AGENCIES

The Southgate Recreation & Park District has sent a letter questioning the consolidation. Southgate Recreation & Park District believes the consolidation will lead to a loss of community identity for the communities served by the Pacific and Fruitridge Fire Districts.

In fact, the proposal for consolidation was initiated by Fruitridge Fire Protection District because it was having a hard time finding residents willing to run for office---primarily because the only real function of the Board of Directors is to administer a contract with the City of Sacramento for service. Moreover, the consolidation proposal provides that the Board of Directors will be increased from five to seven members. This increase will allow both communities to maintain representation to preserve community identity. I believe the interests of all residents will be protected by this proposal and the community should not suffer a loss of community identity.

COST OF SERVICE

I am unable to determine whether or not these communities generate adequate revenue to cover the cost of service provided to the territory. However, the City of Sacramento continues to provide the same level of service to City residents and to residents of the unincorporated area. Thus, these communities benefit from a professional organization that has adequate funding.

BOUNDARY ISSUES

Logically, the communities within the Pacific Fire District and Fruitridge Fire District should be within the city limits of the City of Sacramento since this territory forms a peninsula that is nearly surrounded by the City of Sacramento. Municipal service delivery is problematic because of the irregular incorporated/ unincorporated boundary configuration.

EXECUTIVE OFFICER'S COMMENTS

The proposed consolidation is supported by the Board of Directors of each fire district and by the City of Sacramento. The proposal will not result in a change in service provision. This change of organization is exempt from the purview of CEQA. The purpose of this change of organization is to simplify the administration of contracts for fire and emergency medical service with the City of Sacramento. The consolidated district allows for a seven member Board of Directors so that residents of these communities will have elected representatives for fire protection and emergency medical services.

RECOMMENDATION

I recommend your Commission adopt the staff recommendations previously set forth and approve the Consolidation of the Pacific and Fruitridge Fire Protection Districts.

Respectfully submitted,

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

Peter Brundage
Executive Officer

PB:Maf

cc: Joseph Cherry, Fire Chief, City of Sacramento
Fruitridge Fire Protection District
Pacific Fire District

PB:Maf
(Pacific-Fruitridge Fire)