

MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE PLAN

for the

ORLAND RURAL FIRE PROTECTION DISTRICT



JUNE 2019
GLENN LOCAL AGENCY FORMATION COMMISSION
ADOPTED JULY 8, 2019
RESOLUTION No. 2019-06

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FOR THE
ORLAND RURAL FIRE PROTECTION DISTRICT**

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MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE PLAN FOR THE ORLAND RURAL FIRE PROTECTION DISTRICT

LAFCO

Established in 1963, Local Agency Formation Commissions (LAFCo) are responsible for administering California Government Code Section 56000 *et. seq.*, which is known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH). CKH charges LAFCos with encouraging the orderly formation and development of all local governmental agencies in their respective counties in a manner that preserves agricultural and open-space lands, promotes the efficient extension of municipal services, and prevents urban sprawl. Principle duties include regulating boundary changes through annexations or detachments, approving or disapproving city incorporations; and forming, consolidating, or dissolving special districts. There is a LAFCo located in each of the 58 counties in California.

Spheres of Influence

Under the CKH Act, LAFCos are required to “develop and determine the sphere of influence of each local governmental agency within the county and enact policies designed to promote logical and orderly development of areas within the sphere” (Section 56425, CKH). A Sphere of Influence (SOI) is generally considered a 20-year, long-range planning tool, and is defined by Government Code Section 56425 as “. . . a plan for the probable physical boundary and service area of a local agency. . . .” The sphere indicates the logical area in which the jurisdiction anticipates services will be needed and can be provided. According to the CKH Act, LAFCos are required to review and update SOIs every five years, or as necessary.

A Sphere of Influence is a long-range planning tool that analyzes the physical boundary of a local agency or jurisdiction, and the present and probable need for services within that area. As such, it does not give property inside the sphere boundary any more development rights than already exist as land use authority in these areas remains entirely at the discretion of the applicable local jurisdiction (city or county). Realistically, an agency's SOI is solely reactive to the land use decisions already adopted by the agencies with land use authority. Ultimately, an SOI study assists LAFCo in making decisions about a change in a jurisdiction's future service area boundary.

Various different categories of spheres of influence boundaries are allowed, including: “**growth**” spheres that are larger than an agency's jurisdictional boundaries and anticipates a need to expand services to new territory; “**coterminous**” spheres which mirror the agency's jurisdictional boundaries and indicates no additional service expansions are needed or an inability to expand services; a “**zero**” spheres, which indicate the agency cannot or does not provide any services and should be considered for a merger or dissolved altogether; and a “**minus**” sphere when an agency does or

cannot provide services to the territory in question. Establishing the appropriate sphere category can be challenging as individual circumstances can vary between agencies. City spheres, which may convey future land use entitlements, are more scrutinized for growth impacts than an agency providing limited services, such as districts that provide fire protection services. Although a helpful tool for future planning, a sphere of influence determination does not convey any specific entitlements to landowners nor require an agency to guarantee services should priorities change.

Municipal Service Reviews

The Cortese-Knox-Hertzberg Act requires that a Municipal Service Review (MSR) be conducted prior to, or in conjunction with, the update of an SOI. A MSR is a comprehensive analysis of service provision by each of the special districts, cities, and the unincorporated county service areas within the legislative authority of the LAFCo. It essentially evaluates the capability of a jurisdiction to serve its existing residents and future development in its SOI. The legislative authority for conducting MSRs is provided in Section 56430 of the CKH Act, which states “. . . in order to prepare and to update Spheres of Influence in accordance with Section 56425, LAFCos are required to conduct a MSR of the municipal services provided in the County...”

Pursuant to Section 56430, in order to update a SOI, the associated MSR must have written determinations that address the following factors:

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 related to effective or efficient service delivery, as required by commission policy.

These determinations must be made by the Commission before, or concurrently with, the sphere review and update for the Orland Rural Fire Protection District.

Sphere of Influence Plan Update Process

Glenn LAFCo is now in the process of creating an SOI Plan for the Orland Rural Fire Protection District (ORFPD). There are numerous factors to consider in reviewing an SOI Plan, including current and anticipated land uses, facilities, and services, as well as any relevant communities of interest. Updates generally involve a comprehensive review of the entire SOI Plan, including boundary and SOI maps and the District's MSR. In reviewing an agency's sphere, the Commission is required to consider and prepare written statements addressing five factors enumerated under California Government Code Section 56425(e). These factors are identified below.

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. 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, that occurs on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

Disadvantaged Unincorporated Communities

SB 244 (Chapter 513, Statutes of 2011) made changes to the CKH Act related to disadvantaged unincorporated communities," including the addition of SOI determination No. 5 listed above. Disadvantaged unincorporated communities, or "DUCs," are inhabited territories (containing 12 or more registered voters) where the annual median household income is less than 80 percent of the statewide annual median household income.

CKH Act Section 56375(a)(8)(A) prohibits LAFCO from approving an annexation of more than ten acres if a DUC is contiguous to the annexation territory but not included in the proposal, unless an application to annex the DUC has been filed with LAFCO. The legislative intent is to prohibit "cherry picking" by cities and districts of tax-generating land uses while leaving out under-served, inhabited areas with infrastructure deficiencies and lack of access to reliable potable water and wastewater services. DUCs are recognized as social and economic communities of interest for purposes of recommending SOI determinations pursuant to Section 56425(c).

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MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE PLAN
FOR
THE ORLAND RURAL FIRE PROTECTION DISTRICT

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ORLAND RURAL FIRE PROTECTION DISTRICT DATA SHEET

Contact: Jack Bucke, ORFPD Board of Directors Chairman
 Address: 810 Fifth Street, Orland, CA 95963 (Orland Volunteer Fire Department)
 Phone: (530) 865-1625
 Webpage: None

GOVERNING BOARD

Board of Directors	Term Expires
Jack Bucke, Chairman	12/3/21
Philip Putnam, Secretary	12/3/21
Mike Schager Jr.	12/2/19
Robert Silveira Jr.	12/4/19
Ed Lacque	12/2/19

Normal Board Meeting Date: Second Tuesday of every other month
 Meetings are held at: Orland Volunteer Fire Department fire station, 810 Fifth St., Orland

FORMATION INFORMATION

Date of Formation: June 30, 1935, by resolution of the Glenn County Board of Supervisors

PURPOSE

- Enabling Legislation: The Fire Protection District Law (Health & Safety Code §13800, et seq.)
- Provided Services:
 - Funding for the provision of fire protection service.
 - Fire apparatuses used by the Orland Volunteer Fire Department.
 - Mutual aid to nearby agencies

AREA SERVED

- No. of Parcels: 2,967
- District Size: 80,640 acres (126 sq. miles)
- Estimated Population: 6,200
- Location: Unincorporated Orland area
- Sphere of Influence: 80,640 acres (as modified and adopted by Glenn LAFCO on July 8, 2019)

FINANCIAL INFORMATION

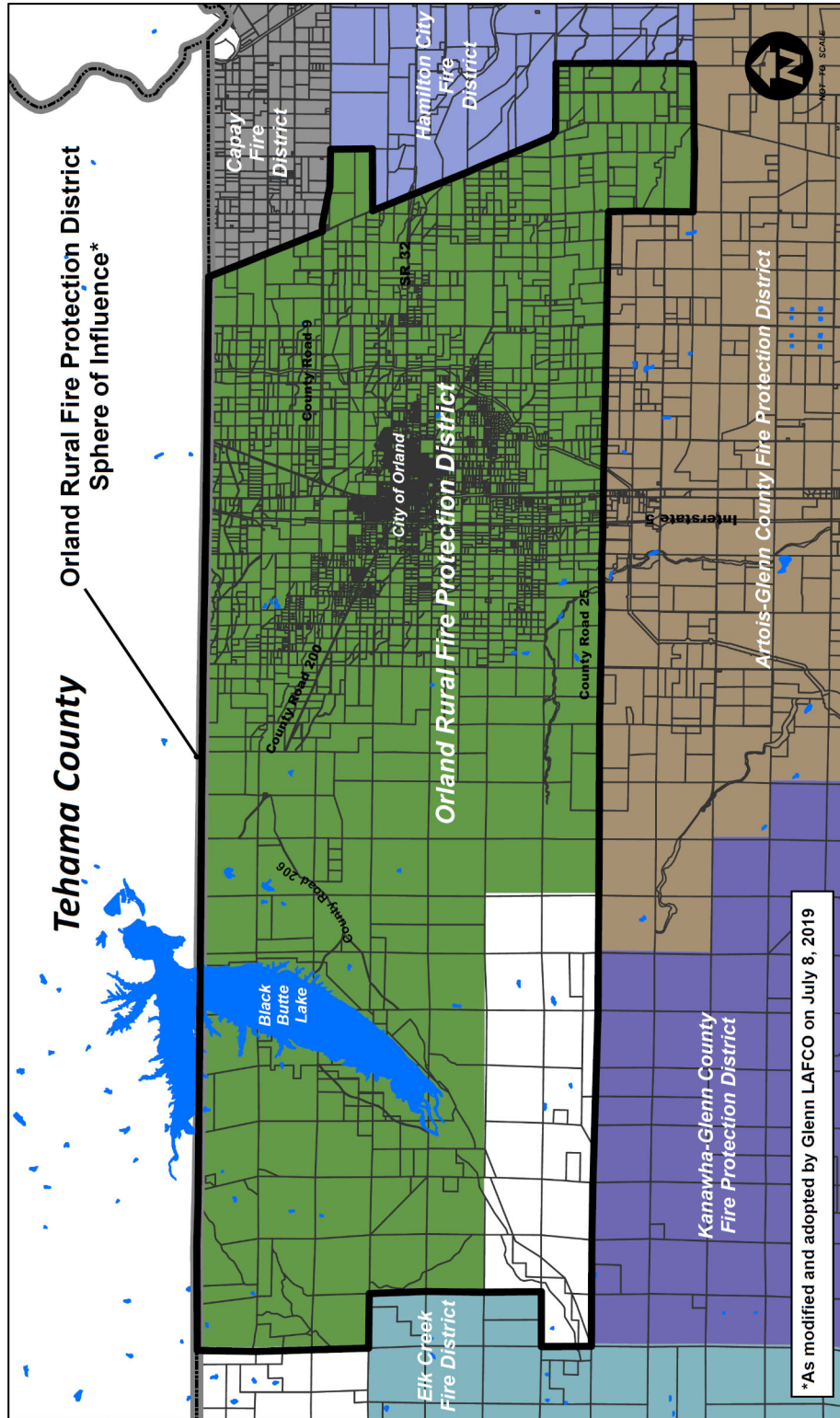
Fiscal Year 2017-2018
 Revenues: \$141,791
 Expenditures: \$139,528

Cash Reserves as of April 30, 2019:
 \$441,491

Revenue Sources:

- Property Taxes
- Parcel Assessments
- Interest

FIGURE 2 – ORLAND RURAL FIRE PROTECTION DISTRICT



Note: Parcels within the City of Orland are not within the jurisdictional boundaries of ORFPD

DISTRICT CHARACTERISTICS

The Orland Rural Fire Protection District (ORFPD) is an independent special district that provides funding for the provision of fire protection services to the parcels in the unincorporated area surrounding the City of Orland. The District provides funding to the Orland Volunteer Fire Department, which is the entity that actually provides fire protection services to the parcels within the District. The City of Orland also utilizes the Orland Volunteer Fire Department to provide fire protection services to the parcels within the City of Orland.

ORFPD's jurisdictional boundaries encompass the unincorporated area surrounding the City of Orland (Figure 2). ORFPD's boundaries do not include any portion of the City of Orland. The District is approximately 80,640 acres (126 square miles) in size and consists of approximately 2,967 parcels. The District has an estimated population of 6,200.

ORFPD's Sphere of Influence (SOI) is not coterminous with the District's jurisdictional boundaries. The District's SOI, which is approximately 95,936 acres in size, includes approximately 9,227 acres that are not within the jurisdictional boundary or SOI of any fire protection district. In addition, ORFPD's SOI includes approximately 4,081 acres of the Artois-Glenn County Fire Protection District jurisdictional boundaries. This MSR/SOI Plan contains a finding that ORFPD's southern SOI boundary should be amended to remove the portion of the SOI that extends into the Artois-Glenn County Fire Protection District boundaries. At some point in the future, the Artois-Glenn County Fire Protection District northern SOI boundary will need to be amended to encompass the area of the District that is currently within ORFPD's SOI.

Land uses within the District include residential uses at various densities, commercial, industrial, public, foothill agriculture/forestry, general agriculture, and intensive agriculture uses. Approximately 85% (68,375 acres) of the District is designated by the Glenn County General Plan for agricultural or forestry uses, where few residential, commercial, or industrial uses are found. The area of the District near the City of Orland is designated by the Glenn County General Plan for residential uses at various densities. This portion of the District contains the highest number of residential uses found in the District. A large portion of the District is identified as being a disadvantaged unincorporated community (DUC).

The ORFPD Board of Directors consists of five members who are appointed to their position by the Glenn County Board of Supervisors. The ORFPD directors, who hold office for four-year terms, are not paid for their service. The ORFPD board generally holds meeting every other month but will meet monthly if needed. ORFPD board meetings are held the second Tuesday of the month at 6:00 p.m. and are held at the Orland Volunteer Fire Department facility located at 810 Fifth Street, Orland. ORFPD does not have any employees and does not have its own fire station or office.

As previously noted, the Orland Volunteer Fire Department (OVFD) is the actual entity that provides fire protection services to the parcels within the Orland Rural Fire Protection District. The OVFD also provides fire protection services to the parcels within the

boundaries of the City of Orland. The City of Orland and the District provide equipment and funding to OVFD, which in turn provides the fire protection services to the parcels within these two jurisdictions. OVFD provides the following fire protection services to both the City of Orland and ORFPD:

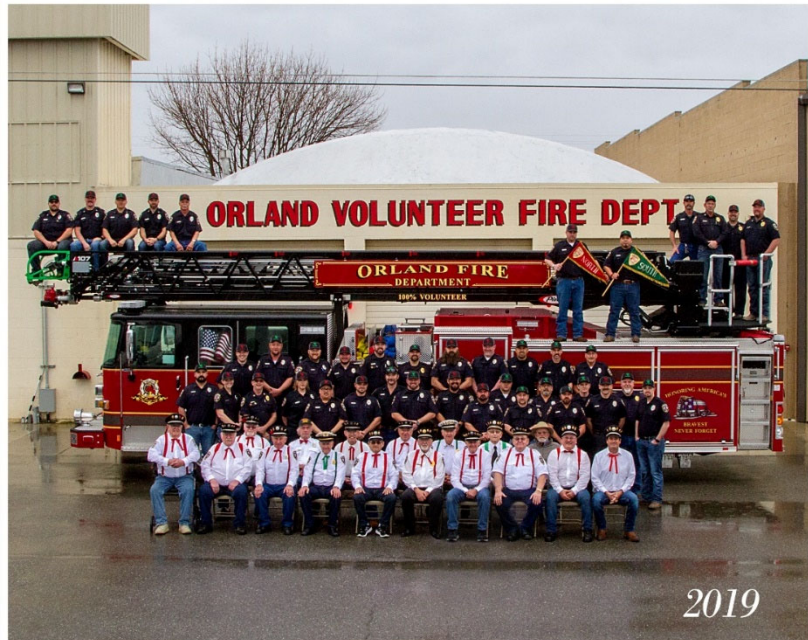
- Structural firefighting
- Wildland firefighting (primarily in ORFPD)
- Emergency medical response
- Hazardous materials
- Rescue
- Public service
- Mutual aid to other fire districts

Dispatch services for OVFD is provided by the City of Corning located in Tehama County. The City of Orland and the District each pay 50% of the cost for the dispatch services.



Orland Volunteer Fire Department Fire Station

Until recently, the Orland Volunteer Fire Department was managed by a Fire Chief who was elected to that position by a vote of the volunteers. The Fire Chief was also a volunteer and was not paid for his service as the fire chief. OVFD has two assistant fire chiefs and six captains. OVFD has approximately 45 volunteers, who receive a stipend for their service. Volunteers are required to attend various types of training courses in order to meet required State standards. When an incident occurs, all OVFD volunteers firefighters are



Picture accessed from OVFD's Facebook page at <https://www.facebook.com/OrlandFireDepartment>

paged or receive an alert on their mobile device. Volunteers who respond to an alert usually respond first to the Orland Fire Station, where they don protective equipment and then drive to the incident using City of Orland or Orland Rural Fire Protection District fire apparatuses, depending on the location of the incident.

OVFD Full-Time Fire Chief

On March 18, 2019, the Orland Rural Fire Protection District and the City of Orland signed an agreement that provides funding for a full-time fire, paid chief who would manage the operations of the Orland Volunteer Fire Department. The fire chief would be a City employee or a City contract service provider, but when performing the duties and functions of a District employee would report directly to the District Board and when performing the duties and functions of a City employee would report to the City Manager.

A tolling agreement between the City of Orland and ORFPD calls for the City of Orland to pay 100% of the cost for the fire chief for Fiscal Year 2019-20 (estimated to be \$117,000), approximately 80% the second year, nothing the third year (ORFPD would pay 100%), and about 60% of the total annual cost going forward in the fourth year. The 60/40% split is based on the City of Orland receiving approximately 60% of calls and ORFPD receiving approximately 40% of the calls. According to the agreement between ORFPD and the City of Orland, the District will pay the City on a response basis for the full cost of service for the fire chief. The agreement estimates that the per call cost for Fiscal Year 2019-20 will be \$159 per call, which would amount to approximately \$53,820 in additional expenditures by the District. The District or the City of Orland could terminate the agreement, without cause, upon 180 days written notice to the other agency.

On May 3, 2019, the Orland Fire Chief Selection Committee, which is a joint panel of the City of Orland, Orland Rural Fire Protection District, and the Orland Volunteer Fire Department, announced the selection of the current OVFD volunteer fire chief as the full-time, paid fire chief. The following are excerpts from a news release issued by the City of Orland regarding the new full-time fire chief:

The [full-time] chief will be a City of Orland employee with balanced responsibilities between the City and Rural agencies, who will share the cost. The City and District have partnered for well over 100 years to provide fire protection and related services to Orland, sharing facilities, equipment, administration and the corps of volunteers.

OVFD chiefs have been advising the City and District in recent years that the position had become too time-consuming for anyone to be expected to perform without full-time attention and compensation. The demands of State-mandated training requirements and reporting compliance, in addition to the leadership of 45 volunteers responding to nearly 800 calls a year, triggered the need to budget and recruit for a professional leader who could fully devote his or her attention. Other cities that have moved to the format of full-time paid chiefs with an otherwise all or mostly volunteer department include Corning, Willows, Williams, Crescent City and Fort Bragg. OVFD's volunteer ranks hover between 40 and 50, with each volunteer expected to make a required quota of trainings, responses to emergencies and fundraisers. Many volunteers boast a multi-generational family legacy. Three of the current 45 volunteers are women. Volunteers "try out" with the department and are admitted to membership by a selection board.

According to the position description for the Fire Chief, the Fire Chief plans, organizes and directs the activities and operations of the Fire Department (Department), including fire suppression, fire prevention, first aid response, training, emergency preparedness, public services and programs, fire dispatch and communications; coordinates assigned activities with other city departments and outside agencies; provides expert professional assistance to the City Manager, City Council, and others; directs the Volunteer Members of the Fire Department (Volunteers; OVFD) and performs related duties as assigned.

Additionally, the position description for the Fire Chief lists the duties and responsibilities of the Fire Chief, as follows.

ESSENTIAL DUTIES AND RESPONSIBILITIES — Duties may include, but are not limited to:

- Plans, organizes, directs the programs and activities of the Fire Department, including fire suppression, fire prevention, emergency preparedness, public services and programs, and administration; provides effective and efficient services to meet community needs.
- Responds to and takes command of emergency incidents.
- Advises the City Manager and City Council in all Fire Department matters.

- Develops and directs the implementation of goals, objectives, policies, procedures and work standards for the Department; confers with citizens and municipal officials on fire service problems and assists in the development of solutions.
- Continuously monitors and evaluates the efficiency and effectiveness of service delivery methods and procedures; identifies opportunities for improvement and directs the implementation of changes and training.
- Interprets and ensures Department compliance with applicable City policies and procedures, standards of quality and safety, and all applicable local, state and federal laws.
- Manages a long-term equipment replacement plan and a Department facility plan.
- Prepares and proposes the Department's annual budget; approves expenditures.
- Selects, supervises, motivates and evaluates the performance of assigned staff and volunteers. Provides for appropriate professional/technical training and development for staff and volunteers, implements disciplinary action as appropriate.
- Prepares and directs the preparation of reports regarding Departmental activities.
- Ensures the development and implementation of effective fire prevention and educational programs.
- Enforces City codes related to fire prevention and unsafe buildings; works with property owners, contractors, tenants, etc., to resolve related code issues; issues citations for noncompliance; assists in prosecuting cases and provides court testimony as necessary.
- Performs fire inspections.
- Coordinates fire hydrant testing with Public Works.
- Coordinates the emergency medical and fire service portions of disaster plan development within the City.
- Supervises the maintenance of accurate and complete Department records.
- Coordinates Department activities and services with other departments, fire service agencies and other agencies as appropriate.
- Attends civic and other community meetings and events to explain and promote the activities and functions of the Department and to establish favorable public relations; gives public speaking presentations as requested.
- Receives and responds to inquiries, concerns and complaints regarding Department programs, activities and personnel.
- Keeps abreast of new developments in firefighting, prevention, training and administration.
- Attends meetings, trainings, conferences, etc., as appropriate to enhance job knowledge and skills.
- Attends City Council and Orland Fire Protection District of Glenn County meetings.

The new full-time fire chief will be able to perform a large number of duties and tasks that the past volunteer fire chiefs were unable to perform due to lack of time. The duties performed by the new full-time fire chief may result in more efficient and effective fire protection services to the Orland Rural Fire Protection District and to the City of Orland.

The duties and responsibilities of the full-time fire chief could change over time as the requirements of the position evolve and as new issues arise. Additionally, the current agreement between the City of Orland and ORFPD to fund the full-time fire chief position could change to reflect changes in the operational functions and finances of either agency.

District Equipment

The District owns seven fire apparatuses that are utilized by the OVFD for use within the District's boundaries. The District's fire apparatuses are not normally utilized by OVFD for use within the City of Orland but can be utilized for incidents within the city if needed. Likewise, City of Orland fire apparatuses are not normally utilized by OVFD for use within the District, but can be utilized for incidents within the District if needed. The funds the District provides to OVFD pay for fuel and minor servicing for the District's fire apparatuses. The District is responsible for insuring the vehicles and for major repairs or improvements. The funds the District provides to the OVFD also pay for the District's share of the use and maintenance of the OVFD fire station, protective equipment, and for a part-time administrative assistant.

Calls for Services

Prior to 2017, the Orland Volunteer Fire Department only kept track of the total number of calls they responded to. Beginning in 2017, OVFD began keeping track of the number of calls they responded to by type of incident and by entity. The following table shows the call statistics for 2015 to 2018.

Year	Entity	Medical Calls	Fire Calls	Traffic Collision Calls	No. of Calls by Entity	Total No. of Calls
2015	-	-	-	-	-	632
2016	-	-	-	-	-	684
2017	City of Orland	292	72	33	397	736
	ORFPD	162	118	59	339	
2018	City of Orland	275	71	34	380	702
	ORFPD	165	100	57	322	

Response Standards

An indicator that regional infrastructure is adequate to meet regional fire protection and emergency medical demand is the ability of the system to respond to every emergency within acceptable time parameters. Total response time for fire calls is made up of three distinct components:

- Dispatch time: Time elapsed from when a call is received at the 9-1-1 center until volunteers are notified.
- Turnout time: Time elapsed from when volunteers are notified until they are responding from the fire station.
- Travel time: Time elapsed from when units leave the fire station until they arrive at the incident.

There are no mandatory federal or state regulations directing the level of fire service response times and outcomes for fire suppression or fire engine-based Emergency Medical Services (EMS). The body of regulations on the fire suppression service provides that if fire services are provided, they must be done so with the safety of the firefighters and citizens in mind. Thus, in an informed public policy debate, a governing board “purchases” the fire and EMS service levels the community needs and can afford. The design of fire services is therefore a local choice issue.

However, over the last twenty years a number of state and federal laws, regulations, and court cases based on firefighter safety have affected the flexibility of fire agencies in determining their staffing levels, training, and methods of operation. Some of these are given an abbreviated overview below:

1. **1999 OSHA Staffing Policies** – Federal OSHA applied the confined space safety regulations for work inside tanks and underground spaces to America's firefighters. This requirement pertains to atmospheres that are “IDLH” (Immediately Dangerous to Life and Health): teams of two members inside and two members outside must be in constant communication: the outside team has to be equipped and ready to rescue the inside team. This situation occurs in building fires where the fire and smoke conditions are serious enough to require the wearing of self-contained breathing apparatus (SCBA). This is commonly called the “2-in/2-out” policy. This policy requires that firefighters enter serious building fires in teams of two, while two more firefighters are outside and immediately ready to rescue them should trouble arise.
2. **May 2001 National Staffing Guidelines** – The National Fire Protection Association (NFPA) Standard on Career and Combination (volunteer) Fire Service Deployment provides guidance to local districts and has been widely adopted as a response standard.

The following table shows the staffing and response time recommendation contained in the NFPA standards. ORFPD serves “suburban”, “rural”, and “remote” areas.

Demand Zone	Demographics	Staffing and Response Time – FF/Minutes	Percentage of Completion
Urban	>1000 people/mi. ²	15/9	90
Suburban	500–1000 people/mi. ²	10/10	80
Rural	< 500 people/mi. ²	6/14	80
Remote*	Travel distance \geq 8 mi.	4/Not Applicable	90

*Upon assembling the necessary resources at the emergency scene, the fire department should have the capability to safely commence an initial attack within 2 minutes 90 percent of the time.

The Orland Volunteer Fire Department does not keep track of response times for either City of Orland or ORFPD calls and is not required to do so. The full-time fire chief for the Orland Volunteer Fire Department may have the time and the ability to track response times.

INSURANCE SERVICES OFFICE RATINGS

Government rarely evaluates levels of service provided by fire departments in terms of specific impacts on the economy. In the private sector, the Insurance Services Office (ISO) prepares reports on local fire defenses. ISO looks at the community's commitment to its fire suppression service for buildings. Once it has completed and filed the report, ISO sells this information to insurance underwriters who may use this rating to set premium rates.

The system uses ten different public fire protection classifications which define the various levels of public fire protection. Property insurance premiums are often based on the public fire protection (PPC) classification rate and the type of occupancy asking for insurance. Notably, life safety issues are not considered in this evaluation system, and the fire department evaluation does not include a review of fire prevention or public education activities.

Once completed, the ISO report puts a city or community into a specific class. ISO PPC Ratings are on a scale of 1 to 10. A Class 1 is considered to be the best rating; Class 10 is considered to be the lowest rating. Class 1 represents exemplary fire protection; Class 10 indicates that the area's fire-suppression program does not meet ISO's minimum criteria. Criteria include:

- Number of telephone lines available to receive emergency calls
- Number of dispatchers available to answer incoming calls
- Number of engines (pumpers) meeting minimum criteria
- Number of ladder trucks meeting minimum criteria
- Distribution of apparatus
- Availability of firefighters
- Training facilities and programs
- Adequacy of water supply (municipal and private)
- Hydrant distribution
- Hydrant inspection program

The categories of communications, water supply and fire department provide 10, 40, and 50 percent of the overall evaluation respectively. As a result, ISO ratings can change as fire departments, water districts, and other entities improve infrastructure and services.¹

The ISO publishes the Fire Suppression Rating Schedule (FSRS), which provides a list of features that have a significant influence on minimizing damage once a fire has started. The elements evaluated include handling of fire alarm communications, the fire department's equipment, personnel and training, and the portion of water supply that is set aside for firefighting purposes.

The Orland Rural Fire Protection District does not have an ISO rating. The City of Orland currently has an ISO rating of 4.

FIRE PROTECTION DISTRICTS IN GLENN COUNTY

There are numerous public agencies within Glenn County that provide fire protection services, which includes thirteen special districts, the cities of Orland and Willows, the California Department of Forestry and Fire Protection (CAL FIRE), and the U.S. Government. The City of Orland provides funding for fire protection services for the parcels within their jurisdictional boundaries but the actual fire protection services for the City are provided by the Orland Volunteer Fire Department. The City of Willows provides fire protection services for the parcels within their jurisdictional boundaries utilizing a combination of career and volunteer fire fighters. None of the fire districts in Glenn County provide ambulance service, as emergency ground ambulance service for Glenn County is provided by Westside Ambulance Association and Willows Ambulance (Enloe EMS).

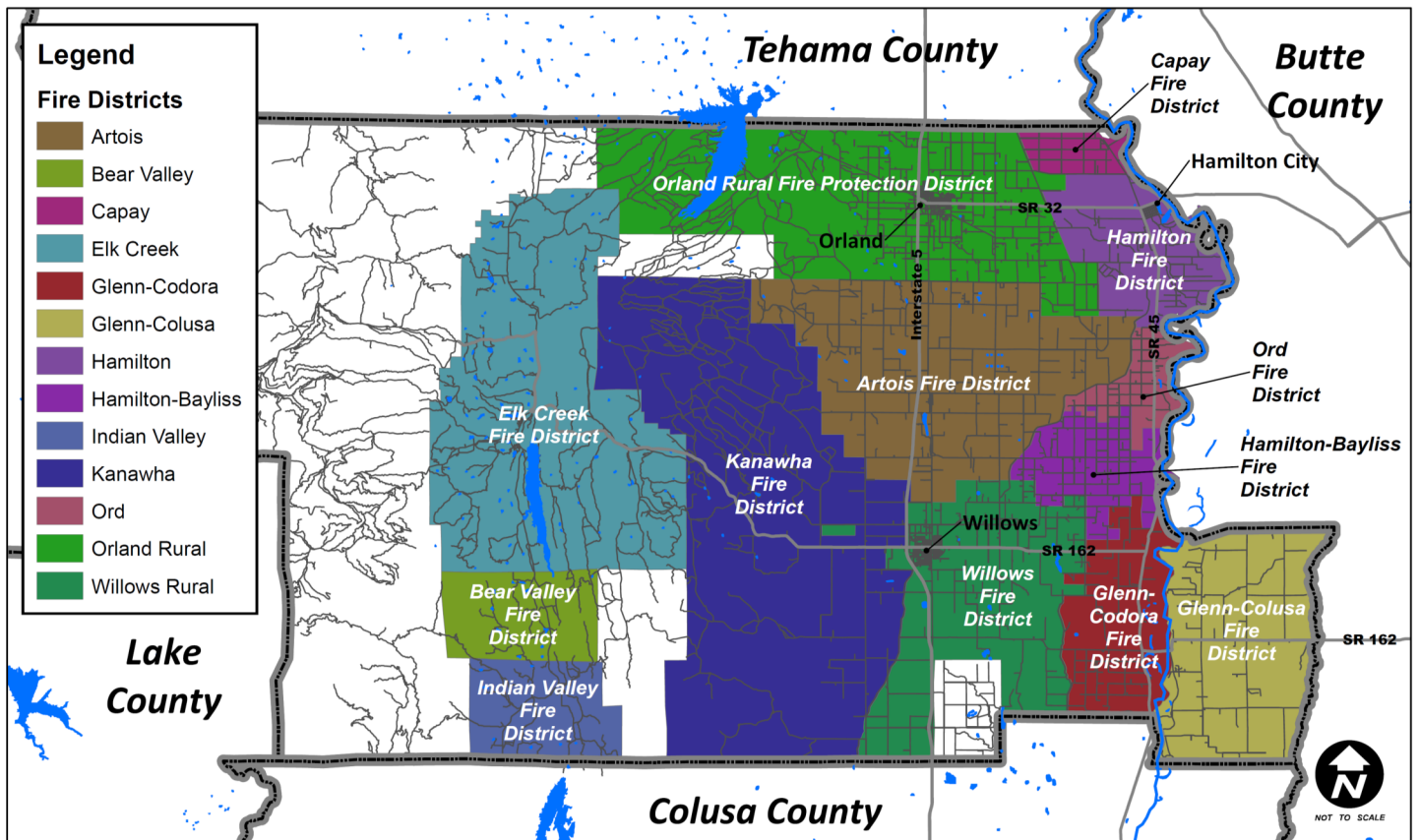
Each of the thirteen fire districts operating in Glenn County has their own:

- Board of Directors,
- Fire Chief and fire fighters (volunteers),
- Operating costs,
- Budget and financial audits,
- Fire station, fire apparatuses, protective equipment, and tools,
- Revenues from property taxes and/or assessment fees

The following map shows the location of the fire protection districts in Glenn County.

¹ <http://evergreenfirerescue.com/about/iso-ratings/>

FIRE PROTECTION DISTRICTS IN GLENN COUNTY



The thirteen fire protection districts in Glenn County encompass approximately two-thirds of the county, generally from the foothills in the western portion of the county eastwards to the Glenn/Butte county line. The firefighters for all of the districts are volunteers.

ORFPD is similar to the other fire protection districts in Glenn County in that firefighter staffing is supplied by non-career volunteers, rather than paid career employees. For many districts this staffing model is becoming increasingly difficult to maintain primarily due to demographic changes, including an aging population, and an increasing dislocation between where people live and work. This problem is often even more acute for volunteer fire companies serving rural areas that are sparsely populated, and so have very small pools of potential volunteers.

Fire protection districts are responding to declining volunteer pools in several ways, including:

- Strengthening recruitment efforts, and in some cases coordinating these efforts with neighboring agencies.
- Offering stipends for volunteers, paying them "by the call" (for each incident that they respond to) or "by the shift" (for shifts served at district's facility).

- Transitioning to a paid workforce.

Of these options, transitioning to a paid workforce presents by far the greatest financial challenge as many districts simply do not have sufficient current revenue to contemplate this approach.

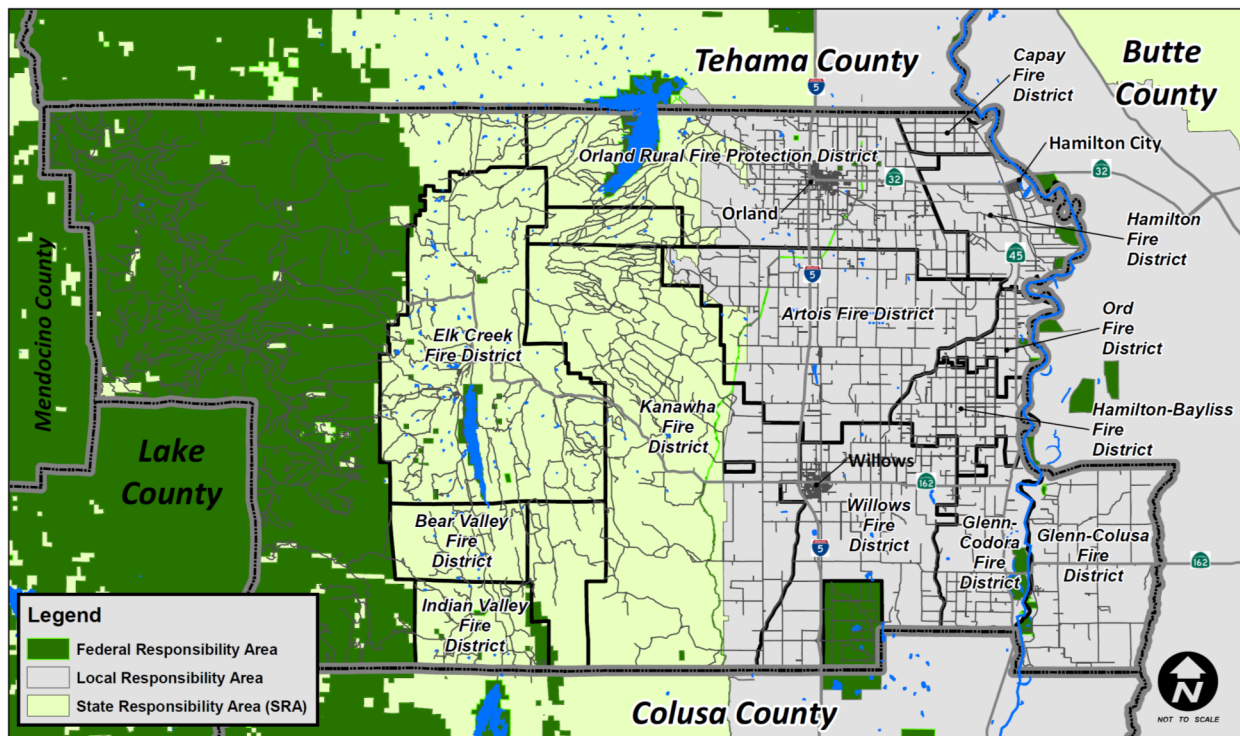
STATE RESPONSIBILITY AREAS AND FIRE HAZARD SEVERITY ZONES IN ORFPD

Glenn County is divided into three different fire responsibility areas, which are:

- Local Responsibility Area (LRA) – LRA fire protection services are provided by cities, counties, or special districts.
- State Responsibility Area (SRA) – CAL FIRE is responsible for prevention and suppression of wildland fire in the SRA, while counties or special districts within the SRA provide structural fire, emergency medical, and rescue services in this area. CAL FIRE may respond to structure, vehicle, and other fires and urgent situations within SRAs if their resources are available.
- Federal Responsibility Area (FRA) – The FRA encompasses land owned by the U.S. Government, which is the entity responsible for fire protection services in this area. In Glenn County, FRA areas include the Mendocino National Forest, the Black Butte Lake Recreation Area, and the Sacramento National Wildlife Refuge.

The following maps shows the location of the three fire responsibility areas in Glenn County.

FIRE RESPONSIBILITY AREAS IN GLENN COUNTY



As shown on the above map approximately 26,405 acres of ORFPD is within the State Responsibility Area. In the SRA-portion of ORFPD, CAL FIRE will normally only respond to vegetation fires, with structure fire calls and emergency medical calls normally being handled by the District. Approximately 4,291 acres of the ORFPD, consisting of the Black Butte Lake Recreation Area, is within the Federal Responsibility Area.

Since the 1940s, local governments throughout the State have been able to contract with CAL Fire for an *Amador Plan* or a *Schedule A Program* to bring service to their communities beyond the CAL FIRE schedule of wildland fire prevention. The Amador Plan enables local governments to contract with CAL FIRE to keep a CAL FIRE facility staffed and ready for response during the non-fire season. The local agency must reimburse CAL FIRE for any added costs associated with this service. The Schedule A Program provides full service fire protection at facilities typically owned by the contracting local agency.

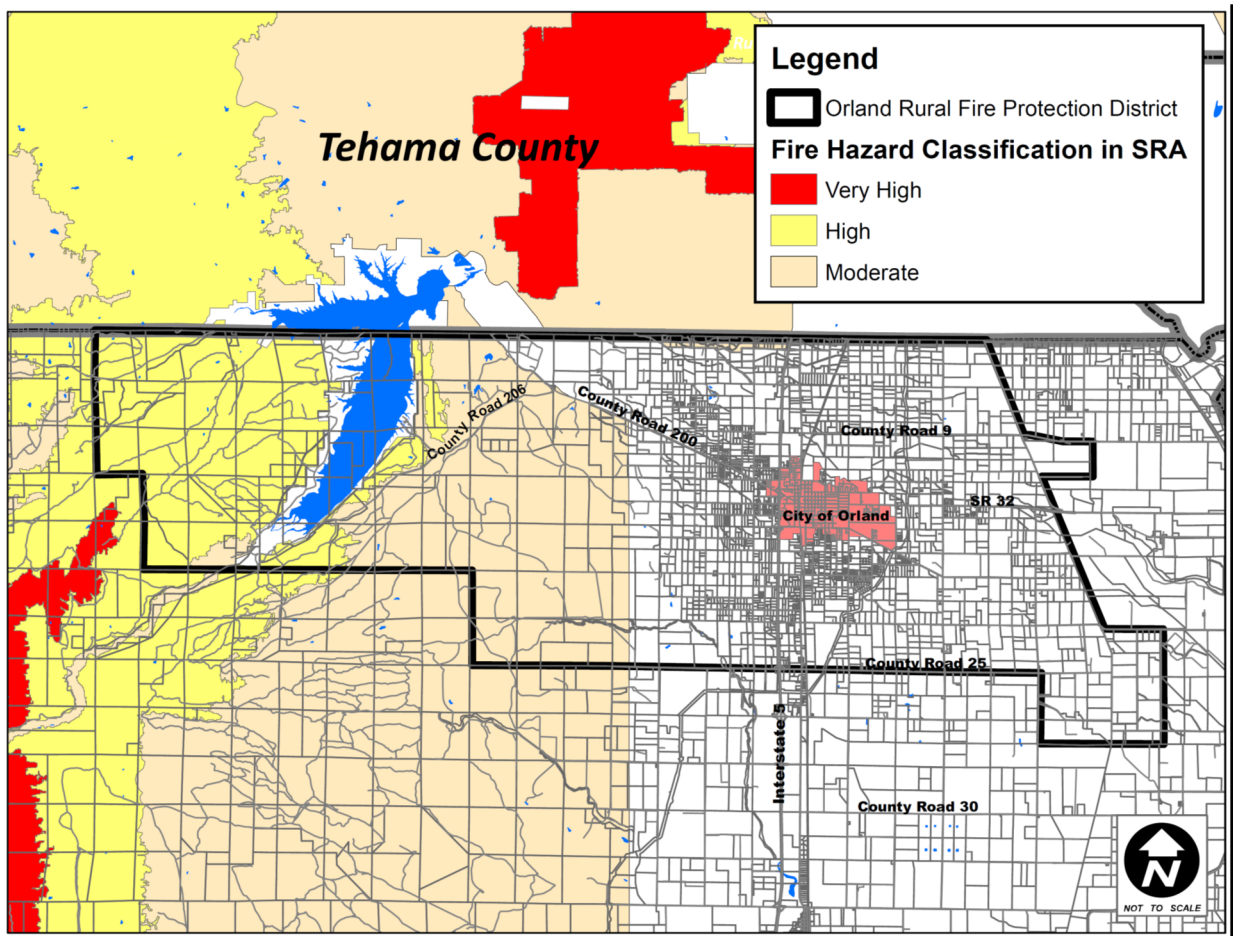
There is only one CAL FIRE station in Glenn County, which is located near the unincorporated community of Elk Creek in the western portion of the county. The Elk Creek fire station only operates during the fire season and is not an Amador Plan station.

Public Resources Code sections 4201-4204 direct CAL FIRE to map fire hazards within State Responsibility Areas based on relevant factors such as fuels, terrain, and weather. These statutes were passed after significant wildland-urban interface fires; consequently these hazards are described according to their potential for causing ignitions to buildings. These zones, referred to as Fire Hazard Severity Zones (FHSZ), provide the basis for application of various mitigation strategies to reduce risks to buildings associated with wildland fires. The zones also relate to the requirements for building codes designed to reduce the ignition potential to buildings in the wildland-urban interface zones.

FHSZ maps were created by CAL FIRE's Fire and Resource Assessment Program using data and models describing development patterns, estimated fire behavior characteristics based on potential fuels over a 30-50 year time horizon, and expected burn probabilities to quantify the likelihood and nature of vegetation fire exposure to new construction. Details on the project and specific modeling methodology can be found at <http://frap.fire.ca.gov/projects/hazard/fhz>.

The following map shows the Fire Hazard Severity Zones within the boundaries of the ORFPD.

Fire Hazard Severity Zones in ORFPD



As shown on the above map, the western half of ORFPD is identified as being Moderate or High fire hazard severity zones.

I. MUNICIPAL SERVICE REVIEW

MSR FACTOR NO. 1 GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

The primary land uses within ORFPD's jurisdictional boundaries are agricultural, forestry, and rural residential. The majority of the residential uses within the District are located near the City of Orland. The District has an estimated population of approximately 6,200

Population growth within Glenn County as a whole has been very minimal due to the rural and agricultural nature of the county. From 2010 to 2019, the population of Glenn County as a whole rose from 28,122 to 29,132, an increase of approximately 3.6 percent over a nine-year period.² For the same time period, the population within the

²State of California, Department of Finance, *E-4 Population Estimates for Cities, Counties, and the State, 2011-2019, with 2010 Census Benchmark*. Sacramento, California, May 2019.

unincorporated portion of Glenn County decreased by approximately 1 percent.

The following table shows the current estimated population of the county as a whole, the estimated population of the two incorporated cities within the county, and the estimated population of the unincorporated area of the county.³ Additionally, the table shows the percent change in population from 2018 to 2019.

County/City	Total Population		
	1/1/2018	1/1/2019	Percent Change
Glenn	28,762	29,132	1.3
Orland	7,998	8,337	4.2
Willows	6,273	6,282	0.1
Balance of County	14,491	14,513	0.2

The population growth from 2018 to 2019 for the City of Orland and for the County as a whole was much higher than in the previous years. The large increase in population is the result of a large number of people who were displaced by the Camp Fire in Butte County moving to Glenn County.

Development potential within the District is very limited given that most of the parcels within the District are designated for agricultural or forestry uses on large parcels. Growth potential within the District is mostly limited to the area surrounding the City of Orland, which is designated for residential uses on relatively large parcels. The population of the District is not expected to significantly increase in the near future.

MSR DETERMINATION 1-1: *The District has a current population of approximately 6,200.*

MSR DETERMINATION 1-2: *The population within the District is not expected to have any significant growth based upon the historic low population growth rates of Glenn County and on the agricultural/forestry character of the District.*

MSR FACTOR NO. 2: THE LOCATION AND CHARACTERISTICS OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES WITHIN OR CONTIGUOUS TO THE SPHERE OF INFLUENCE

Disadvantaged unincorporated communities (DUCs) are defined by statute as inhabited territory (meaning 12 or more registered voters), or as determined by commission policy, that constitutes all or a portion of a community with an annual median household income (MHI) that is less than 80 percent of the statewide annual MHI (Water Code Section

³State of California, Department of Finance, *E-1 Population Estimates for Cities, Counties and the State with Annual Percent Change — January 1, 2018 and 2019*. Sacramento, California, May 2019.

79505.5). The statewide MHI data is obtained from the US Census American Community Survey (ACS) 5-Year Data: 2010 - 2014. California's MHI for this period was \$61,489, and 80 percent of that is \$49,191. The identification of DUCs as it relates to LAFCO is to ensure that these communities are fairly served with essential municipal services of public sewer, water and fire protection.

DUCs were identified by utilizing the Disadvantage Communities Mapping tool offered by the California Department of Water Resources at <https://gis.water.ca.gov/app/dacs/>. Based on an analysis of census block groups, a large portion of the District, generally located west of I-5, is identified as a Severely Disadvantaged Community, with a median household income that is less than \$38,270, while the portion of the District north of Orland is identified as a Disadvantaged Communities (\$38,270 >MHI< \$51,026).

The District provides fire protection services to all the parcels within the District's boundaries, including those identified as being within a disadvantaged unincorporated community. The existence of disadvantaged unincorporated communities within the District does not impact the District's ability to provide services, nor do the District's services impact the status of these communities as "disadvantaged".

MSR DETERMINATION NO. 2: *A large portion of the District is identified as being within a Disadvantaged Community or Severely Disadvantaged Community based on U.S. Census block group data. The District provides the same level of fire protection services to the parcels within the disadvantaged unincorporated communities as the District provides to the non-disadvantaged communities within the District.*

MSR FACTOR NO. 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.

FACILITIES

The District does not have its own fire station or office. The District's fire apparatuses are stationed at the Orland Volunteer Fire Department fire station located at 810 Fifth Street, Orland. The District and the City of Orland own an undivided half of the two parcels that the Orland Fire Station facility is located on and jointly own an adjacent parcel on Colusa Street that is developed with OVFD's fire apparatus garage. In addition, the District and the City jointly own two undeveloped but paved parcels located between Colusa Street and Yolo Street. The District and the City jointly own all of the Orland Fire Station facility structures. The District owns an undeveloped vacant parcel (APN 040-251-001) located on the south side of Yolo Street, adjacent to the Union Pacific Railroad tracks.

District Equipment

The District owns the following fire apparatuses:

Vehicle ID	Make	Year	Model/Vehicle Description
#21	Freightliner	1994	750g tank/1,250gpm pump, Diesel Engine Aux Pump
#23	Pierce	2017	Engine 1000g tank/1,250gpm pump w/Huskey Foam System
#24	Kenworth	2000	Water Tender 2,000g tank/300gpm pump
#31	Freightliner	2007	Engine 750g tank/1,250gpm pump Diesel Engine Aux Pump
#32	International	1989	S1800 300g tank/4 Wheel Drive
#33	Peterbilt	2004	Water Tender 3,000g tank/300gpm pump
#34	Kenworth	1969	1958 tank/5,000g tank/ HALE Pump
#35	International	2001	4800 500g tank/ 4 Wheel Drive

Minor servicing of the District's vehicles is performed by the Orland Volunteer Fire Department utilizing funds provided by the District. The District is responsible for major repairs or improvements to the District's vehicles. The City of Orland can provide maintenance services to the District for maintenance of its fire apparatuses at the request of the District, with the District compensating the City on a time and materials basis for this service. The District anticipates that each of their fire apparatuses will be in service for approximately 30 years. The District tries to purchase a new fire apparatus every ten years to replace an older one.



Orland Rural Fire Protection District Engine 31



Orland Rural Fire Protection District Engine 35

Adequacy of Public Services

The Orland Rural Fire Protection District generates revenue that is used to provide fire protection services to the parcels within the District. The District provides fire apparatuses, equipment, and funds to the Orland Volunteer Fire Department, which in turn provides comprehensive fire protection services to the parcels within the District.

The OVFD currently has approximately 45 volunteer firefighters, which appears to be an adequate number of personnel to handle the current volume of calls for both the District and the City of Orland. However, if the number of calls increase, without a corresponding increase in the number of volunteer firefighters there may be occasions where either insufficient number of volunteers respond to an incident or are delayed in responding to an incident.

Some of the challenges associated with sustaining fire protection services delivered by volunteer fire departments include the following:

- Recruitment and retention of volunteers

- Community education, awareness, and support
- Changing community demographics
- Increased demand for service
- Lack of funding
- Increased and demanding training standards/requirements
- Not having high enough levels of training
- Insurance burden (training, medical exams, etc.)
- Lack of administrative support

Volunteer fire departments cite recruitment and retention of volunteers as a significant obstacle to sustaining and improving emergency fire and rescue services. These departments face the same recruitment and retention limitations identified in national fire service studies: a more mobile society, more demands on time, both parents working, other involvements, demanding training standards, and an increasing number of calls to respond to.

The new full-time fire chief for the Orland Volunteer Fire Department may be able to improve and expand the OVFD's recruiting efforts to find new volunteer firefighters. The expanded recruiting effort would hopefully result in a greater number of OVFD volunteer firefighters, resulting in more efficient and effective fire protections services for both the District and the City of Orland. The District Board of Directors should work closely with the fire chief to recruit new volunteer firefighters.

Response Standards

As previously noted, an indicator that infrastructure is adequate to meet regional fire protection and emergency medical demand is the ability of the system to respond to every emergency within acceptable time parameters (*response times*). The Orland Volunteer Fire Department does not keep track of response times for either the City of Orland or ORFPD calls and is not required to do so. The past volunteer fire chiefs did not have the time to track response times.

The full-time fire chief for the Orland Volunteer Fire Department may have the time and the ability to track response times. The position description for the Fire Chief lists three duties/responsibilities that give the Fire Chief the approval to track response times. The three duties/responsibilities are:

- Continuously monitors and evaluates the efficiency and effectiveness of service delivery methods and procedures; identifies opportunities for improvement and directs the implementation of changes and training.
- Prepares and directs the preparation of reports regarding Departmental activities.
- Supervises the maintenance of accurate and complete Department records.

The ORFPD Board of Directors should request that the new full-time fire chief begin tracking response times for District calls and provide this information to the Board of Directors on a regular basis.

INSURANCE SERVICES OFFICE RATINGS

As noted in the "District Characteristics" section of this MSR, ORFPD does not have an Insurance Services Office (ISO) rating but is not required to have one. An ISO rating for the District could potentially result in lower insurance premiums for the portions of the District closer to the Orland Volunteer Fire Station and for the portions of the District that may be located near a fire hydrant. While the District is not required to have an ISO rating, the District should consider having an ISO audit performed. The District would need to contract with ISO to have an ISO audit prepared, which would determine the ISO rating for the District. The ISO audit could be very expensive and time consuming process.

MSR DETERMINATION 3-1: *The District provides fire apparatuses and funding to the Orland Volunteer Fire Department, which in turn provides fire protection services to the parcels within the District.*

MSR DETERMINATION 3-2: *The District's fire apparatuses, which are well maintained, are generally in service for approximately 30 years. The District tries to obtain a new fire apparatus every ten years to replace an older one.*

MSR DETERMINATION 3-3: *The OVFD currently has approximately 45 volunteer firefighters, which appears to be an adequate number of personnel to handle the current volume of calls for both the District and the City of Orland. However, an increase in the number of calls responded to by OVFD may result in a reduction in the level of fire protection services currently being provided unless there is a corresponding increase in the number of OVFD volunteer firefighters.*

MSR DETERMINATION 3-4: *The new OVFD full-time fire chief should be able to improve and expand the OVFD's recruiting efforts to find new volunteer firefighters. The ORFPD Board of Directors should work closely with the fire chief to recruit new volunteers firefighters.*

MSR DETERMINATION 3-5: *The ORFPD Board of Directors should request that the new full-time fire chief begin tracking response times for District calls and provide this information to the Board of Directors on a regular basis.*

MSR DETERMINATION 3-6: The ORFPD Board of Directors should consider having an ISO audit performed for the District, which would give an ISO rating to the District.

MSR FACTOR NO. 4: FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

This section analyzes the financial structure and fiscal viability of the District. Included in this analysis is the consideration of revenue sources, amount of revenue, stability of revenues, and expenditure sources.

ORFPD follows the General Accounting Standard Board Statement No. 34 (GASB 34) accounting standards. The District complies with Generally Accepted Accounting Principles (GAAP). District funds are maintained by the Glenn County Treasurer's Office.

The District's cash is pooled with the Glenn County Treasurer, who acts as a disbursing agent for the District. To pay bills, the District submits warrants to the Glenn County Finance Office, which in turn pays the bills utilizing the District funds kept in the County treasury.

The District's Board of Directors must approve a preliminary budget no later than June 30 and adopt a final budget no later than October 1 of each fiscal year end. A public hearing must be conducted to receive comment prior to adoption. Until the adoption of this financial budget, operations are governed by the preliminary budget approved by the Board. A copy of the final budget is required be forwarded to the Glenn County Auditor.

Revenues

The District is a non-enterprise district and receives revenue from the following primary sources:

- **Ad-valorem Property Taxes**

In Fiscal Year 2017-18, approximately 59.2% (\$83,928) of ORFPD's revenues were received from the District's share of the ad valorem property tax. Ad-valorem⁴ property tax is a one percent general levy of the assessed market value of a property. This one percent is distributed among many agencies in the county. For cities and the county, this tax is usually deposited into their general funds, which can be used for any service. For special districts, this tax is also deposited into the district's general funds to be used for the district's sole purpose.

The level of revenue from property taxes can be considered relatively consistent, as the taxes usually remain at the same level from year to year. However, property tax revenue can decrease due to decreasing property values, which is what occurred beginning in 2008 because of the downturn in the economy and housing market. Due to the downturn in the economy, properties were reassessed to a lower value, which

⁴ Latin for "according to value"

reduced property tax revenue flowing to cities and special districts. Revenue from property taxes has been increasing over the last few years as properties are reassessed to a higher value. New development on a property raises the property value of that parcel, with a corresponding increase in property tax revenues.

The Glenn County Tax Collector's Office bills and collects the District's share of property taxes and assessments. The Glenn County Treasurer's Office remits current and delinquent property tax collections to the District throughout the year.

• **Assessment Fees**

In Fiscal Year 2017-18, approximately 35% (\$49,785) of ORFPD's revenues were received from special benefit parcel assessments. The District's current assessment for residential uses is \$20 per livable dwelling plus \$0.05 per acre, and for commercial/industrial uses is \$20 per building over 999 square feet in size and \$10 per building less than 999 square feet in size. The District hasn't increased its assessment rate since its initial adoption many years ago.

The following table shows the District's revenue for the last eight fiscal years.

ORFPD REVENUES, FISCAL YEARS 2010-11 TO 2017-18

Fiscal Year	Property Taxes	Parcel Assessments	Interest	Other Revenue	Total Revenues
2017-18	\$83,928	\$49,785	\$3,777	\$4,302	\$141,791
2016-17	\$79,956	\$49,646	\$2,094	\$10,722	\$142,418
2015-16	\$76,843	\$55,126	\$1,948	\$11,808	\$145,725
2014-15	\$70,788	\$54,631	\$1,869	\$536	\$127,824
2013-14	\$67,113	\$51,191	\$1,544	\$16,136	\$135,984
2012-13	\$64,304	\$51,131	\$1,887	\$35,623	\$152,945
2011-12	\$63,118	\$51,127	\$2,940	\$4,490	\$121,675
2010-11	\$64,732	\$51,145	\$3,503	\$6,125	\$125,505

The District's current annual per parcel assessment fees were approved many years ago and have not been increased since the initial approval. The ORFPD Board of Directors recently realized that they would need additional revenue to fund the then-proposed full-time, paid fire chief position for the Orland Volunteer Fire Department. The ORFPD Board voted to approve a measure be placed on the November 6, 2018, general election ballot that would increase the District's annual per parcel assessment. Measure D (*Orland Fire Protection District Parcel Tax*) appeared on the November 6, 2018, ballot with the following ballot question:

Shall Measure D be adopted, replacing the current Orland Fire Protection District of Glenn County annual property tax of \$20.00 with an annual property tax of: Residential - \$30.00 Per Habitable Dwelling and \$.25 Per Acre, and Commercial/Industrial - \$100.00 Per Building Less Than 999 Square Feet and \$200.00 Per Building Over 999 Square Feet and \$.25 Per Acre, providing \$236,000 local funds, annually, the duration of the tax continuous, until ended by the voters?

A two-thirds (66.67 percent) supermajority vote was required for the approval of Measure D. However, Measure D was defeated (No votes -1,062 (50.07%); Yes votes - 1,059 (49.93%)). The District Board realized that they may have not done an adequate job of reaching out to the residents of the district regarding the importance of increasing the annual parcel assessment and how it would benefit the residents. The District Board is now considering placing another measure on a future ballot to authorize an increase in the annual assessment. The District Board intends to reach out to the residents of the district regarding the future measure by providing information on how the additional funds will be utilized and by holding public outreach meetings.

EXPENDITURES

District expenditures vary from year to year, reflecting the amount of anticipated revenue for that year and any unanticipated or high-cost expenditures, such as a new fire apparatus. The following table shows the District's expenses for the last eight fiscal years.

ORFPD EXPENDITURES, FISCAL YEARS 2010-11 TO 2017-18

Fiscal Year	Salaries/Benefits	Services & Supplies	Fixed Assets	Other Expenditures	Total Expenditures
2017-18		\$135,665		\$3,863	\$139,528
2016-17		\$87,741	\$486,955		\$574,696
2015-16		\$97,454		\$3,945	\$101,399
2014-15		\$114,344		\$3,607	\$117,951
2013-14		\$102,161		\$19,324	\$121,485
2012-13	\$13,375	\$75,293	\$5,690		\$94,358
2011-12		\$104,382	\$76,117		\$180,499
2010-11		\$79,397	\$38,832		\$118,229

District expenditures appear to be reasonable and are needed to ensure the provision of adequate fire protection services to the parcels within the District. As shown on the above table, large expenditures for fixed assets occur occasionally. The \$486,955 fixed asset expenditure in Fiscal Year 2016-17 was for the purchase of Fire Engine 23. The \$76,117 fixed asset expenditure in Fiscal Year 2011-12 was for the purchase of a used water tender. The \$38,832 fixed asset expenditure in Fiscal Year 2010-11 was for the District's purchase of a 1.3-acre undeveloped parcel on Yolo Street.

As previously noted, the District and the City of Orland recently agreed to jointly fund the full-time, paid fire chief position. This will result in much greater annual expenditures by the District. According to the agreement between ORFPD and the City of Orland, the District will pay the City on a response basis for the full cost of service for the fire chief. The agreement estimates that the per call cost for Fiscal Year 2019-20 will be \$159 per call, which would amount to approximately \$54,000 in additional expenditures by the District. This amount could go up each year, depending on the number of District calls, cost of living increases, and pay raises for the fire chief.

The ORFPD will most likely need to increase their annual per parcel assessment in order to fund the District's share of the new full-time fire chief position. Without additional

revenue, the District may have to utilize their fund balance to fund the new fire chief position, which would rapidly reduce the fund balance to \$0 and which may cause the District to withdrawal from the fire chief agreement.

The tolling agreement between the City of Orland and ORFPD calls for the City of Orland to pay 100% of the cost for the fire chief for Fiscal Year 2019-20 (estimated to be \$117,000), approximately 80% the second year, nothing the third year (ORFPD would pay 100%), and about 60% of the total annual cost going forward in the fourth year. This tolling agreement gives time for the District to increase their annual per parcel assessment, which will be needed to fund the District's share of the fire chief position.

FUND BALANCE

The District maintains a fund balance, which is the result of revenues exceeding expenditures over numerous years. The following table shows the District's fund balance for the last eight fiscal years.

FISCAL YEAR	FUND BALANCE BEGINNING OF FY	FUND BALANCE END OF FY
2017-18	\$335,564	\$344,800
2016-17	\$767,842	\$335,564
2015-16	\$723,517	\$767,842
2014-15	\$712,643	\$723,517
2013-14	\$698,144	\$712,643
2012-13	\$639,557	\$698,144
2011-12	\$698,381	\$639,557
2010-11	\$691,105	\$698,381
2009-10	\$617,886	\$691,105

According to the Glenn County Finance Office, the District had \$441,491 in the County treasury as of April 30, 2019.

For public agencies, unappropriated fund balances are not just money in a bank; they are fundamental resources for ensuring reliable core services and community security.⁵ Public agencies designate money toward savings in order to balance their budget, respond to emergencies, keep rates affordable, maintain current infrastructure and plan for future public works projects. The following are the benefits of a public agency maintaining an adequate level of unappropriated fund balance:

- Balancing Budgets – Over the course of the fiscal year, fund balances help balance the ebb and flow of revenues verse expenditures.
- Emergency Preparation – In the event of a disaster, communities can't afford not to have savings readily available to quickly repair critical local infrastructure and bring core services back online.

⁵Special District Reserve Guidelines - A Guide to Developing a Prudent Reserve. Second edition. California Special Districts Association. 2013.

- Affordable Rates – With appropriate savings, special districts are able to use resources wisely and smooth out the highs and the lows of volatile economic conditions, rather than spend their entire surplus and then seek new revenue or jeopardize services.
- Infrastructure Maintenance – Reserves mean the pipes are fixed, roofs are patched, and worn equipment is replaced without going back to the taxpayers or ratepayers to pay for routine upkeep.
- Planning for the Future – A long-term, thoughtful approach to public infrastructure requires the foresight to plan for, and discipline to save for, future needs.

ANNUAL BUDGETS

A special district's budget is a financial plan that details the district's projected revenues and expenditures for a defined period of time, which for ORFPD starts on July 1 and ends on June 30 of each year. Special districts typically have operating budgets, which is a plan of current (annual) spending and the means to pay for it (taxes, fees, etc.). As previously noted, the District prepares a budget for each fiscal year that shows anticipated revenue and anticipated expenditures (appropriations).

Budgets are meant to balance revenues and expenditures, so that a public agency is able to provide needed services with the resources available. However, the reality is that budgets will rarely work out precisely as planned, leading to operating deficits (when expenditures exceed revenues) or operating surpluses (when revenues exceed expenditures.) As long as these deficits or surpluses are minor or intermittent, they do not constitute a material problem for a local government and should not be cause for concern. It is when there is a persistent pattern of larger surpluses or deficits that there should be concern about the budgeting practices of the agency.⁶

The following table shows the District's total revenues and expenditures for Fiscal Years 2010-11 to 2017-18 and the surpluses or deficits for each year.

FISCAL YEAR	TOTAL REVENUES	TOTAL EXPENDITURES	NET COSTS / (USE OF FUND BALANCE)
2017-18	\$141,791	\$139,528	\$2,263
2016-17	\$142,418	\$574,696	(\$432,278)
2015-16	\$145,725	\$101,399	\$44,326
2014-15	\$127,824	\$117,951	\$9,873
2013-14	\$135,984	\$121,485	\$14,499
2012-13	\$152,945	\$94,358	\$58,587
2011-12	\$121,675	\$180,499	(\$58,824)
2010-11	\$125,505	\$118,229	\$7,276

As shown above, the District had a budget deficit in Fiscal Years 2011-12 and 2016-17.

⁶ Citizens' Guild to Local Budgets, Office of the New York State Comptroller-Division of Local Government and School Accountability. 2010.

These two deficits were the result of the District's purchase of new fire apparatuses. These two deficits do not reflect a persistent pattern of deficits as they only occurred occasionally and were for major capital expenditures.

Attachment A at the end of this document shows the District's adopted budget for the current fiscal year (2018-19).

FINANCIAL AUDIT/REVIEW

State Law requires that every public agency retain the services of a certified public accountant to prepare that agency's financial audit. An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in an agency's financial statements. Financial statements include all transactions for which a public agency is financially accountable. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

The Glenn County Finance Office requires that ORFPD have a financial review prepared annually by an independent certified financial accountant. The last financial review for the District was for Fiscal Years 2012-13 and 2013-14. According to the Glenn County Finance Office, the District is delinquent in having the required financial review prepared for Fiscal Years 2014-15, 2015-16, 2016-17, and 2017-18. The importance of these financial reviews being completed cannot be overstated and the District should take all necessary steps to have the delinquent reviews prepared and submitted to the Glenn County Finance Office. The District should also ensure that all future financial reviews are prepared on a timely basis.

Loss of Revenue Due to Annexations

There are approximately 667 parcels within ORFPD's jurisdictional boundaries that are within the Sphere of Influence of the City of Orland. Annexation of the unincorporated parcels within the City's SOI to the City results in the detachment of the annexing parcels from ORFPD as the City of Orland is the agency that provides fire protection services to the parcels within the city. The detachment of developed parcels from ORFPD results in less revenue flowing to the District due to the loss of property taxes and per parcel assessments from the parcels that have been annexed.

While annexation of parcels to the City of Orland has been limited in the past, future annexations of developed parcels within the City's SOI to the City may increase, potentially resulting in significant loss of revenue to the District and the long-term viability of the District may be at stake. This issue is not unique to Glenn County and there are no easy fixes to this situation.

As a part of an annexation proposal to the City of Orland, the Commission must evaluate the loss of property tax revenue to a special district in the context of the district's viability before and after the proposed detachment. Potential impacts to special districts must be fully analyzed for each annexation/ reorganization proposal. The Commission could determine that annexations to the City of Orland would have a significant fiscal impact to ORFPD and either modify or deny the annexation proposal. The Commission may also not take an action on a proposal, requesting that entities negotiate a property tax agreement to mitigate financial issues.

One potential solution to this issue is for the City of Orland, Glenn County, and ORFPD to develop a property tax sharing agreement that gives the District a sufficient portion of property taxes to ensure the long-term viability of the District. This would require the City of Orland and/or Glenn County to give up a portion of the property taxes that they would normally receive, which they may be reluctant to do. Another potential solution would be for ORFPD to expand their Sphere of Influence and jurisdictional boundaries to include all of parcels within the City of Orland. With this scenario, the City of Orland would have to agree to the District providing fire protection services within the City, and the District, the City of Orland, and Glenn County would need to agree to a property tax sharing agreement that provides for adequate funding to the District. Additionally, the current fire protection parcel assessment being collected by the City would need to be transferred to the District, or the District's parcel assessment would need to be assessed to the parcels within the City.

MSR DETERMINATION NO. 4-1: *Revenue for the District is received from property taxes, parcel assessments, and interest. The District provides funding and fire apparatuses to the Orland Volunteer Fire Department, which is the entity that provides fire protection services to the parcels within the District. The revenue the District receives is sufficient to ensure the provision of acceptable fire protection services to the parcels within the District.*

MSR DETERMINATION NO. 4-2: *Normal expenditures for the District include expenditures for the maintenance of, and utilities for, the Orland Volunteer Fire Station, fuel, insurance, part-time administrative assistant, dispatching services, and general supplies. The District also purchases a new fire apparatus approximately every ten years to replace older vehicles. The District's expenditures do not appear to be excessive and are necessary to provide adequate fire protection services.*

MSR DETERMINATION NO. 4-3: *The District's share of funding for the recently-created full-time, paid fire chief position will cost the District approximately \$54,000 annually, with the potential for that amount to be increased each year. The District will need to increase their annual per parcel assessment in order to fund the District's share of the fire chief position. Failure to have the per parcel assessment increased may result in termination of the agreement with the City of Orland to fund the fire chief position or cause a reduction in the levels of fire protection services provided by the District.*

MSR DETERMINATION NO. 4-4: *The tolling agreement between the City of Orland and ORFPD for funding of the OVFD full-time fire chief position calls for the City of Orland to pay 100% of the cost for the fire chief for Fiscal Year 2019-20 (estimated to be \$117,000), approximately 80% the second year, nothing the third year (ORFPD would pay 100%), and about 60% of the total annual cost going forward in the fourth year. This tolling agreement gives time for the District to increase their annual per parcel assessment that will be needed to fund the District's share of the fire chief position.*

MSR DETERMINATION NO. 4-5: *The ORFPD Board of Directors should undertake an extensive public outreach program regarding the District's desire to increase the annual per parcel assessment. The District should stress to the residents and landowners of the district how important it is for the assessment to be increased and the reason why the increase is needed, which is to fund the full-time, paid fire chief position, which will increase the efficiency and the effectiveness of the fire protection services provided by the District.*

MSR DETERMINATION NO. 4-6: *The District has not had required financial reviews prepared for Fiscal Years 2014-15, 2015-16, 2016-17, and 2017-18. The District shall take all necessary steps to have the delinquent reviews prepared and submitted to the Glenn County Finance Office as soon as possible. The District shall also ensure that all future financial reviews are prepared on a timely basis.*

MSR DETERMINATION NO. 4-7: *When completed, the District shall submit the delinquent financial reviews and the financial review for Fiscal Year 2018-19 to the Executive Officer of the Glenn County Local Agency Formation Commission. Depending on the findings of those audits, the Commission may update this MSR/SOI Plan to reflect those findings.*

MSR DETERMINATION NO. 4-8: *Annexation of the unincorporated parcels within the City of Orland's SOI to the City results in the detachment of the annexing parcels from ORFPD, which results in less revenue flowing to the District. While there have not been a large number of annexations to the City of Orland, future annexations to the City may significantly increase, which have the potential to significantly impact the long-term viability of the District due to the loss of property taxes and parcel assessment fees. The Commission should ensure that future annexations to the City of Orland do not create significant fiscal impacts to ORFPD. Additionally, the District, the City of Orland, and Glenn County should consider adopting a property tax sharing agreement that provides adequate funding for ORFPD that ensures the long-term viability of the District.*

MSR FACTOR 5: STATUS OF, AND OPPORTUNITIES FOR SHARED FACILITIES

There are thirteen special districts, along with the Cities of Orland and Willows, which provide fire protection services within Glenn County. These districts and the cities can provide mutual or automatic aid to each other if needed. In addition, CAL FIRE provides seasonal wildland fire protection services in the State Responsibility Area of the District. CAL FIRE may respond to other types of calls for service if they are available.

The District and the City of Orland own an undivided half of the two parcels that the Orland Fire Station facility is located on at 810 Fifth Street and the adjunct parcel and fire apparatus garage on Colusa Street. In addition, the District and the City jointly own two undeveloped but paved parcels between Colusa Street and Yolo Street. The District and the City jointly own the Orland Fire Station facility and jointly utilize the services of the Orland Volunteer Fire Department to provide fire protection services within their jurisdictional boundaries. The District and the City of Orland have a mutual aid agreement where District and City of Orland fire apparatuses can be utilized in each other's jurisdictional boundaries if needed.

As was previously noted, the District and the City of Orland have agreed to jointly fund the full-time, paid, fire chief position. The fire chief will provide for more effective and efficient fire protection services to both agencies.

Opportunities for shared facilities between the fire districts in Glenn County is certainly possible, although there appears to be little interaction between these agencies. The opportunities for shared facilities could include sharing of equipment, staff, and expertise.

MSR DETERMINATION NO. 5-1: *The District and the City of Orland utilize the services of the Orland Volunteer Fire Department to provide fire protection services within their jurisdictional boundaries.*

MSR DETERMINATION NO. 5-2: *The District and the City of Orland jointly own the Orland Fire Department facility, along with several other parcels.*

MSR DETERMINATION NO. 5-3: *The District and the City of Orland will share the services of the new Orland Volunteer Fire Department fire chief, which will provide for more effective and efficient fire protection services to both agencies.*

MSR DETERMINATION NO. 5-4: *Under an existing mutual aid agreement, the Orland Volunteer Fire Department can utilize District and City of Orland fire apparatuses in each agency's jurisdictional boundaries if needed.*

MSR FACTOR 6: ACCOUNTABILITY FOR COMMUNITY SERVICES NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES.

The Orland Rural Fire Protection District is governed by a 5-member Board of Directors who are appointed by the Glenn County Board of Supervisors. The ORFPD directors, who hold office for four-year terms, are not paid for their service. The ORFPD board generally holds meeting every other month but will meet monthly if needed. ORFPD board meetings are held the second Tuesday of the month at 6:00 p.m. and are held at the Orland Volunteer Fire Department facility located at 810 Fifth Street, Orland. The public notices for the Board of Directors meetings are posted at the OVFD fire station.

The governmental structure of ORFPD is very simple given that it has no staff. No alternative structures or reorganizations of the District's existing governmental structure would result in more efficient daily operations, and the existing structure is considered appropriate.

District Transparency

Governmental transparency promotes accountability and provides information for citizens about what their government is doing. A public agency's transparency is necessary to provide the residents of the agency a thorough knowledge of the services the agency provides, how it operates, how and by who the agency is governed, and the financial status of the agency. Information on an agency should be easily accessible.

The District's transparency is extremely limited, which makes it very difficult for the residents of the District to easily obtain information on the District. As required by State law, the District does provide notice of upcoming Board of Directors meetings by posting a notice at the Orland Volunteer Fire District fire station, where the ORFPD Board of Directors meet.

Pursuant to California Government Code Section 53051, every public agency is required to submit a *Statement of Facts-Roster of Public Agencies Filing* to the California Secretary

of State anytime there is a change in the membership of the governing board of the agency or the agency's official mailing address. Agencies are required to also submit the *Statement of Facts-Roster of Public Agencies Filing* to the county clerk of the applicable county. A copy of the *Statement of Facts-Roster of Public Agencies Filing* was recently given to the District, but it is not known if the District has completed it and submitted it to the State and the county clerk.

To provide for greater transparency, many special districts within California have websites that allow for easy access to district services, information, and documents. The District does not have a webpage.

On September 14, 2018, Senate Bill 929 was signed by the Governor and chaptered into law by the California Secretary of State, which added §6270.6 and §53087.8 to the California Government Code. This law requires, beginning on January 1, 2020, that every independent special district maintain an Internet Web site that clearly lists contact information for the special district. An exception to this requirement is allowed if, pursuant to a majority vote of its governing body at a regular meeting, the district adopts a resolution declaring its determination that a hardship exists that prevents the district from establishing or maintaining an Internet Web site.

The District should consider creating a website, which would provide an avenue for the residents of the District to easily obtain important information about the District, significantly increasing the District's transparency. The District should create and maintain a website that provides, at a minimum, the following information:

- District contact information, including the names of the District Manager and Board of Directors.
- Board of Directors meeting notices.
- Board of Directors agendas and staff reports/memorandums
- Board of Directors meeting minutes
- Adopted annual budget
- Financial audits/reports
- District Municipal Service Review and Sphere of Influence Plan
- Map of the District
- District by laws
- List of enterprise systems (SB 272)
- Financial Transaction Reports
- Compensation Reports
- ADA compliance

Due to cost and time considerations, the District may object to creating and maintaining a comprehensive website. However, the benefits of having a website far outweigh the cost or the time it takes to maintain a website. There are numerous website designers that can create and host custom websites at a nominal monthly cost. One such website

designer - Streamline™ Web – creates and hosts websites that are designed specifically for local government at a very affordable cost.⁷

MSR DETERMINATION 6-1: *ORFPD is governed by a five-member Board of Directors, who are appointed by the Glenn County Board of Supervisors. ORFPD holds meetings that are open and accessible to the public. ORFPD appears to maintain accountability and compliance in its governance, and public meetings appear to be held in compliance with Brown Act requirements.*

MSR DETERMINATION 6-2: *The District does not have any employees and relies on the Orland Volunteer Fire Department to provide fire protection services to the parcels within the District.*

MSR DETERMINATION 6-3: *The Orland Fire Protection District does not have a webpage and should consider creating and maintaining a comprehensive website. The website would allow the District to post contact information, public meeting notices, Board of Directors meeting minutes, and financial documents (budgets, audits), greatly increasing the District's transparency.*

MSR FACTOR NO. 7: ANY OTHER MATTER RELATED TO EFFECTIVE OR EFFICIENT SERVICE DELIVERY, AS REQUIRED BY COMMISSION POLICY.

District Map

An accurate, large-scale map of the Orland Fire Protection District does not appear to exist. The Glenn County Planning Division does have a digital geographical information system (GIS) layer of the District, but this layer shows that the City of Orland is within the District, which is not correct. The lack of an accurate map and GIS layer of the District could result in difficulties in determining if a parcel is within the jurisdictional boundaries of the District. To help solve this issue, the Glenn LAFCo Executive Officer and consultant, several staff members from the Glenn County Planning & Community Development Department, and the Glenn County Assessor met on May 13, 2019, to determine the best way forward to develop an accurate GIS layer and map of ORFPD and other districts. The Glenn County Assessor's Office recently provided tax rate area information to Glenn LAFCO that will greatly assist with the development of an accurate GIS layer and map of ORFPD, as well as for other special districts.

GOVERNMENTAL STRUCTURE - REORGANIZATION

There are thirteen special districts located within Glenn County that provide fire protection services, along with the cities of Orland and Willows. This large number of

⁷ <http://www.getstreamline.com/web/>

districts that provide the same service presents a situation where a consolidation or reorganization to combine some or all of these districts should be considered. Consolidation or reorganization of some or all of the districts into one district may result in cost savings, the elimination of governing bodies, eliminate the need for expensive financial audits to be prepared, provide for more effective and efficient fire protection services, and result in better governmental transparency.

The opportunity to consolidate the districts may be affected by limited funding and/or political issues, especially regarding the loss of local control. Additionally, a consolidation of the subject districts would require majority approval by the registered voters or landowners of all the districts, but such approval is not assured. Such governance reorganizations are not always readily accepted among affected constituents who may feel current services are adequate and who have a connection to their current local agency and board of directors. Additionally, the costs to prepare a consolidation study and to hold an election could be cost prohibitive and funding would need to be secured before going forward with the consolidation process.

MSR DETERMINATION NO. 7-1: *There are thirteen special districts within Glenn County that provide fire protection services. Consolidation or reorganization of some or all of these districts into one district may be problematic and may not be supported by the voters or landowners within these districts. A consolidation/reorganization study would need to be prepared, which would be very costly and may conclude that consolidation/reorganization is not feasible.*

II. SPHERE OF INFLUENCE PLAN

The existing Sphere of Influence (SOI) for the Orland Rural Fire Protection District is coterminous with the District's jurisdictional boundaries. The SOI Plan recommendation is based directly on the information and discussions in the MSR and the MSR factor determinations above.

SPHERE OF INFLUENCE PLAN REVIEW FACTORS FOR THE ORLAND RURAL FIRE PROTECTION DISTRICT

There are numerous factors to consider in reviewing a SOI Plan, including current and anticipated land uses, facilities, and services, as well as any relevant communities of interest. Updates generally involve a comprehensive review of the entire SOI Plan, including boundary and SOI maps and the District's MSR. In reviewing an agency's sphere, the Commission is required to consider and prepare written statements addressing five factors enumerated under California Government Code Section 56425(e). Each of the SOI review factors are listed below, with a corresponding determination.

SOI FACTOR NO. 1: The present and planned land uses in the area, including agricultural and open-space lands.

SOI DETERMINATION NO. 1-1: *The County of Glenn retains the responsibilities for land use decisions for the parcels located within the District.*

SOI DETERMINATION NO. 1-2: *The majority of the parcels within the District are designated and zoned for agricultural or forestry uses, although the parcels within the District located near the City of Orland are zoned for low density residential uses on relatively large lots. The services provided by the District ensures that existing and future uses within the District are provided with vital fire protection services.*

SOI FACTOR NO. 2: The present and probable need for public facilities and services in the area.

SOI DETERMINATION NO. 2-1: *ORFPD provides funding and fire apparatuses to the Orland Volunteer Fire Department, which in turn provides vital and necessary fire protection services to the residents of the District.*

SOI FACTOR NO. 3: The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

SOI DETERMINATION NO. 3-1: *ORFPD provides funding and fire apparatuses to the Orland Volunteer Fire Department, which provides fire protection services to the parcels within the District. The funding and fire apparatuses ORFPD provide to OVFD appears to be sufficient to ensure the provision of adequate fire protection services to the parcels within the District.*

SOI Factor No. 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.

SOI DETERMINATION NO. 4: *All of the parcels within the jurisdictional boundaries of ORFPD are within the unincorporated area of Glenn County. Social or economic communities of interest within or near the District include the City of Orland and include the areas of the District that have been identified as being disadvantaged unincorporated communities.*

SOI FACTOR NO. 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, that occurs pursuant to subdivision (g) on or after July 1, 2012,

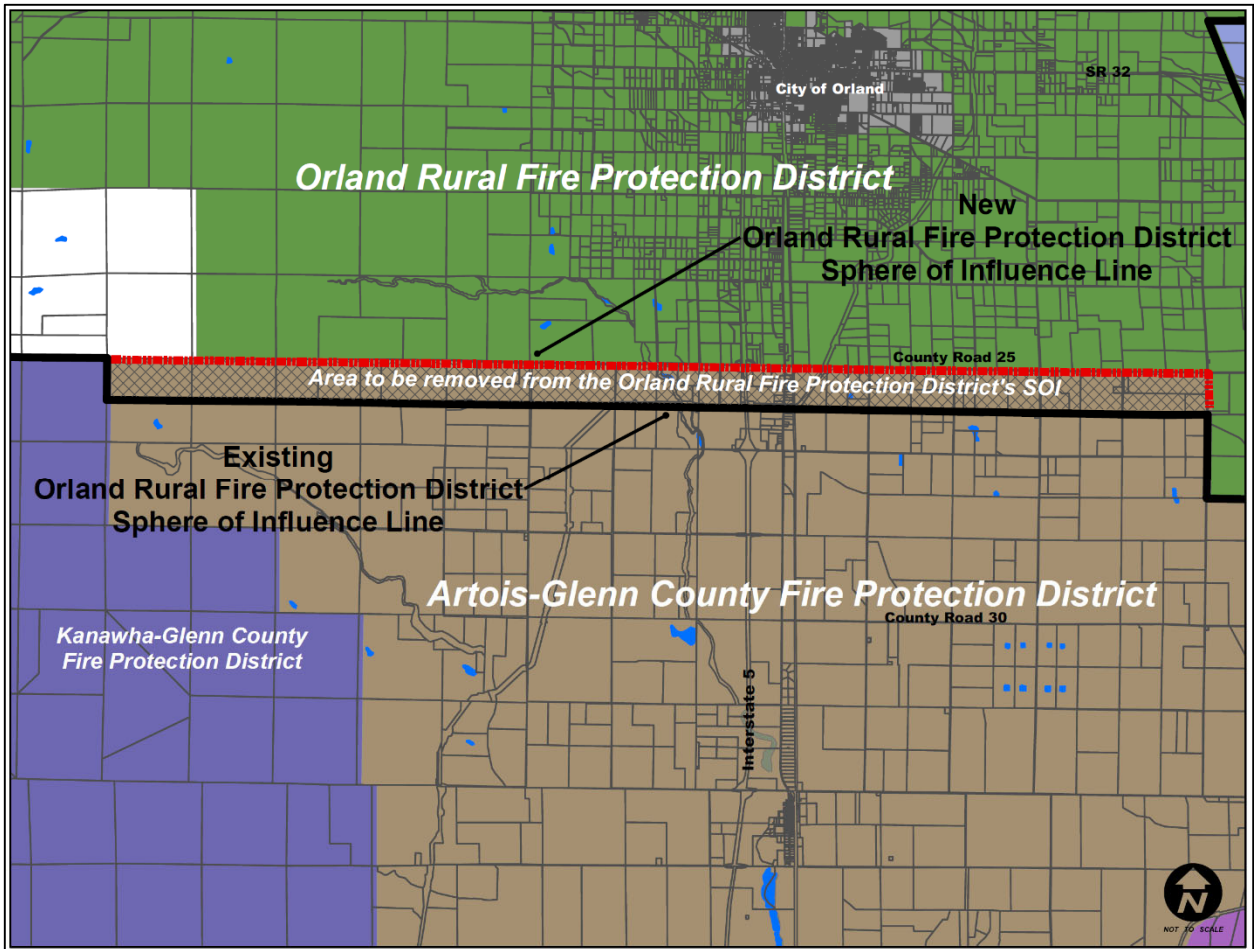
the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

SOI DETERMINATION No. 5: *Portions of ORFPD have been identified as being disadvantaged unincorporated communities. ORFPD provides fire protection services to all of the parcels within the District.*

ORLAND RURAL FIRE PROTECTION DISTRICT MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE FINDINGS AND RECOMMENDATIONS

Based on the MSR and SOI determinations as listed above, the Commission:

1. Finds that the District provides funding and fire apparatuses to the Orland Volunteer Fire Department, which provides adequate fire protection services to the parcels within the jurisdictional boundaries of the District.
2. Finds that the full-time fire chief for the Orland Volunteer Fire Department may result in more effective and efficient fire protection services to the Orland Rural Fire Protection District and to the City of Orland.
3. Finds that the Orland Rural Fire Protection District must increase the District's annual per parcel assessment fee in order to provide funding for the District's share of the costs for the OVFD fire chief position.
4. Finds that ORFPD's Sphere of Influence is not coterminous with the District's Jurisdictional boundaries and that ORFPD's SOI includes approximately 4,081 acres of area that are located within the Artois-Glenn County Fire Protection District jurisdictional boundaries. The Commission amends ORFPD's SOI by removing the area of ORFPD's SOI that extends into the Artois-Glenn County Fire Protection District's boundaries as shown on the following map.



ORFPD Sphere of Influence Amendment Area

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ADOPTING RESOLUTION

GLENN LOCAL AGENCY FORMATION COMMISSION RESOLUTION 2019-06

RESOLUTION APPROVING THE MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE PLAN FOR THE ORLAND RURAL FIRE PROTECTION DISTRICT

WHEREAS, California Government Code Section 56425 requires that the Local Agency Formation Commission ("LAFCO") adopt and periodically review Sphere of Influence Plans for all agencies in its jurisdiction; and,

WHEREAS, California Government Code Section 56430 requires that LAFCO conduct a review of the municipal services provided by and within an agency prior to updating or adopting its Sphere of Influence Plan; and,

WHEREAS, the Sphere of Influence Plan is the primary planning tool for LAFCO and defines the probable physical boundaries and service area of a local agency as determined by LAFCO; and,

WHEREAS, at the time and in the manner provided by law, the Executive Officer gave notice of the date, time, and place of a public hearing by the Commission for the Orland Rural Fire Protection District Municipal Service Review and Sphere of Influence Plan including approval of the report and adoption of the written determinations contained therein; and,

WHEREAS, the Commission hereby determines that the Municipal Service Review and Sphere of Influence Plan for the Orland Rural Fire Protection District and written determinations contained therein is otherwise consistent with the purposes and responsibility of the Commission for planning the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities; and,

WHEREAS, the Commission has heard all interested parties desiring to be heard and has considered the report by the Executive Officer and all other relevant evidence and information presented at said hearing; and,

WHEREAS, acting as Lead Agency pursuant to the California Environmental Quality Act (CEQA) Guidelines, the Commission finds that the Orland Rural Fire Protection District Municipal Service Review/Sphere of Influence Plan is Categorically Exempt from the provisions of CEQA under Section 15306, "Information Collection" and Section 15061(b)(3) – General Rule Exemption, respectively; and

NOW, THEREFORE, the Glenn Local Agency Formation Commission hereby further resolves, orders and determines as follows:

1. That the proposed Municipal Service Review and Sphere of Influence for the Orland Rural Fire Protection District complies with the provisions of California Government Code Section 56000, et seq.
2. That no significant objections have been received.

GLENN LAFCO RESOLUTION
ORLAND RURAL FIRE PROTECTION DISTRICT MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE PLAN

- 3. That the Commission adopts the written determinations, findings, and recommendations as set forth in the Orland Rural Fire Protection District Municipal Services Review/Sphere of Influence Plan, dated June 2019, and adopted by the Commission on July 8, 2019.
- 4. The Commission finds that the Sphere of Influence for the Orland Rural Fire Protection District includes approximately 4,081 acres of area that is located within the Artois-Glenn County Fire Protection District jurisdictional boundaries. The Commission updates ORFPD's SOI by removing the area of ORFPD's SOI that extends into the Artois-Glenn County Fire Protection District's boundaries as depicted on Page 2-37 of the ORFPD MSR/SOI Plan, adopted by the Commission on July 8, 2019.

The foregoing resolution was duly passed by the Glenn Local Agency Formation Commission at a regular meeting held on Monday, July 8, 2019, by the following roll call vote:

Ayes: Commissioners Stifter, Warren, Roundy (Chair) and Corum
Noes: None
Abstentions: None
Absent: Commissioner Barr
Signed and approved by me after its passage this July 8, 2019.


BRUCE ROUNDY, Chairman
 GLENN LOCAL AGENCY FORMATION COMMISSION

Attest:



Adele Lee, Executive Officer
 GLENN LOCAL AGENCY FORMATION COMMISSION

COMMENTS RECEIVED AND RESPONSES TO COMMENTS

No written comments were received with regards to the public review draft Municipal Service Review/Sphere of Influence Plan for the Orland Rural Fire Protection District

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GLOSSARY

ADOPTED BUDGET	The spending plan approved by resolution of the Board of Supervisors after the required public hearing and deliberations on the Recommended Budget. The Adopted Budget must be balanced with Total Financing Sources equal to Total Financing Uses.
ANNEXATION	The inclusion, attachment, or addition of a territory to a city of district.
BOARD OF SUPERVISORS	The elected board of supervisors of a county.
BUDGET	The planning and controlling document for financial operation with appropriations and revenues for a given period of time, usually one year.
CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)	The California Environmental Quality Act (CEQA) is intended to inform governmental decision-makers and the public about potential environmental effects of a project, identify ways to reduce adverse impacts, offer alternatives to the project, and disclose to the public why a project was approved. CEQA applied to projects undertaken, funded, or requiring issuance of a permit by a public agency.
CONTINGENCY	An amount appropriated for unforeseen expenditure requirements.
DISTRICT OR SPECIAL DISTRICT	An agency of the state, formed pursuant to general law or special act, for the local performance of government or proprietary functions within limited boundaries. "District" or "special district" includes a county service area.
EXPENDITURES	Expenditures occur when the County buys goods and services and pays its employees. Expenditures can be categorized into three types: operating expenditures, capital expenditures, and debt service expenditures. Operating expenditures are the day-to-day spending on salaries, supplies, utilities, services, and contracts. Capital expenditures are generally for acquisition of major assets such as land and buildings or for the construction of buildings or other improvements. Debt expenditures repay borrowed money and interest on that borrowed money.

FISCAL YEAR	Twelve-month period for which a budget is prepared, generally July 1 through June 30 of each year.
FUND BALANCE	The difference between assets and liabilities reported in a governmental fund.
GENERAL PLAN	A document containing a statement of development policies, including a diagram and text setting forth the objectives of the plan. The general plan must include certain state mandated elements related to land use, circulation, housing, conservation, open-space, noise, and safety.
INTERFUND TRANSFER	A transfer made between budget units in different funds for services rendered and received. The service rendering budget unit shows these transfers as revenue, as opposed to expenditure reduction.
LAFCO	Local Agency Formation Commission. A state mandated local agency that oversees boundary changes to cities and special districts, the formation of new agencies including incorporation of new cities, and the consolidation of existing agencies. The broad goals of the agency are to ensure the orderly formation of local government agencies, to preserve agricultural and open space lands, and to discourage urban sprawl.
LOCAL ACCOUNTABILITY AND GOVERNANCE	The term "local accountability and governance," refers to public agency decision making, operational and management styles that include an accessible staff, elected or appointed decision-making body and decision making process, advertisement of, and public participation in, elections, publicly disclosed budgets, programs, and plans, solicited public participation in the consideration of work and infrastructure plans, programs or operations and disclosure of results to the public.
MANAGEMENT EFFICIENCY	The term "management efficiency," refers to the organized provision of the highest quality public services with the lowest necessary expenditure of public funds. An efficiently managed entity (1) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel, and customer service and involvement, (2) has the ability to provide service over the short and long term, (3) has the resources (fiscal, manpower, equipment,

adopted service or work plans) to provide adequate service, (4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances, (5) and maintains adequate contingency reserves.

MUNICIPAL SERVICE REVIEW (MSR)	A study designed to determine the adequacy of governmental services being provided in the region or sub-region. Performing service reviews for each city and special district within the county may be used by LAFCO, other governmental agencies, and the public to better understand and improve service conditions.
PUBLIC AGENCY	The state or any state agency, board, or commission, any city, county, city and county, special district, or other political subdivision.
RESERVE	(1) For governmental type funds, an account used to earmark a portion of the fund balance, which is legally or contractually restricted for a specific use or not appropriate for expenditure. (2) For proprietary type/enterprise funds, the portion of retained earnings set aside for specific purposes. Unnecessary reserves are those set aside for purposes that are not well defined or adopted or retained earnings that are not reasonably proportional to annual gross revenues.
REVENUE	Funds received to finance governmental services from various sources and treated as income to the County. Examples: property taxes, sales taxes, and per parcel service charges.
SPHERE OF INFLUENCE (SOI)	A plan for the probable physical boundaries and service area of a local agency, as determined by the LAFCO
SPHERE OF INFLUENCE DETERMINATIONS	In establishing a sphere of influence the Commission must consider and prepare written determinations related to present and planned land uses, need and capacity of public facilities, and existence of social and economic communities of interest.
ZONING	The primary instrument for implementing the general plan. Zoning divides a community into districts or "zones" that specify the permitted/prohibited land uses.

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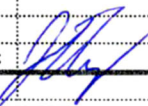
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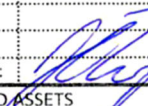
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ATTACHMENT A – ORFPD FISCAL YEAR 2018-19 ADOPTED BUDGET

COUNTY OF GLENN STATE OF CALIFORNIA BUDGET WORKPAPER FOR FISCAL YEAR 2018-19							
DEPARTMENT: 06250000 ORLAND FIRE DISTRICT							
FUNCTION: PUBLIC PROTECTION							
ACTIVITY: FIRE PROTECTION							
SIGNATURE: 	2016-17 ACTUAL	2017-18 WORKING BUDGET	2018-19 DOF PROVIDED AMOUNTS	DISTRICT CHANGES	2018-19 BASELINE BUDGET	ENHANCEMENT REQUESTS	
REVENUES							
TAXES							
14010 CURRENT SECURED	75,526	76,000	80,000	-	80,000	-	
14020 CURRENT UNSECURED	3,609	3,650	3,700	-	3,700	-	
14030 PRIOR SECURED TAX	(408)	-	-	-	-	-	
14040 PRIOR UNSECURED TAX	84	-	-	-	-	-	
14046 SB813 CURRENT SECURED	797	-	2,500	-	2,500	-	
14047 SB813 CURRENT UNSECURED	24	-	-	-	-	-	
14048 SB813 PRIOR SECURED	278	-	-	-	-	-	
14049 SB813 PRIOR UNSECURED	14	-	-	-	-	-	
TOTAL TAXES	79,924	79,650	86,200	-	86,200	-	
USE OF MONEY & PROPERTY							
44300 INTEREST	2,094	900	2,000	-	2,000	-	
TOTAL USE OF MONEY & PROPERTY	2,094	900	2,000	-	2,000	-	
INTERGOVERNMENTAL REVENUE							
52580 HOPTR	807	830	850	-	850	-	
52820 PUBLIC SAFETY SALES TAX	3,377	4,000	4,000	-	4,000	-	
52879 STATE GRANT	6,538	-	-	-	-	-	
TOTAL INTERGOVERNMENTAL REVENUE	10,722	4,830	4,850	-	4,850	-	
CHARGES FOR CURRENT SERVICES							
61153 FIRE ASSESSMENT	49,678	51,000	50,775	-	50,775	-	
TOTAL CHARGES FOR CURRENT SERVICES	49,678	51,000	50,775	-	50,775	-	
TOTAL REVENUES	142,418	136,380	143,825	-	143,825	-	

COUNTY OF GLENN STATE OF CALIFORNIA BUDGET WORKPAPER FOR FISCAL YEAR 2018-19							
DEPARTMENT: 06250000 ORLAND FIRE DISTRICT							
FUNCTION: PUBLIC PROTECTION							
ACTIVITY: FIRE PROTECTION							
SIGNATURE: 	2016-17 ACTUAL	2017-18 WORKING BUDGET	2018-19 DOF PROVIDED AMOUNTS	DISTRICT CHANGES	2018-19 BASELINE BUDGET	ENHANCEMENT REQUESTS	
EXPENSES							
SALARIES & BENEFITS							
01012 ADDITIONAL HELP	-	600	600	-	600	-	
01030 SOCIAL SECURITY	-	46	46	-	46	-	
01045 UNEMPLOYMENT INSURANCE	-	21	21	-	21	-	
TOTAL SALARIES & BENEFITS	-	667	667	-	667	-	
SERVICES & SUPPLIES							
03110 CLOTHING & PERSONAL SUPPLIES	-	3,000	3,000	-	3,000	-	
03120 COMMUNICATIONS	20,204	2,000	2,000	-	2,000	-	
03122 COMMUNICATIONS-DISPATCH	-	16,000	16,000	-	16,000	18,000	
03150 INSURANCE	8,202	8,819	8,819	<6737	8,819	8,196	
03170 MAINT-EQUIPMENT	3,901	14,000	14,000	+1500	14,000	15,500	
03180 MAINT-STRUCTURES & IMPROVE	3,876	8,000	8,000	<2000	8,000	6000	
03220 OFFICE EXPENSE	40	150	150	-	150	-	
03230 PROFESSIONAL SERVICES	16,842	17,900	17,900	+900	17,900	18,800	
03240 PUBLICATIONS	-	300	300	-	300	-	
03280 SPECIAL DEPT EXPENSE	21,726	60,325	60,325	<44325	60,325	16000	
04292 GAS & OIL	1,922	4,000	4,000	+1000	4,000	5000	
04300 UTILITIES	7,017	8,500	8,500	<7000	8,500	6500	
TOTAL SERVICES & SUPPLIES	83,730	142,994	142,994	-	142,994	100,113	
OTHER CHARGES							
05700 ADMINISTRATIVE EXPENSE	3,377	4,000	4,000	-	4,000	-	
05730 A-87 COST ALLOCATION	634	484	2,434	-	2,434	-	
TOTAL OTHER CHARGES	4,011	4,484	6,434	-	6,434	-	
FIXED ASSETS							
07350 VEHICLES	486,955	-	-	-	-	-	

COUNTY OF GLENN STATE OF CALIFORNIA BUDGET WORKPAPER FOR FISCAL YEAR 2018-19							
DEPARTMENT: 06250000 ORLAND FIRE DISTRICT							
FUNCTION: PUBLIC PROTECTION							
ACTIVITY: FIRE PROTECTION							
SIGNATURE: 	2016-17 ACTUAL	2017-18 WORKING BUDGET	2018-19 DOF PROVIDED AMOUNTS	DISTRICT CHANGES	2018-19 BASELINE BUDGET	ENHANCEMENT REQUESTS	
TOTAL FIXED ASSETS	486,955	-	-	-	-	-	
CONTINGENCY							
09900 CONTINGENCY	-	5,000	5,000	-	5,000	-	
TOTAL CONTINGENCY	-	5,000	5,000	-	5,000	-	
TOTAL EXPENSES	574,696	153,145	155,095	-	155,095	-	
NET COUNTY RETURN/(COST)	(432,278)	(16,765)	(11,270)	-	(11,270)	-	