



***FAIRVIEW FIRE PROTECTION
DISTRICT
MUNICIPAL SERVICE REVIEW FINAL***

December 9, 2013

Prepared for the
Local Agency Formation Commission of Alameda County
by
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1. AGENCY OVERVIEW

Fairview Fire Protection District (FFPD) contracts with the City of Hayward Fire Department (Hayward FD) for the provision of fire protection, emergency medical and paramedic services, auto accident rescue, natural disasters rescue, safe surrender service, and animal rescue.

The last MSR for FFPD was completed in 2004.

FORMATION

FFPD was established in 1938 as an independent special district.

The principal act that governs the District is the Fire Protection District Law of 1987.¹ The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.² Districts must apply and obtain LAFCo approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.

BOUNDARY

The FFPD lies in the Fairview and Five Canyons unincorporated areas just north of the City of Hayward. Most of the area of FFPD is situated in the City of Hayward's sphere of influence (SOI). The FFPD boundary encompasses about 4.2 square miles.

Extra-territorial Services

FFPD, through its direct service provider Hayward FD, provides mutual aid assistance to neighboring jurisdictions and also participates in the California Emergency Management Agency (Cal EMA) strike team to assist the State with wild fires.

Unserved Areas

There are no unserved areas within Fairview FPD.

¹ Health and Safety Code §13800-13970.

² Health and Safety Code §13862.

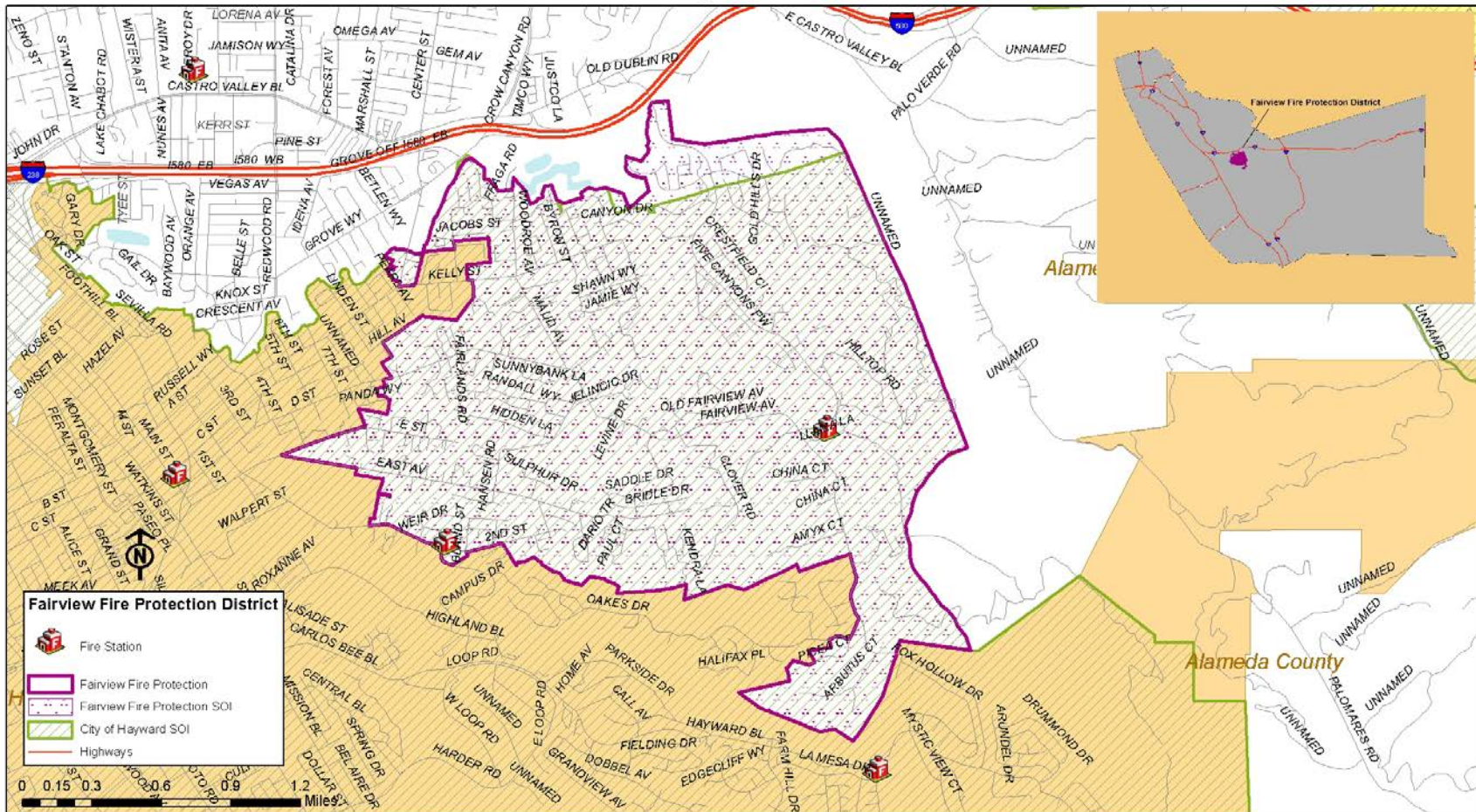
SPHERE OF INFLUENCE

The Fairview Fire Protection District's SOI was established by LAFCo in 1983 as coterminous with its boundary.

During the 2004 SOI updates, the Commission elected to retain a coterminous SOI for FFPD.

Figure 1-1: Fairview FPD Boundaries and SOI

Fairview Fire Protection District Area and SOI*
 July 2012



*Agency sphere equals the service area boundary

Created for Alameda LAFCo by the Alameda County Community Development Agency

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

FFPD is governed by a five member Board of Directors elected to four-year terms. Current board member names, positions, and term expiration dates are shown in Figure 1-2.

The Board of Directors meets on the last Monday of January, April, July, and October at seven in the evening. A notice of public meetings is posted at two fire stations, published in the local newspaper and posted on the FFPD website. Meeting minutes are not posted on the website. It is recommended that public agencies post both their meeting agendas and minutes on their websites for constituents to have easier access to meeting materials.

Figure 1-2: Fairview Fire Protection District's Governing Body

Fairview Fire Protection District				
<i>District Contact Information</i>				
Contact:	Tara Reyes , Fire Services Supervisor			
Address:	Hayward FD, 777 B Street, Hayward, CA 94541			
Telephone:	(510)583-4940			
Fax	(510)583-3640			
Email/website:	http://www.fairviewfiredept.org/index.htm			
<i>Board of Directors</i>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Jeff Rosier	Vice-President	November 2014	Elected	4 years
Angelo Costanzo	Assistant Vice	November 2014	Elected	4 years
Audie Bock	Director	November 2016	Elected	4 years
Catherine Ortiz-Carden	President	November 2016	Elected	4 years
Charles Snipes	Secretary	November 2016	Elected	4 years
<i>Meetings</i>				
Date:	Last Monday of January, April, July, and October at 7pm.			
Location:	Meetings are held at the Fire Station #8 in Five Canyons.			
Agenda Distribution:	Posted on the website, at the fire stations and in newspaper.			
Minutes Distribution:	Available upon request.			

FFPD updates its constituents through noticed meetings and its website. FFPD outreach, through its service agreement with Hayward FD, includes presentations at schools, Fire Prevention Week, fire and earthquake planning for homeowners and associations, Community Emergency Response Team (CERT) training classes spring and fall at no charge

to individuals, and informational brochures provided to the public at the fire stations serving the District.

Customer complaints for FFPD are handled by the City of Hayward's Fire Chief. Any member of the public can submit complaints at board meetings or individually to the FFPD Board President and Directors. FFPD reported that it did not receive any complaints in 2011.

FFPD demonstrated accountability in its disclosure of information and cooperation with the LAFCo questionnaires and other requests.

MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

FFPD states that its mission is "to be an effective emergency service organization by meeting the service requirements of our community in fire suppression, fire prevention, emergency medical services, rescue and public education; utilizing and improving the dedication and skills of fire district personnel; and continually improving and evaluating all of our services and operations."

FFPD does not employ any staff directly. The City of Hayward Fire Department personnel manage the day-to-day operations of FFPD, including administrative, and all fire protection and other services. Hayward FD performs annual performance evaluations on all personnel. For more information relating to the City of Hayward Fire Department and its staffing and management, refer to the City of Hayward MSR.

The Hayward Fire Chief and/or the Chief's designees attend regular FFPD Board meetings to inform the directors and the public on emergency responses made and items needing attention in FFPD. FFPD receives quarterly written reports from the Hayward Fire Chief on significant emergency incidents, response times, fire prevention activities and standards of coverage benchmarks in FFPD.

FFPD does not conduct evaluations for the District as a whole, such as benchmarking or annual reports.

FFPD's financial planning efforts include an annually adopted budget and annually audited financial statements. FFPD reported that in FY 11-12 it had adopted a capital improvement budget with the planning horizon of eight years to repair and replace aging apparatus and facilities.

All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the County Board of Supervisors has

approved a biennial or five-year schedule.³ In the case of FFPD, the District must submit audits annually. The District has submitted its audit to the County for FY 10-11 within the required 12 month period.

GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

FFPD's boundary area is approximately 4.2 square miles. The County is the land use authority for the unincorporated areas. The agency's land uses are mostly residential. FFPD has no land use authority.

Existing Population

As of 2010, the population of the area in FFPD was 13,284. Its population density—3,163 residents per square mile—is higher than the countywide density of 1,840 people per square mile.

Projected Growth and Development

Based on Association of Bay Area Governments (ABAG) growth projections and the FFPD estimated 2010 Census population, the population of the area within the District is anticipated to reach 16,153 by 2035, with an average annual growth rate of 0.8 percent. Per ABAG population projections, the rate of growth in FFPD is expected to be similar to the unincorporated growth rate through 2035. From 2010 to 2035, the population in the unincorporated area of Alameda County is estimated to grow by 22 percent, while the County overall is anticipated to grow by 27 percent.

FFPD reports that it expects demand for service to be proportional to population growth. Service challenges for the District include the increased demand for emergency medical and paramedic services from the District's aging population. FFPD anticipates the same growth rate as most of the surrounding areas in the County; however, no formal population projections were made by the District.

Within the Five Canyons area, future development potential is limited to a single subdivided property that has been approved for development, but no homes have been

³ Government Code §26909.

built to date. Another potential development site is located in Fairview, just north of Fairview Avenue. It consists of 15 single unit residential lots and is planned to be completed by the first quarter of 2013. As reported by FFPD, however, the 2013 completion is unlikely due to community opposition to stream damage caused by current stormwater drainage plans.

FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by FFPD and identifies the revenue sources currently available to the District.

FFPD reported that current financial levels were adequate to deliver services. No specific financing challenges were identified.

Revenues

The revenues for FFPD for FY 11-12 were \$2.5 million. The District's revenues consist primarily of property taxes (98 percent). Other revenue sources included parcel tax income that finances emergency medical services (EMS), investment earnings and other revenues.

Expenditures

Expenditures in FY 11-12 for FFPD were \$3.1 million, which consisted mainly of fire protection service expenses (80 percent) and fixed assets (18 percent). Other expenses included dispatch services, county administrative and collection fees, insurance, legal and accounting fees, hydrant installations, weed abatement, general election, bookkeeping and clerical (bookkeeping services and secretary/recorder for keeping minutes at FFPD meetings), utilities, director fees and training, landscape services (at Station 8), website related, depreciation, and miscellaneous (including janitorial service for Station 8). Total expenditures exceeded total revenues by about \$550,000 largely due to decline in property tax revenues.

All administrative services are provided by the Hayward FD, including the processing of payment requests for the District.

In FY 11-12, FFPD paid the City of Hayward \$2.4 million in fees for fire protection service provision.

Liabilities and Assets

FFPD does not have any long-term debt.

At the end of FY 11-12 the FFPD's unassigned fund balance was \$4.8 million, which amounted to about 29 months of operating expenditures. However, for at least the last two years, FFPD has budgeted to allocate reserve funds to establish a Capital Improvement

Program. This required catch up years to appropriately encumber enough funds for future capital needs. The District is planning to be entirely caught up by FY 13-14.

Financing Efficiencies

FFPD engages in joint financing arrangements with the City of Hayward. FFPD owns its fire equipment and reportedly owns Station 8 though the District could not provide evidence of the transfer of ownership from Alameda County to FFPD. The District allows the City of Hayward to use the equipment and the station at no charge.

2. MUNICIPAL SERVICES

FIRE PROTECTION SERVICES

Service Overview

FFPD contracts with the City of Hayward to provide fire protection, hazardous materials removal, emergency medical and paramedic services, auto accident rescue, natural disasters rescue, safe surrender service, and animal rescue within the boundaries of FFPD. Under the contract, Hayward FD also takes care of weed abatement throughout all visible land within the FFPD boundary area.

Prior to the contract with Hayward in 1993, first response to structure fires in the FFPD was provided by the District itself with two fire engines and a volunteer force, often requesting mutual aid from the City of Hayward. FFPD did not have enough resources to provide its own services. By contracting with the City of Hayward, fire service was reported to have greatly improved due to full access to Hayward FD's resources.

All 911 calls are answered by the Alameda County Sheriff's dispatch center. If fire or medical-related, the caller is transferred to the Hayward dispatcher. For the caller to receive emergency medical procedure instructions over the phone, Hayward Dispatch transfers the caller to the Alameda County Regional Emergency Communication Center (ACRECC) after enough information is gathered by Hayward to dispatch a first-response unit.

In January 2012, the City of Hayward implemented a new \$4.5 million New World Computer Aided Dispatching (CAD) System. This new system includes GPS vehicle locating, enhanced mapping and resource tracking with improved record management capabilities. Additionally, the City of Hayward entered into an agreement with the East Bay Regional Communication System Authority (EBRCSA) that allows for interoperable communication throughout the region. Currently, Hayward Dispatch, Alameda County Sheriff's Office and ACRECC do not have an interface linking their CAD systems. The implementation of such an interface is expected to improve service delivery and is under development.

Demand for Services

In 2011, there were approximately 624 calls for service within the FFPD. Of those, 429 were for medical emergencies, which constituted 71 percent of incidents and the remainder involved fire, false alarm, and other types of incidents. To compare, in 2002, there were 495 calls for service within the FFPD with 78 percent of incidents being medical emergencies and the remainder involving fire, false alarm, and other types of incidents.

During FY 04-05, Hayward FD's Station 9 was closed and Station 8 responded to most of the service calls. Since then, Station 9 reopened and now responds to service calls. In 2011,

Station 9 in Hayward responded to 25 percent of District incidents, while Station No. 8 located in the District responded to 75 percent of incidents.

Infrastructure and Facilities

The FFPD is primarily served by Fire Station No. 8 located in Five Canyons which is operated by the City of Hayward. FFPD has indicated that the District now owns the station. In 2000, the Alameda County Board of Supervisors, at a public hearing, adopted a resolution to hold the deed to the new Fire Station 8 until FFPD could acquire sufficient funds to acquire land and build an emergency access easement at the end of East Avenue and Star Ridge. FFPD reported that it fulfilled the requirement and the title was transferred from the County to FFPD, however the District was unable to provide the date of the transfer or the grant deed. The station was built in 2000, and is in good condition. In 2010, a solar array was installed to the rear of Fire Station 8 which allows FFPD to "sell back" unused electricity to PG&E. Fire Station 8 houses a Type III engine and a Type I engine owned by FFPD. Fire Station 8 also serves as the FFPD Board room.

FFPD still has ownership of its old fire station on Fairview Avenue (old Hayward Fire Station No. 8) built in 1938, which is currently inactive. The old station functions as equipment storage for fire season quick reserve vehicle access, and has been a polling place during elections.

In addition, Hayward FD owns and staffs Station 9 reported to be in good condition and located on Second Street in Hayward, just inside of FFPD boundaries. Its strategic location, according to FFPD and the Hayward Fire Chief, increases the service level and response capabilities within the District by about 25 to 35 percent.

FFPD owns three firefighting vehicles—a 2004 Seagrave Type I Pumper housed at Station 8 and due to be replaced in 2014, a 2009 West Mark Type III pumper kept at Station 8 and due to be replaced in 2020, and a 2008 West Mark Type IV four-wheel drive Wildland Patrol Engine (best for navigating Fairview's steep canyons) located at Station 9 and due to be replaced by 2024. All vehicles are in good condition and are used by Hayward FD.

Infrastructure Needs or Deficiencies

In FY 11-12, FFPD budgeted \$41,500 for multiple apparatus and equipment replacement and facility upgrade needs, including Type 3 apparatus EMS equipment, Type 3 apparatus Lucas device⁴ and Type 3 apparatus defibrillator device.⁵ The reported upgrade

⁴ The LUCAS device is used to provide a steady supply of oxygen to the heart and brain in cardiac arrest patients.

⁵ Fairview Fire Protection District Adopted Final Budget FY 2011-12, p.2.

needs on FFPD's old station consisted of furniture/appliance replacements, painting, kitchen fan, and landscaping.

FFPD sets aside funds for facility upgrades, and equipment and apparatus replacement. According to the FFPD capital improvement budget, in FY 11-12, the District budgeted \$487,979 for this purpose. The amounts to be put aside in FYs 12-13 and 13-14 were \$742,343 and \$145,479 respectively.

Shared Facilities and Regional Collaboration

FFPD participates in regional collaboration efforts as part of the Hayward FD. Hayward FD takes part in the Alameda County Mutual Aid Agreement and the Statewide Mutual Aid Plan. Hayward has an automatic aid agreement with Alameda County Fire Department to respond to incidents on Interstate 880 and with Foster City to respond to incidents on the Hayward-San Mateo Bridge. Hayward FD provides mutual aid assistance as requested to neighboring jurisdictions and also participates in the Alameda County strike teams to assist the State with major wild fires.

Service Adequacy

This section reviews indicators of service adequacy, including response times, complaints, staffing levels.

The guideline established by the National Fire Protection Association (NFPA) for fire response times is six minutes at least 90 percent of the time, with response time measured from the 911-call time to the arrival time of the first-responder at the scene. The fire response time guideline established by the Center for Public Safety Excellence (formerly the Commission on Fire Accreditation International) is 5 minutes 50 seconds at least 90 percent of the time.⁶

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response has to be. The California Emergency Medical Services Agency established the following response time guidelines: five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wildland areas.

The average response time for FFPD is approximately five minutes, which is consistent with the response time criteria set forth by Hayward FD—first arriving response apparatus being on scene in five minutes or less 90 percent of the time, and the balance of the first alarm assignment being on scene in eight minutes or less.

⁶ Commission on Fire Accreditation International, 2000.

Fire services are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. The ISO rating for Hayward Fire Department is Fire Protection Class 3 (urban) out of 10.

According to the District, no complaints were received in 2011 relating to the speed of fire apparatus.

FFPD is primarily served by Station 8 and Station 9. It receives additional service from fire stations located in Hayward, although those stations primarily serve the City of Hayward. Each fire station is staffed by a three-person engine company with at least one being a paramedic able to deliver Advance Life Support (ALS).

There have been no significant changes in service adequacy level since the last MSR.

3. GOVERNANCE STRUCTURE OPTIONS

Four government structure options were identified during this MSR process. As identified in the previous 2004 MSR, two options involve dissolution. A third identified option is to create a subsidiary district, and a fourth option is to retain the status quo.

FFPD's contract with the City of Hayward has resulted in the provision of adequate services to the FFPD residents and property owners on a long-term basis. The voters of the District supported the existence of FFPD, both through the electoral process and financially by approving an emergency medical services assessment, which was approved by the voters to be extended in 1997. However, because the District does not provide any direct services, but rather administers a contract for service provision, certain operating and administrative expenses could be avoided by dissolving FFPD and having another existing service provider take on governance and operations of fire service in the area. Estimated savings of about \$100,000 annually might be achieved if a management layer and election costs were eliminated through government reorganization.⁷

Given that no changes in governance or service structure have occurred since the prior MSR (the District still does not provide services directly nor does it employ any staff), dissolution continues to be a viable option for FFPD.

In the case of dissolution, a successor agency would have to assume the responsibility of fire protection in the FFPD boundary area. One option is for the City of Hayward to annex the territory of FFPD. However, the City is a multi-service agency with land use authority, and the voters of the District expressed their desire not to be annexed into the City when they rejected FFPD dissolution and annexation into the City of Hayward in 1996. Annexation by the City of Hayward would affect regulatory, permitting and planning processes in the FFPD area, and could be growth-inducing, which may require multiple plans and studies, including but not limited to an environmental impact report (EIR), annexation study and consolidation feasibility study.

Another option identified is to form a subsidiary district which would require the City of Hayward to annex a majority of the territory of FFPD. Establishment of a subsidiary district would not change the legal status of FFPD but would establish the Hayward City Council as the ex-officio board of directors, replacing the existing FFPD Board of Directors. This option continues fire service provision with the City of Hayward. The primary

⁷ The savings of \$100,000 are an approximate estimate based on FFPD Financial Statements for FY 10-11. To achieve a more exact financial figure, a more thorough study would be needed.

advantage of a subsidiary district versus annexation is transparency of use of public funds; in other words, it ensures that tax funds collected from the FFPD boundary area are directly used for fire service provision in that area. The law allows for a City to take the funding and operate the subsidiary district as a department of the City rather than as a legal special district. Therefore, as an extra layer of security, in order to ensure that funds remain in the District and are used for its operations, this option should include a condition that the City ensure that taxes collected within the subsidiary district boundary will be used exclusively for administrative and operational costs of the subsidiary district. An obstacle to this governance option, however, is that the law requires at least 70 percent of the territory and at least 70 percent of registered voters of a subsidiary district to be within the city's boundaries; consequently, this option would also involve annexation which, as stated above, FFPD voters rejected in 1996, as well as multiple studies. This options also would not eliminate some of the costs that are involved with administering a separate legal special district.

Another identified option is for the Alameda County Fire Department (ACFD) to annex the FFPD territory and assume responsibility for the provision of fire protection and other related services to the area. The FFPD area is currently the only unincorporated area in Alameda County not included in ACFD.

A potential challenge to annexation by ACFD could be FFPD residents' concern about changing fire providers from the City of Hayward to ACFD. The City of Hayward is familiar with the area and has infrastructure and resources in place to efficiently provide services to FFPD. Discontinuing this existing system may be counter-productive to efficient service provision and may not be favorable to voters. A potential solution may be for ACFD to contract with the City of Hayward for fire services in the Fairview/Five Canyons area. This would keep the current service provider in place, but the service contract would be administered by ACFD instead of a separate, independent fire protection district. ACFD already administers a wide range of contracts and has expressed interest in this arrangement. This option might achieve operational savings of about \$100,000 a year and eliminates the need for any additional reorganization studies. Residents of FFPD would benefit by maintaining the current contract for services with the City of Hayward, and still remain within the unincorporated area.

4. MSR DETERMINATIONS

Growth and Population Projections

- ❖ As of 2010, the population within Fairview Fire Protection District (FFPD) was 13,284.
- ❖ Based on Association of Bay Area Governments (ABAG) growth projections the population of FFPD is anticipated to be 16,153 by 2035.
- ❖ FFPD expects its service demand to be proportional to population growth. Increased demand is anticipated for emergency medical services (EMS) from the District's aging population.
- ❖ Within the Five Canyons area, future development potential is limited to a single subdivided property; in Fairview, one planned development area is located north of Fairview Avenue.

Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence

- ❖ Based on Census Designated Places, Alameda LAFCo determines that there are no disadvantaged unincorporated communities that meet the basic state-mandated criteria. Alameda LAFCo recognizes, however, that there are communities in the County that experience disparities related to socio-economic, health, and crime issues, but the subject of this review is municipal services such as water, sewer, and fire protection services to which these communities, for the most part, have access.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ FFPD contracts with the City of Hayward Fire Department for the provision of fire protection, emergency medical and paramedic services, auto accident rescue, natural disasters rescue, safe surrender service, and animal rescue.
- ❖ To plan for its capital improvement needs, in FY 11-12 FFPD adopted a capital improvement budget with the planning horizon of eight years. Every year, FFPD sets aside funds to repair and replace aging and apparatus and facilities. According to the FFPD capital improvement budget, in FY 11-12, the District budgeted \$487,979. The amounts to be put aside in FYs 12-13 and 13-14 were \$742,343 and \$145,479 respectively.

- ❖ In FY 11-12, FFPD budgeted \$41,500 for multiple apparatus and equipment replacement and facility upgrade needs, including Type 3 apparatus EMS equipment, Type 3 apparatus Lucas device⁸ and Type 3 apparatus defibrillator device.
- ❖ Services provided in FFPD by the City of Hayward appear to be adequate based on response times, Insurance Service Office (ISO) rating and number of complaints.
- ❖ Needs and deficiencies related to structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence of FFPD were not identified since based on Census Designated Places, Alameda LAFCo determined that there were no disadvantaged unincorporated communities that met the basic state-mandated criteria in Alameda County.

Financial Ability of Agency to Provide Services

- ❖ FFPD's financing levels are adequate to deliver services, based on healthy financial reserves and lack of reported financing challenges.
- ❖ FFPD's main source of revenue is property taxes which have declined with the decline in assessed property values.
- ❖ At the end of FY 10-11 the FFPD's unassigned fund balance was \$4.6 million, which amounts to about 29 months of operating expenditures.
- ❖ For at least the last two years, FFPD has allocated reserve funds in its budget to establish a Capital Improvement Program. The District is planning to encumber enough funds to fully fund its future capital needs by FY 13-14.
- ❖ FFPD does not have any long-term debt.

Status and Opportunities for Shared Facilities

- ❖ FFPD engages in joint financing arrangements with the City of Hayward.
- ❖ FFPD owns its fire equipment and the old inactive station on Fairview Avenue, and allows the City of Hayward to use that equipment and the station at no charge.

⁸ The LUCAS device is the device that is used to provide steady supply of oxygen to the heart and brain in cardiac arrest patients.

- ❖ FFPD is primarily served by Station 8 which is reportedly owned by FFPD (the District could not confirm the transfer of title from Alameda County to FFPD) and operated by Hayward FD.
- ❖ Station 9 which also serves FFPD is owned and operated by the City of Hayward.
- ❖ FFPD participates in regional collaboration efforts as part of the Hayward Fire Department. The Hayward FD participates in the Alameda County Mutual Aid Agreement and the Statewide Mutual Aid Plan. Hayward has an automatic aid agreement with Alameda County Fire Department and with Foster City. Hayward FD provides mutual aid assistance to neighboring jurisdictions and participates in the Alameda County strike teams assisting the State with wild fires.

Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

- ❖ FFPD is governed by a five-member Board of Directors. The Board updates constituents, posts meeting agendas and discloses some of its public documents on its website. The District should consider posting its meeting minutes on its website for easier public access.
- ❖ Four governance structure options were identified with regards to FFPD: 1) Dissolving FFPD and annexing its territory into City of Hayward; 2) Reorganizing FFPD into a subsidiary district of the City of Hayward; 3) Dissolving FFPD and annexing its territory into Alameda County Fire Department; and 4) Retaining status quo.
- ❖ FFPD demonstrated accountability in its cooperation with the LAFCo information requests.

5. SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence Boundary

FFPD's existing SOI is coterminous with its boundary and includes all the unincorporated areas of Fairview and Five Canyons.

SOI Options

Two options were identified with respect to FFPD's SOI.

Option #1 – Zero SOI

If the Commission determines that the agency should be dissolved, it would be appropriate to adopt zero SOI.

Option #2 – Maintain coterminous SOI

If the Commission determines that no changes are needed in the existing service provision arrangement, retention of the existing SOI is appropriate.

Recommended Sphere of Influence Boundary

Because FFPD does not provide direct service, there are potential cost savings to be achieved by dissolving the District and having the agency's contract for services either administered by another existing agency or having the services provided directly by another agency. Cost savings are estimated at about \$100,000 a year. For this reason, it is recommended that the Commission adopt a zero SOI for FFPD. A zero SOI would encourage a reorganization of the services provided to the residents of FFPD.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- ❖ Fairview Fire Protection District (FFPD) provides fire protection, emergency medical and paramedic services, auto accident rescue, natural disasters rescue, safe surrender service, animal rescue, and weed abatement services to the unincorporated communities of Fairview and Five Canyons through a contract with the City of Hayward.

Present and planned land uses, including agricultural and open-space lands

- ❖ Land uses within FFPD are mostly residential. The SOI is consistent with land uses approved by the County, which has land use authority within the District boundaries. FFPD has no authority over land use.
- ❖ Most of FFPD also lies within the City of Hayward's SOI. City and County policies support the provision of adequate fire and paramedic services. The City and the County plans include land uses and population growth indicating an ongoing need for fire and paramedic services. Both the City of Hayward and Alameda County require fire code compliance when approving development plans.
- ❖ Fire and paramedic services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- ❖ As indicated by the service call volume, there is a present and anticipated continued need for fire protection services within Fairview and Five Canyons. Based on the aging of the District's population, there is anticipated growth in the need for EMS and paramedic services.

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

- ❖ Fire services for the FFPD are provided by the City of Hayward. Hayward Fire Department's ISO rating is 3. The average response time for the FFPD is approximately five minutes, which is comparable to the median response time of other Alameda County fire service providers. According to FFPD, no complaints were received in 2011.
- ❖ FFPD is primarily served by two fire stations—Station 8 reportedly owned by FFPD and located in Castro Valley, and Station 9 owned by and located in the City of Hayward. Facilities and equipment are in good condition.

Existence of any social or economic communities of interest

- ❖ FFPD indirectly serves the population within its boundaries—residents of Fairview and Five Canyons communities. Commuters and City of Hayward residents are also users of the services contracted by FFPD.
- ❖ The City of Hayward, as the direct service provider for FFPD, provides mutual aid to other areas of Alameda County.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- ❖ No present or probable need for public facilities and services of any disadvantaged unincorporated communities within the existing FFPD SOI were identified since based on Census Designated Places, Alameda LAFCo has determined that Alameda County had no disadvantaged unincorporated communities that met the basic state-mandated criteria.